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# **2022–23 Citizen's Guide to the District's Budget**



**Edmonds  
School District**

**Edmonds School District No. 15**  
**20420 68th Avenue West**  
**Lynnwood, Washington 98036-7400**  
*[www.edmonds.wednet.edu](http://www.edmonds.wednet.edu)*

## **BOARD OF DIRECTORS**

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Dr. Helen Joung, *Assistant Superintendent of Elementary Schools*  
Greg Schwab, *Assistant Superintendent of Middle & High Schools*  
Dana Geaslen, *Assistant Superintendent of Education Services*  
Dr. Victor Vergara, *Executive Director of Equity & Student Success*  
Dr. Rob Baumgartner, *Assistant Superintendent of Human Resources*  
Lydia Sellie, CPA, *Executive Director of Business and Finance*

Dear Edmonds School District Community Members,

I am so grateful to be serving the Edmonds School District as the Interim Superintendent. I trust that the year ahead will be a wonderful opportunity to support our students moving forward, while applying the skills and knowledge we gained during the pandemic.

Enclosed you will find the Edmond's School District's 2022-2023 Citizen's Guide to the Budget. We appreciate you taking the time to learn more about how our schools are funded and how our resources are used.

The Citizen's Guide is based upon information filed each year with the Office of the Superintendent of Public Instruction (OSPI). The guide is much easier to understand than the budget document the district is required to send to the state; however, we would be happy to provide you a copy of the full budget if you are interested in further details.

The Edmonds School District is audited annually by the Washington State Auditor' Office and we have a long-standing history of excellent audits.

Thank you again for taking the time to review this information and please let us know if you have any questions about the material or suggestions about how we can improve this communication tool. I value your input and welcome your suggestions.

We appreciate the continued support for our students.

Sincerely,



Dr. Rebecca Miner  
Interim Superintendent

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# OVERVIEW

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## The District

Edmonds School District is the eleventh largest school district in Washington State, encompassing the cities of Brier, Edmonds, Mountlake Terrace, Lynnwood, Woodway, and parts of unincorporated Snohomish County. We employ more than 3,500 full- and part-time staff including teachers, substitutes, support personnel and administrators (certificated and classified staff). Edmonds School District operates one preschool early learning center, one preschool and kindergarten center, 20 elementary schools, two K-8 schools, four middle schools, four high schools, an alternative high school, a homeschool partnership program, and an e-Learning and online academy serving more than 20,000 full- and part-time students with varied needs and abilities.

## The Budget Process

Our budget is a financial tool that guides the collection and distribution of resources in accordance with state law, OSPI regulations, the School Board's educational priorities, and District policies, as well as sound financial management principles. It is our educational plan expressed in dollars.

Our fiscal year begins September 1st and ends August 31st. The district begins the budget process in January and finalizes it when the Superintendent submits a recommended budget to the School Board, which adopts the budget in August. The budget is a finance plan based on projected enrollment, projected revenues and other resources, program requirements, and any state or federal mandated changes. The budget is developed based on several assumptions that are made prior to the beginning of the district's fiscal year. These assumptions may or may not come to pass.

One of the largest variables that factors into the district's budget is enrollment, which drives revenue and staffing. Enrollment is based on viewing historical trends and cohort roll-up of grade groups from year-to-year. The enrollment projection for the subsequent year is made in January of the current year. These projections are made nine months in advance of the beginning of the budget year. The district bases its anticipated revenue upon, and staffs according to, the forecast enrollment.

By state law, the district must have its certificated teaching staff under contract by May 15 each year. Once the budget is established and adopted by the School Board, we wait until September to see how our actual enrollment comes in compared to our budgeted enrollment. If it appears that enrollment will come in above what was budgeted, the district will receive more revenue from the state because of the increased student enrollment. However, if enrollment comes in below budget projections, the state decreases the amount of basic education revenue the district receives.

When faced with decreased revenue from the state because of lower enrollment, the district cannot layoff certificated employees to compensate for the loss of revenue because our staff is already under contract. Therefore, the District needs to make other expenditure reductions to offset the loss of revenue.

# ENROLLMENT AND STAFFING

The following section discusses the importance of enrollment in determining our budget.

## Why is Student Enrollment Important, and How is it Measured?

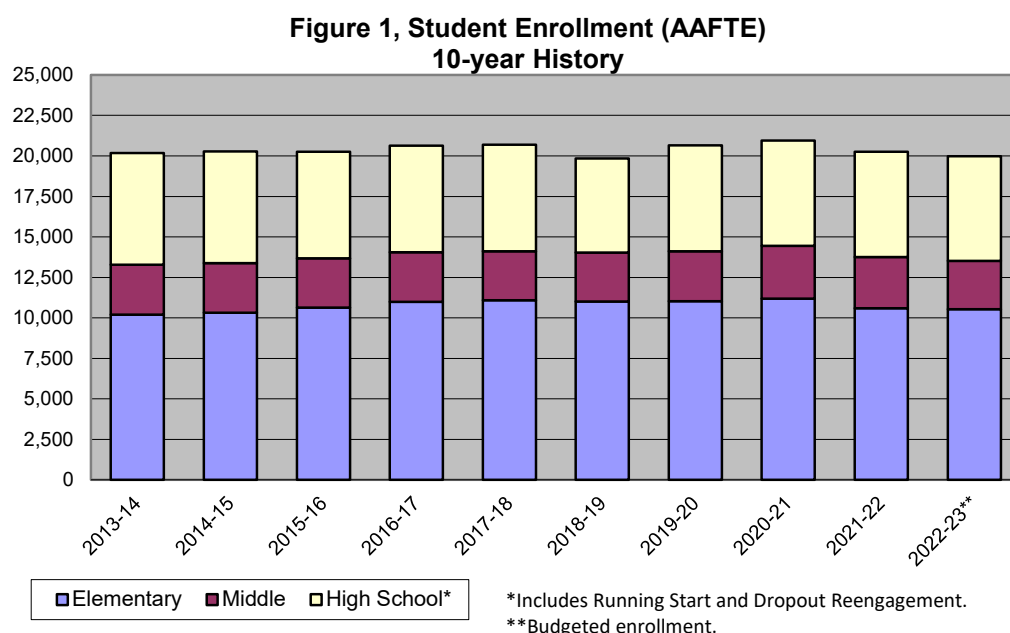
Most of the revenue we receive from the State is determined by student enrollment. Student enrollment is measured using either Annual Average Full-Time Equivalent (AAFTE) or Headcount, as follows:

**AAFTE** measures the average amount of time a student is enrolled during a school year, and is normally used for determining funding. To be counted as full-time, a student must be enrolled for a minimum number of minutes on each prescribed count day for school months running from September through June. Students who attend less than full-time are considered less than 1.0 FTE.

**STUDENT HEADCOUNT** reflects the actual number of students that attend on a given day regardless of how many minutes per day they actually attend, and is normally used when considering physical capacity for facilities planning.

## Enrollment Trends

Since the establishment of full-day kindergarten in 2013-14, enrollment has been approximately 20,000 students. Enrollment has been stable except for recent declines due to COVID-19. Basic enrollment is expected to decrease by 119 students from 21-22 actual enrollment, and Running Start and Open Doors Enrollment is also budgeted to decrease slightly. Total enrollment is budgeted at 19,990 students.



## **Staffing**

District staffing is also measured by FTE, with 1.0 FTE being the equivalent of a full-time employee. The number of days an employee works varies among positions and bargaining groups. For instance, a 1.0 FTE teacher's base contract includes 183 days a year, for 7.33 hours per day. Administrative staff work year-round (up to 260 days).

School-based staffing levels, both certificated (instructional staff) and classified (non-certificated staff), are determined by student AAFTE for each school and are distributed according to our staffing standards.

Appendix I, page 1 shows the average annual FTE enrollment for each grade level in the Edmonds School District, along with full-time equivalent staffing for the current year and previous two years.

Certificated staff FTE is budgeted to increase 3.7% over last year's budget. The increase is due to additional supports for students in counseling, multilingual, and special education. Classified staff FTE is budgeted to grow 4.7% to replace reductions made during school closure.

# THE BUDGET

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A school district budget consists of five funds, each designated for a particular purpose and administered separately.

## Five Funds of a School District

The **GENERAL FUND** accounts for daily operations. Included in this fund are all recurring financial activities, such as teacher salaries, office professionals, food services, custodial and maintenance support, utilities, transportation, and central administration costs. Revenue sources primarily include a state allocation based on student enrollment, local property taxes, state special purpose funding, federal special and general purpose funding, and local non-tax revenue.

The **ASSOCIATED STUDENT BODY (ASB) FUND** accounts for funds raised by students at each school. Each student body organization prepares, approves and submits an annual budget for Board approval. Revenues are derived from fundraisers, ASB cards and student sales. This fund may only be used for cultural, athletic, recreational and social student activities.

The **CAPITAL PROJECTS FUND** is used to finance and pay for capital improvements. These include land acquisition, construction of new buildings, site improvements, major building renovations, upgrades of major systems such as plumbing, electrical systems, heating systems, lighting systems, carpet and computers, and equipping new facilities. Revenues come primarily from bonds and capital levies, supplemented by state match and sales and lease of District property.

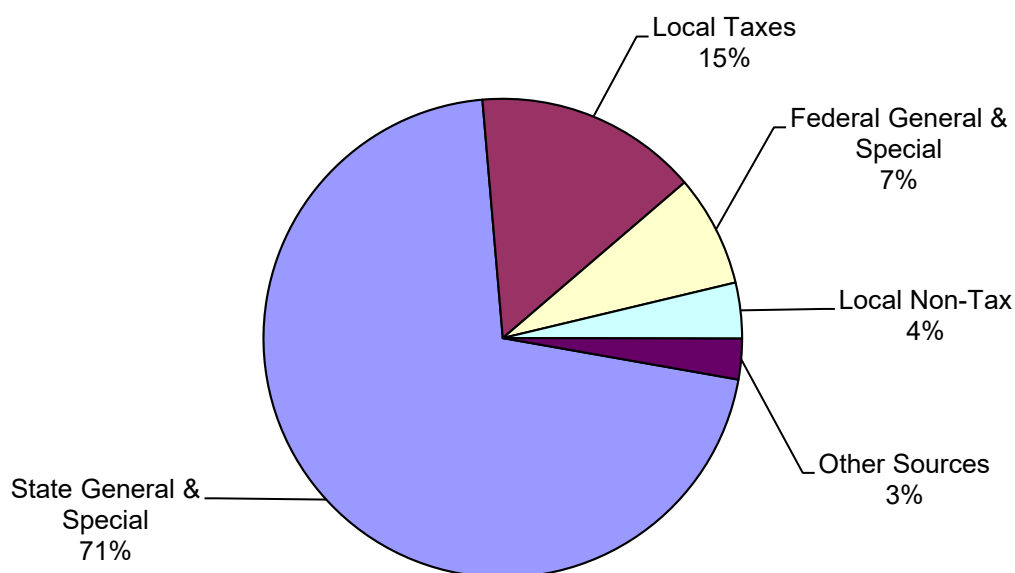
The **DEBT SERVICE FUND** accounts for the redemption of bonds and the payment of interest on bonds that were sold to fund capital improvements (proceeds from bond sales are credited to the Capital Projects Fund). Revenue for this fund comes from local property taxes, Interest on the 2021 limited general obligation bond will be paid for by ground leases.

The **TRANSPORTATION VEHICLE FUND** may only be used for the purchase, major repair, and rebuilding of school buses. Revenue for this fund primarily comes from the state and is based on the depreciation of each of our buses.



# GENERAL FUND RESOURCES

## 2022-23 Budgeted Revenues



## Where Does Our Money Come From? – Revenue

The district receives funding from three primary sources. The State of Washington provides more than 70% of the funding for general operating costs, the federal government provides nearly 7%, and 15% is generated through property taxes collected under the voter-approved Educational Programs and Operations Levy. Starting in 2019-20, the District began receiving Federal Elementary and Secondary School Emergency Relief Program funding (ESSER). Refer to the following table for a summary of the General Fund's financing sources over the past three years (Table 1, below).

**Table 1. General Fund Financing Sources  
3-year Summary**

Source	2020-21 Actual	2021-22 Budget	2022-23 Budget
State General & Special	\$ 248,729,593	\$ 257,460,623	\$ 273,400,172
Local Taxes	\$ 53,903,730	\$ 54,822,103	\$ 58,570,472
Federal General & Special	\$ 23,371,884	\$ 27,399,659	\$ 26,495,143
Local Non-Tax	\$ 1,310,773	\$ 13,685,738	\$ 18,035,016
Other Sources	\$ 8,315,666	\$ 9,961,877	\$ 12,264,197
<b>TOTAL REVENUE</b>	<b>\$ 335,631,647</b>	<b>\$ 363,330,000</b>	<b>\$ 388,765,000</b>

## **State Funding**

State revenue is generally divided into two categories: basic education apportionment and state special purpose categorical funding. Basic education apportionment is based on enrollment and the State's average salary compensation that is then regionally adjusted. This revenue is used for core basic education programs, which include classroom teachers, librarians, counselors, paraeducators, nurses, school and department administration including principals and secretaries, and district-wide support, including the district office, custodial, maintenance, utilities, and basic education supplies. Basic Education funding also includes funding for Career and Technical Education, Alternative Learning Experiences, Dropout Reengagement, and Running Start.

State categorical funds are intended to pay for programs that supplement the Basic Education instructional program, and are provided by the state based on formulas specific to each program, and include restrictions on how they are to be used. Funding for categorical programs includes Special Education, Food Service, Pupil Transportation, Transitional Bilingual Education, Learning Assistance Program, Highly Capable, and other educational enhancements. These funds may not be used for other purposes.

## **Local School Programs and Operations Levy**

For calendar years 2022 and 2023, Educational Programs and Operations Levies are capped at \$2.50 per \$1,000 of assessed valuation or \$2,500 per student plus inflation, whichever is lower. Educational Programs and Operations Levies can only be used for non-basic education expenditures. The state legislature has defined non-basic education expenditures as anything the state doesn't fully fund.

Local levies are approved by the voters within the school district based on a yearly amount over each of the next four years. Once voters approve the levy, the district is not allowed to collect any more money than what was approved, even if property values increase.

## **Local Revenues**

Local revenues include revenues that the district receives from interest earnings, other miscellaneous programs such as summer school, sale of goods and services, and facility rentals, as well as grants from community-based organizations such as the PTA. In 2022-23, the USDA is expected to discontinue providing allocations so that all students can receive free breakfast and lunch. Therefore, local meal sale revenues are expected to increase. All fees must be approved by the Superintendent annually.

## **Federal Funding**

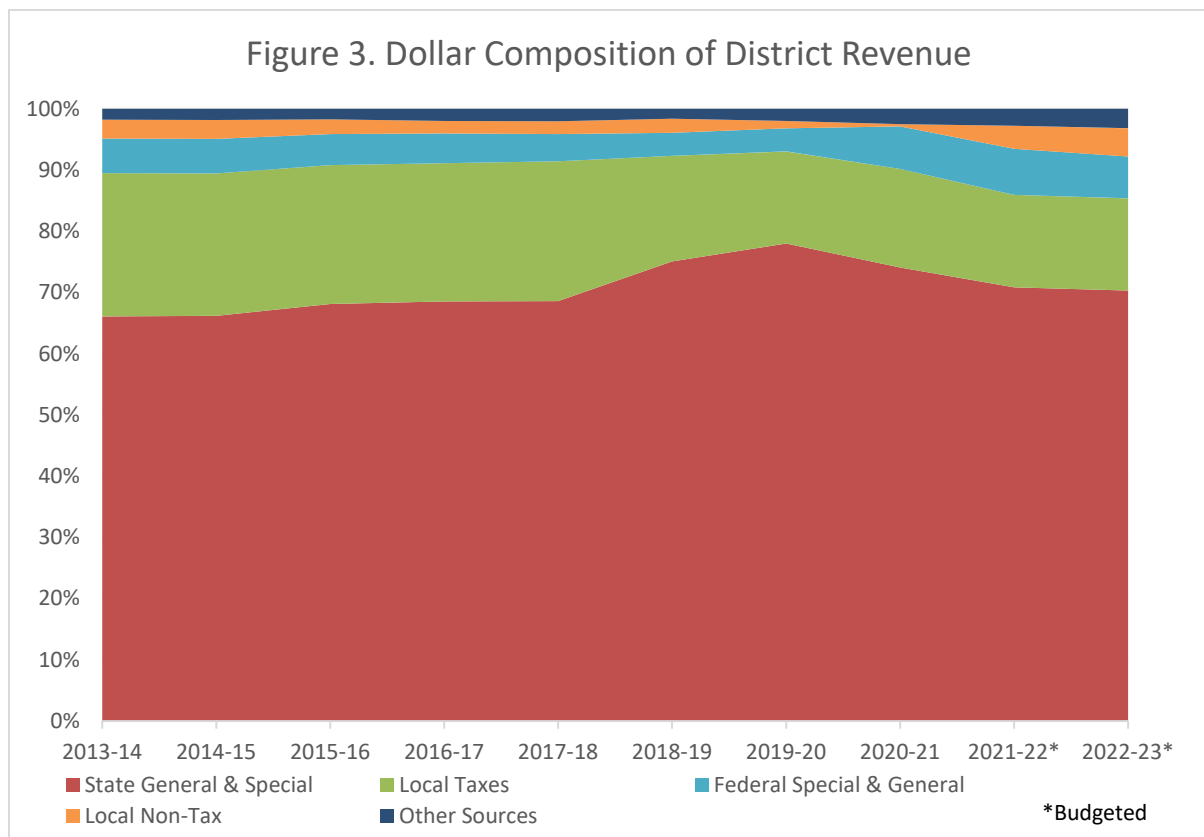
Federal funding is received by the district in the form of restricted grants that reimburse the district after resources have been spent for specific, supplementary programs of instruction. These revenues must be spent within the federal program that the funds are expected to support. Each program has specific restrictions, reporting requirements, and purchasing and cash flow regulations that must be followed. Federal grants include Title I (Closing Educational Achievement Gaps), Title II (Improving Teacher and Principal Quality), Title III (English Language Learners), IDEA (Individuals with Disabilities Education Act – special education), Indian Education (Title VI), Carl Perkins (Vocational Education), and USDA National School Lunch and Breakfast Program. In addition, the District has received Federal Elementary and Secondary School Emergency Relief Program funding (ESSER) which provides a variety of supports in response to the pandemic, as well as State and Local Fiscal Recovery Funds (SLFRF). Because federal grants do not take into account the wage increase or benefit increases approved by the state, or midpoint increases for locally funded staff, the district has paid for these expenses from its local levy rather than reduce staffing.

## Other Financing Sources

Other financing sources include revenue from other school districts for special education services, grants from other government entities such as counties and educational service districts, or private foundations, and other financing sources such as sale of surplus property and transfers from other funds.

## Revenue Trends

Actual revenues for the past eight years are pictured below. Prior to 2018-19, state revenue was driven by student enrollment as well as the placement of staff on the statewide salary schedule, as established by the legislature based on staff education and years of experience (referred to as “staff mix”). As staff mix increased (reflecting the higher pay of more experienced staff and/or more education), so did state funding. Since 2018-19, school districts are no longer funded according to the education and experience of staff, even though costs by the district are still be borne in that manner.

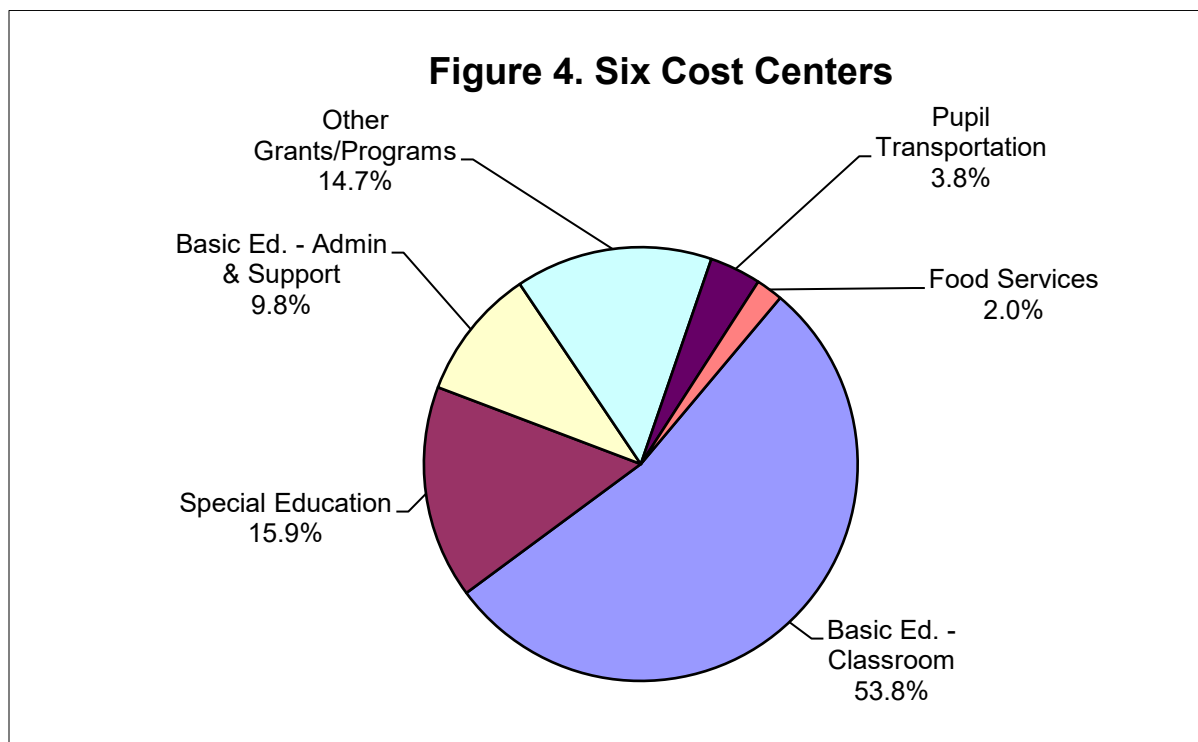


Beginning in 2018-19, increased state funding was offset by reductions to the share funded by local resources when the state of Washington redirected local levies to state revenue. In 2022-23, state funding will constitute 70% of total resources, local property taxes will constitute 15% of total resources, and Federal funding will constitute 7% due to ESSER funding.

# GENERAL FUND EXPENDITURES

## Where Does the Money Go?

The district budget may be represented by six cost centers: basic education classroom services, special education services, district-wide administration and support services, other grants and programs, transportation services, and food services. These cost centers help to present a visual picture of the district and its many programs and services.



## Basic Education - Classroom Services

The district offers a full program of basic education services to students. Each school is equipped with a library, counseling services, and nursing services. Extra-curricular programs are available at the middle and high school level, parent participation in the educational process is extremely high. PTA and parental support is vital to the success of Edmonds School District.

The district offers the latest in technology to support student learning. Teachers are provided opportunities to learn how to use technology in the classroom to best enhance the learning environment. Equipment and software tools are upgraded on a continuous basis.

The district also provides many co-curricular and extra-curricular opportunities for students through sports, music, and student clubs. These activities are designed to promote physical, intellectual, and leadership development. In addition, high school students are able to participate in Science Technology Engineering and Math (STEM), International Baccalaureate, Advanced Placement (AP) courses, Edmonds Career Access Program (EdCAP) (a.k.a. Dropout Reengagement), or Running Start

programs that enable students to earn college credit for classes taken in high school while advancing their standing in higher education and in the pursuit of a future career. Support for homeschooled students and online learning classes are also offered as Alternative Learning Experiences (ALE). These programs and services are budgeted at \$214 million; 53.8% of the total operating budget.

## **Special Education Services**

The district serves more than 3,000 special education students, ages 3-21. Services are designed to provide an individualized educational program to meet the needs of each student. The district contributes over \$15 million of levy funds to backfill the shortfall in funding created by the state's funding formula. Program expenditures are budgeted at more than \$63 million; 15.9% of the total operating budget.

## **Basic Education - Administration & Support Services**

Support services for the district connect our many schools and programs through educational leadership and by providing the materials, equipment, facilities and other support needed for a quality educational environment. The departments in this cost center provide for the governance of the district, the hiring of district staff, custodial, and maintenance staff members, and maintaining the grounds and buildings to ensure a safe and quality learning environment. Many of the items we all take for granted, such as heat, lights, water, telephones, insurance, warehousing services and data processing services are associated with support services. Administration and Support Services amount to \$39 million; 9.8% of the total operating budget.

## **Other Programs**

The district provides a number of other educational programs including Federal Title I and State Learning Assistance, National Board Certification, English Language Learning, Indian Education, Highly Capable, Move 60!, ECEAP (Early Childhood Education and Assistance Program), and fee-for-service programs that include facilities rental, integrated preschool, secondary summer school, and levy funded programs. ESSER and SLFRF programs are included in this category as well as basic education expenditures not funded by the state. Total expenditures of these programs amount to nearly \$59 million, or 14.7% of the total operating budget. The cost of these programs is supplemented by the Educational Programs and Operations Levy.

## **Transportation Services**

In our district, about one-third of students ride the school bus to and from school on a daily basis. The district operates more than 180 school buses which are operated and maintained by district employees. Pre-pandemic, district school buses traveled over 1.8 million miles each year. The district's transportation program is budgeted at a little more than \$15 million; about 3.8% of the district's total operating budget.

State transportation funding is allocated, in part, based on prior year's ridership. Because of the impacts of Covid-19, we expect a reduction in transportation funding. Any shortfall will need to be made up from local funds even though student transportation is defined in Washington State as part of basic education and the state constitution requires that it be fully funded by the state.

## **Food Services**

Food Services historically provides over 2,000 breakfasts and nearly 5,500 lunches to students and staff members daily. From the time of school closure (March 2020) through the end of the 2021-22 school year, food services provided over 5,000,000 meals to children ages 1–18 at no charge. This program represents nearly \$8 million; about 2% of the total district's operating budget.

# **APPENDIX I**

## **FUND SUMMARIES**

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**Fund 1 - General Fund  
Budget Comparisons**

**Enrollment (FTE)**

	Actual 2020-21	Budget 2021-22	Budget 2022-23	% Change
FTE ENROLLMENT COUNTS				
Elementary K-6	10,210.74	10,261.00	10,254.00	-0.07%
Middle School 7-8	3,076.35	3,056.00	2,902.00	-5.04%
High Schools 9-12	5,436.24	5,503.00	5,444.00	-1.07%
Running Start (College Classes)	425.28	450.00	430.00	-4.44%
Dropout Reengagement (EdCAP)	134.52	120.00	135.00	12.50%
ALE (Homeschool and E-Learning)	863.79	860.00	825.00	-4.07%
<b>Total Enrollment</b>	<b>20,146.92</b>	<b>20,250.00</b>	<b>19,990.00</b>	<b>-1.28%</b>

**Staffing (FTE)**

	Actual 2020-21	Budget 2021-22	Budget 2022-23	% Change
Certificated Staff	1,430.160	1,402.490	1,454.210	3.7%
Classified Staff	686.360	877.050	918.012	4.7%
<b>Total Staff</b>	<b>2,116.520</b>	<b>2,279.540</b>	<b>2,372.222</b>	<b>4.1%</b>

**Budgeted Expenditures**

	Actual 2020-21	Budget 2021-22	Budget 2022-23	% Change
Salaries and Benefits	\$ 300,538,423	\$ 317,699,852	\$ 347,138,136	9.3%
Supplies & Materials	11,401,420	13,562,002	14,553,598	7.3%
Contract Services	22,726,515	41,411,091	35,846,210	-13.4%
Travel	30,409	72,020	61,720	-14.3%
Capital Outlay	591,724	55,035	190,336	245.8%
<b>Total Budgeted Expenses</b>	<b>\$ 335,288,491</b>	<b>\$ 372,800,000</b>	<b>\$ 397,790,000</b>	<b>6.7%</b>

\*Contingency for ESSER funds.

	Actual 2020-21	Budget 2021-22	Budget 2022-23	% Change
Avg Cert Sal	115,935	120,999	127,062	5.0%
Avg Class Sal	73,604	69,656	75,473	8.4%



## FUND 1 - General Fund Budget Summary

<b>Beginning Fund Balance 9-1-2022</b>		
Reserve for Inventory	\$ 950,000	
Restricted Revenues, Self- Insurance, Uninsured Risks	3,900,000	
Unassigned Minimum Fund Balance Policy	14,568,000	
Assigned to Other Purposes	7,150,000	
Unassigned Fund Balance	232,000	
<b>Total Beginning Fund Balance</b>		<b>\$ 26,800,000</b>
<b>Revenue:</b>		
M & O Levy	\$ 58,570,472	
Tuition/Fees/Gifts/Fines/Rents/Interest	18,035,016	
State Funding	273,400,172	
Federal Funding	26,495,143	
Other District/Agency Funds	12,264,197	
<b>Total Revenue</b>		<b>388,765,000</b>
<b>Total Available Resources</b>		<b>\$ 415,565,000</b>
<b>Expenditures:</b>		
Basic Education - Classroom	\$ 213,847,824	
Basic Education - Support Services	\$ 63,208,836	
Special Education	\$ 39,059,965	
Food Services	\$ 58,474,707	
Transportation	\$ 15,243,383	
Other Grants/Programs	\$ 7,955,285	
<b>Total Expenditures</b>		<b>397,790,000</b>
<b>Transfers/Adjustments</b>		
<b>Ending Fund Balance 8-31-2023</b>		
Reserve for Inventory	\$ 950,000	
Restricted Revenues, Self- Insurance, Uninsured Risks	3,900,000	
Assigned to Other Purposes	7,050,000	
Unassigned Minimum Fund Balance Policy	5,875,000	
Unassigned Fund Balance	-	
<b>Total Ending Fund Balance</b>		<b>\$ 17,775,000</b>

General Fund - Used for recording day to day operational expenses of the school district.

### Fund 4 - Associated Student Body Fund Budget Summary

<b>Beginning Fund Balance 9-1-2022</b>		<b>\$ 1,451,578</b>
<b>Revenue:</b>		
EXCI General ASB	\$ 877,079	
Athletics	991,661	
Classes	140,700	
Clubs	951,998	
Private Monies	63,700	
<b>Total Revenue</b>		<b>3,025,138</b>
<b>Total Available Resources</b>		<b>\$ 4,476,716</b>
<b>Expenditures:</b>		
General ASB	\$ 741,070	
Athletics	1,370,819	
Classes	108,000	
Clubs	1,057,594	
Private Monies	63,793	
<b>Total Expenditures</b>		<b>3,341,276</b>
<b>Ending Fund Balance 8-31-2023</b>		<b>\$ 1,135,440</b>

Associated Student Body Fund - A special fund used for student activities in student government, athletic programs, classes, and clubs.

### Fund 3 - Debt Service Fund Budget Summary

<b>Beginning Fund Balance 9-1-2022</b>		<b>\$ 9,811,106</b>
<b>Revenue:</b>		
EXC Local Property Tax	\$ 16,263,100	
State Forest Revenue	-	
Federal Revenue	-	
Other Financing Sources	1,939,500	
<b>Total Revenue</b>		<b>18,202,600</b>
<b>Total Available Resources</b>		<b>\$ 28,013,706</b>
<b>Expenditures:</b>		
Bonds Redeemed	\$ 9,785,000	
Interest on Bonds	9,054,350	
Transfer Fees	289,650	
Transfer to Capital Projects Fund	-	
<b>Total Expenditures</b>		<b>19,129,000</b>
<b>Ending Fund Balance 8-31-2023</b>		<b>\$ 8,884,706</b>

Debt Service Fund - Pays the principal and interest payments on outstanding bonds which were sold to pay for building new schools and remodeling existing schools.

## Fund 2 - Capital Projects Fund Budget Summary

<b>Beginning Fund Balance 9-1-2022</b>		<b>\$ 23,322,098</b>
<b>Revenue:</b>		
Local Property Tax	\$ 54,000,000	
Local Nontax Support	2,239,923	
State Match	5,060,077	
Other Entities	-	
Other Financing Sources	-	
Transfer from Debt Service Fund	-	
<b>Total Revenue</b>		<b><u>61,300,000</u></b>
<b>Total Available Resources</b>		<b>\$ 84,622,098</b>
<b>Expenditures:</b>		
Sites	\$ 5,045,000	
Buildings	29,495,408	
Equipment	17,359,592	
Energy	-	
Sales and Leases	100,000	
Bond Issuance	-	
Debt Expenditures	-	
<b>Total Expenditures</b>		<b><u>52,000,000</u></b>
<b>Transfers/Adjustments</b>		<b>(8,239,500)</b>
<b>Ending Fund Balance 8-31-2023</b>		<b><u>\$ 24,382,598</u></b>

Capital Projects Fund - Used for the acquisition of school sites, the construction of new schools, or the renovation of existing schools.

## Fund 5 - Transportation Vehicle Fund Budget Summary

Beginning Fund Balance 9-1-2022		\$ 4,825,000
Revenue:		
EXC Local Property Tax		
Investment Earnings	10,000	
State Depreciation Reimbursement	1,440,000	
Sale of Equipment	25,000	
Compensated Loss of Fixed Assets	-	
Total Revenue		<u>1,475,000</u>
Total Available Resources		\$ 6,300,000
Expenditures:		
School Bus Purchases		<u>3,800,000</u>
Ending Fund Balance 8-31-2023		<u>\$ 2,500,000</u>

Transportation Vehicle Fund - Used exclusively for the purchase of school buses for student transportation.