March 20, 2023 Manatee County School Board 215 Manatee Avenue West Bradenton, FL 34205

Dear Members of the School Board,

The Citizens' Financial Oversight Committee ("CFOC") has completed its review of the revenue, expenses and operating reserves of the one mill increase in the school ad valorem millage pursuant to "Resolution 2017-11" (the "Resolution") for the fiscal year ending June 30, 2022. Our review included accessing audited financial records of the Manatee County School District (the "District"), compiling and summarizing detailed records into the data included in this report. We performed certain analytical procedures to verify our conclusions. Also, we relied upon representations of the District, and the internal audit procedures of restricted funds of the District in reaching our conclusions.

Except as otherwise set forth herein, it is our finding that tracking and accounting of Resolution Revenue and Resolution Expenditures were in material compliance with the operating budget established by the District and approved by the Board for the twelve months ending June 30, 2022.

In addition to the CFOCs review of financial records of the District, the CFOC has reviewed certain data to identify relevant outcomes related to the use of the Resolution Revenue (as hereinafter defined) consistent with the stated goals of the Resolution. As illustrated within this report, the district has shown improvement in metrics related to goals set forth in the initiative. This improvement can be attributed to many factors including implementation of the referendum. That said, certain data and analysis being measured at this time are presented in this report.

It is the CFOC's opinion that all conclusions in this report are based on materially correct data.

Susan Harrigan Chair, Citizens' Financial Oversight Committee

Creation of the Citizens' Financial Oversight Committee

The Citizens' Financial Oversight Committee ("CFOC") was created through the Manatee County School District School Board's approval and adoption of Resolution 2017-11 on November 14, 2017, and the subsequent vote in favor of the one mill increase in the operating ad valorem millage by the constituents of Manatee County in the Special Election held on March 20, 2018.

More specifically: (a) the ballot summary question language approved in Resolution 2017-11 stated the funds generated by the one mill increase to the operating ad valorem millage would be "overseen by an independent citizens' committee"; and (b) paragraph 4 of Resolution 2017-11 provided as follows: "Provided the millage increase for Manatee County Schools is approved, a financial oversight committee appointed by the School Board shall issue an annual report to insure proper fiscal stewardship of the funds. In addition, the committee shall identify relevant outcomes and report results to the community.

The School Board appointed the initial members of the committee in 2018 who serve subject to the committee charter approved by the CFOC and the School Board. Over the past two years, the Board has appointed subsequent members as terms have expired. As of June 30th, 2022, four members' terms are expiring.

Mission of the CFOC

The Mission of the CFOC is to: (i) provide oversight to ensure proper fiscal stewardship of operating funds provided by the one mill increase in the operating ad valorem millage; (ii) identify and measure relevant outcomes from the deployment of the funds from the one mill increase; and (iii) report results to the School Board and the community.

Operation and Organization of the CFOC

The committee meets as a single body to review information provided by the District pertinent to its mission.

Financial Review and Analysis

We have completed our review of the Resolution Revenue, Expenditures and operating reserves of the Resolution Revenue. Our review included accessing audited financial records of the District, compiling and summarizing detailed records into the data included in this report. We performed certain analytical procedures to verify our conclusions. Also, we relied upon representations the District, and the internal audit procedures of restricted funds of the District in reaching our conclusions.

Defining Terms

- Resolution Revenue: Revenue generated from the one mill increase in the school ad valorem millage pursuant to Resolution 2017-11.
- Core Revenue: All other general fund revenue
- Resolution Expenditures: Expenditures restricted from the Revenue source of the one mill increase in the school ad valorem pursuant to Resolution 2017-11
- Core Expenditures: All other general fund expenditures

Conclusions

Our review concludes that the financial records of the District represent, in all material respects, proper recording and tracking of the Resolution Revenue, Resolution Expenditures and operating reserves related to the Resolution Revenue as presented in the following schedules (appendices to this report):

- Resolution Budget vs. Actual Expenditures/Fund Balance by Project for the Year Ended June 30th, 2022 (Schedule A)
- Recap of Comparative Income and Expense Data and Analysis of Increase/Decrease for the Initial Year of Resolution Amounts (Schedule B)

Analysis

Schedule A presents a comparison of budgeted Resolution Expenditures to actual Resolution Expenditures for the fiscal year ending June 30, 2022. Resolution Revenue budgeted but not spent in a given Project accounting category in the fiscal year ended June 30, 2022 was carried forward to the 2021-2022 budget as adjustments restricted to the Project accounting category the funds were originally budgeted for. Similarly, Resolution Expenditures more than the budgeted amounts were carried forward to the following fiscal year as adjustments in the 2021-2022 budget.

Schedule B presents comparative revenue and expense information and corresponding year over year change analysis. Total expenditures from the General Fund for the District increased by 4.66% with Core Expenditures contributing 2.74% of the increase and Resolution Expenditures contributing 29.66%.

Total revenue for the District also increased 0.54% with Core Revenue and Resolution Revenue contributing -0.20% and 8.71% respectively.

Discussion and Recommendations

Consistent with the CFOC's prior recommendation regarding maintaining increases in Core Expenditures consistent with economic conditions, the CFOC again recommends the School District consider Core Expenditure increases after accounting for inflation. Should there be a correlation between spending in certain areas and the success of the District, in the case of Instruction, there was likely no Core Expenditure increases net of inflation. CPI-U has increased by 10.2% between March 2021 and March 2022, per the Bureau of Labor Statistics.

Incremental increases in Resolution Revenue through an increase in tax assessed values alone will not be sufficient to fund the necessary increases in certain Core Expenditure areas. The following is a breakdown of wage increases over the past 4 years with Core increases and increases that the Referendum brought to wages.

Explanation of Teacher Pay by Source

Core Pay	Steps	2017-'18	2018-'19	2019-'20	2020-'21	2021-'22	Four Year Increase
Minimum entry level	1C	\$38,892	\$39,096	\$39,197	\$44,941	\$47 <i>,</i> 500	22.13%
Maximum entry level	8A	\$44,634	\$44,839	\$44,941	\$44,941	\$47,500	6.42%
Maximum	37C	\$65,187	\$71,739	\$71,840	\$71,840	\$74,547	14.36%
Referendum Supplement	Steps	2017-'18	2018-'19	2019-'20	2020-'21	2021-'22	Annual Increase due to Referendum
Minimum entry level	1C	N/A	\$4,008	\$4,728	\$5,201	\$5,410	\$5,201
Maximum entry level	8A	N/A	\$4,008	\$4,728	\$5,201	\$5,410	\$5,201
Maximum	37C	N/A	\$4,008	\$4,728	\$5,201	\$5,410	\$5,201
Additional ¹ /4 Hour	Steps	2017-'18	2018-'19	2019-'20	2020-'21	2021-'22	Increase due to Referendum
Minimum entry level	1C	N/A	\$1,303	\$1,307	\$1,498	\$1,582	\$1,582
Maximum entry level	8A	N/A	\$1,495	\$1,498	\$1,498	\$1,582	\$1,582
Maximum	37C	N/A	\$2,391	\$2,395	\$2,395	\$2,482	\$2,482
Total	Steps	2017-'18	2018-'19	2019-'20	2020-'21	2021-'22	Four Year Increase
Minimum entry level	1C	\$38,892	\$44,407	\$45,232	\$51,640	\$54,492	32.78%
Maximum entry level	8A	\$44,634	\$50,342	\$51,167	\$51,640	\$54,492	15.70%
Maximum	37C	\$65,187	\$78,138	\$78,963	\$79,436	\$82,439	21.86%
Additional Supplements	Steps	2017-'18	2018-'19	2019-'20	2020-'21	2021-'22	Four Year Increase
Master's Degree	1C	\$907	\$937	\$937	\$937	\$1,200	32.30%
Specialist	8A	\$3,325	\$3,436	\$3,436	\$3,436	\$3,436	3.34%
Doctorate	37C	\$5,743	\$5 <i>,</i> 934	\$5,934	\$5,934	\$5 <i>,</i> 934	3.33%

Maximum "Step" in 2017-18 was 30C @ \$65,187

House Bill 641 established minimum entry level pay to be Step 8A in 2020-'21

Maximum Step for 2021-'22 was 37D @ \$74,547

Relevant Outcomes and Results

Pursuant to the Resolution, the CFOC has identified relevant outcomes related to the use of the Resolution Revenue, consistent with the stated goals of the Resolution. In order to measure these outcomes, the CFOC has relied upon representations of the District.

As illustrated within this report, the district has shown improvement in metrics related to goals set forth in the initiative. This improvement can be attributed to many factors including implementation of the referendum.

Student achievement has continued to rise until the time of COVID where the District data did not improve at the same rate as previously (when using school grade as a proxy for student achievement). The recruitment and retention of teachers and staff with competitive salaries has been measured differently in for the 2022 fiscal year than in previous years. Data in the previous years was collected at three points during the year. For this report, that data is collected at only one time of the year, eliminating inaccuracies due to staff transfers and other factors.

Some data was collected for the 2019-2020 school year, but no school grades were assigned due to the COVID-19 pandemic. 2020-2021 school grades were only available if a District opted in. No conclusion can be drawn about the impact of Resolution Revenue on retention. Information related to the expansion of Career and Technical Education and STEM programs supported by the Resolution Revenue is being measured, including the number of programs added as well as student participation in these programs.

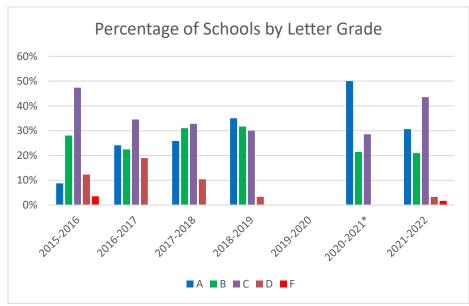
"To increase student achievement..."

We have examined the grades of each school in the District from 2015 to 2022. Though the District grade itself has remained consistent as a "B" for the last three years, 2016-'17 thru 2019-20 (not illustrated in this report), individual school performance has improved. By the end of the 2018-2019 school year, all but two schools were a grade C or above. This information was provided by the Florida Department of Education website. We are assuming that school grades can be used as a proxy for student performance. Again, school grades for the 2020-2021 school year are unavailable.

School Grade	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021*	2021-2022
А	5	14	15	21	N/A	7	19
В	16	13	18	19	N/A	3	13
С	27	20	19	18	N/A	4	27
D	7	11	6	2	N/A		2
F	2	0	0	0	N/A		1
Total	57	58	58	60	N/A	14	62

Number of Schools by Letter Grade

*School & District Grades were opt-in only in 2021



However, District rating improved from 641 for FYE June 2018 to 668 for FYE June 2019 (9 points below an "A" Rating, lifting state ranking from 33rd to 28th. The District projected their annual score to be 702 for FYE June 2020, but the State DOE did not release District Scores for 2020-21.

Individual school grades and information about school grading can be found at the following websites:

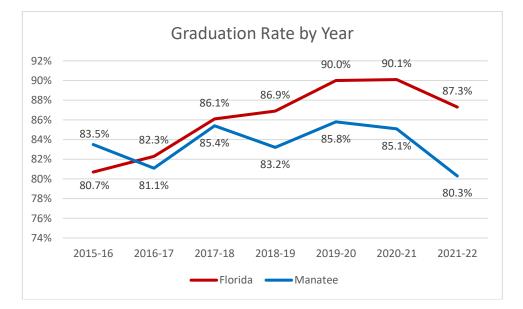
Department of Education (DOE) https://www.fldoe.org/

2021-22 Guide to Calculating School Grades and District Grades https://www.fldoe.org/core/fileparse.php/18534/urlt/SchoolGradesCalcGuide22.pdf

Academic Dashboard https://www.manateeschools.net/academicdb The chart below shows the graduation rate in the district compared to the state as a whole from 2015-16 to 2021-2022. Note manatees 2.75% increase going into 2019-2020 during the time of the COVID impact, but a widening graduation rate gap compared to the state's 8.1% increase.

Graduation Rate by Year

Year	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Florida	80.7%	82.3%	86.1%	86.9%	90.0%	90.1%	87.3%
Manatee	83.5%	81.1%	85.4%	83.2%	85.8%	85.1%	80.3%



"To recruit and retain teachers and staff..."

This Committee has worked with the District to collect accurate information about retention.

The following chart was provided to the CFOC by the Administration showing teacher retention at the elementary, middle, and high school levels as well as MTC and cross-departmental teachers. This was created by comparing the teachers recorded in August 2021 (the beginning of the school year and comparing it to those recorded at the beginning of the new school year.

School	Year	Retained	Hired	Total	Retention Rate %
2018	2019	4707	798	5505	87%
2019	2020	4942	732	5674	90%
2020	2021	4658	510	5168	82%
2021	2022	4363	707	5070	84%

Year over Year Retention of All Staff

Year over Year Retention of Instructional/Teachers

School	Year	Retained	Hired	Total	Retention Rate %
2018	2019	2412	270	2682	90%
2019	2020	2441	301	2742	91%
2020	2021	2313	243	2556	84%
2021	2022	2240	286	2526	88%

Please note:

- Year over Year (YoY) retention rates show the percentage of employees who were employed on day one of the school fiscal year and remain with the district on the last day of that year. The school fiscal year starts on July 1 and ends on June 30.
- Any new employees hired during the fiscal year become part of the number of employees of the following year, provided they were active on day one of that year.

	6/7/2017 #	6/7/2017 %age	6/6/2018 #	6/6/2018 %age	2/4/2020 #	2/4/2020 %age	6/7/2021 #	6/7/2021 %age	4/1/2022 #	4/1/2022 %age
Doctorate	56	2.07%	67	2.20%	74	2.47%	55	2.03%	60	2.08%
Specialist	52	1.93%	63	2.07%	55	1.84%	50	1.84%	50	1.74%
Master's	1,096	40.61%	1,221	40.18%	1,326	44.27%	1,055	38.92%	1,109	38.51%
Total Advanced Degrees	1,204	44.61%	1,351	44.46%	1,455	48.58%	1,160	42.79%	1,219	42.33%
Bachelor's	1,495	55.39%	1,688	55.54%	1,540	51.42%	1,551	57.21%	1,661	57.67%
Total Teachers	2,699	100.00%	3,039	100.00%	2,995	100.00%	2,711	100.00%	2,880	100.00%

Teacher Population with Advanced Degrees

The table above shows the number of teachers in the school district with advanced degrees as well as the percentage of the total teacher population holding those degrees. There is a significant jump in the number of teachers holding advanced degrees after the Resolution was implemented. Not enough information is available to determine if this is due to recruitment of more competitive candidates, or if teachers already employed within the district completed advanced degree certifications during this time. Please note that the time periods when these measurements were taken are not uniform, but the Committee felt it was important to present the information that we have. Additionally, there is a drop in 2021 in both the raw number and percentage of teachers with advanced degrees compared to 2020. It is no secret that many teachers nation-wide left the field because of the Pandemic, so to see a drop in these numbers is not surprising. However, it makes it much harder to assess the efficacy of the Referendum in terms of hiring more teachers with advanced degrees.

"Expand Career and Technical Education and STEM programs to prepare students for the workforce..."

This is an area where extensive data is being collected by the District. Much of this information is internally generated by the District and utilized by District leadership, as opposed to the information being collected only at the request of this Committee. We have reviewed plans outlining the intended use of the Resolution Revenue for these areas and provided feedback where appropriate, and the District has made changes accordingly in response to this feedback.

The relevant outcomes that we can measure at this time are the number of programs added and the number of students participating in these programs. A summary of the progress is included as Schedule C in the appendices. As mentioned previously, the CFOC is continuing to track and analyze data to reach conclusions about the success of these programs.

The District has identified the following relevant outcomes that it is measuring:

- Graduation Rates
- Number of Industry certifications earned
- On-the-Job Training experience

The degree of planning that has gone into the deployment of Resolution Revenue to expand career and technical education and STEM programs by the District, as well as the identification of relevant outcomes it is measuring gives this Committee a high degree of confidence that we will be able to continue to collect consistent, reliable information on these programs as the information becomes available. It is encouraging that the District administration and staff overseeing these programs proactively identified relevant outcomes that they wanted to measure for their own purposes.

Conclusions

It is vital that the District takes a more hands on approach with measuring the relevant outcomes of the Resolution and using that information to guide their decision making. For this Committee to uphold its obligation under the Resolution, we need consistent, reliable information provided to us in a timely fashion in a format conducive to data analysis. We are grateful for the help of District staff members who have worked hard to get us the information we have thus far, and we must work together to establish a more streamlined, recurring flow of information. This is particularly true for relevant outcomes for teacher and staff recruitment and retention.

Recognition of Staff

The CFOC has achieved a good working relationship with District staff that has allowed us to access information in an easier and more timely manner. We would like to specifically thank Rachel Sellers, Richard Bailey, Doug Wagner, and Christian Moreno Hernandez, for their efforts and guidance.

APPENDIX

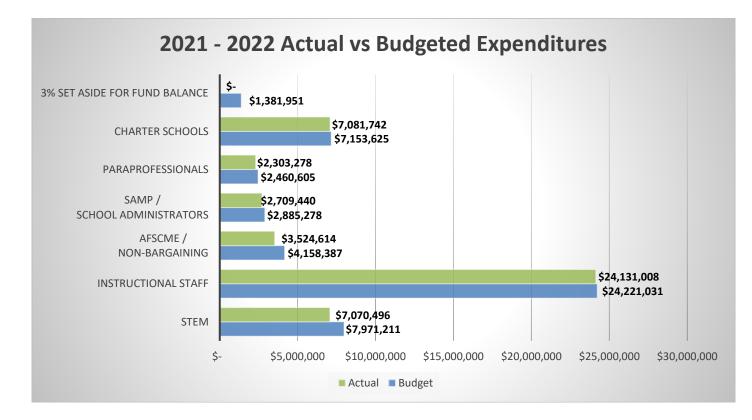
CFOC ANNUAL REPORT FOR THE FISCAL YEAR ENDING

JUNE 30, 2022

Schedule A

Referendum Expenditures - Budget vs Actual by Project for Year Ending June 30th, 2022

	Goal	2020-21 Actual		%	2021-22 Budget		%	2021-22 Actual		% Expensed
			Actual			Dudget			Actual	Expensed
STEM	15.50%	\$	7,817,296	17.22%	\$	7,971,211	15.87%	\$	7,070,496	15.10%
Instructional Staff	51.00%	\$	22,730,745	50.09%	\$	24,221,031	48.22%	\$	24,131,008	51.54%
AFSCME / Non-Bargaining	8.00%	\$	2,845,869	6.27%	\$	4,158,387	8.28%	\$	3,524,614	7.53%
SAMP / School										
Administrators	6.00%	\$	2,561,141	5.64%	\$	2,885,278	5.74%	\$	2,709,440	5.79%
Paraprofessionals	5.00%	\$	1,891,525	4.17%	\$	2,460,605	4.90%	\$	2,303,278	4.92%
Charter Schools	14.50%	\$	6,251,469	13.77%	\$	7,153,625	14.24%	\$	7,081,742	15.13%
3% set aside for Fund Balance	3.00%	\$	1,285,841	2.83%	\$	1,381,951	2.75%	\$	-	0.00%
Total	100.00%	\$	45,383,886	100.00%	\$	50,232,088	100.00%	\$	46,820,578	100.00%



Schedule B Recap of 2021 vs 2022 Core and Resolution Revenue and Expenditures

Core vs Resolution Analysis	Sum of 2021 Actuals		Sum of 2022 Actuals		Difference Year to Year 2021 vs 2022	Percentage Difference
Revenues						
Core	\$ 426,979,970	\$	428,278,388	\$	1,298,418	0.30%
Resolution	\$ 42,861,376	\$	46,065,037	\$	3,203,661	7.47%
Total Revenues	\$ 469,841,346	\$	474,343,425	\$	4,502,079	0.96%
Expenditures						
Core	\$ 415,174,965	\$	420,213,283	\$	5,038,318	1.21%
Resolution	\$ 44,098,045	\$	46,820,579	\$	2,722,534	6.17%
Total Expenditures	\$ 459,273,010	\$	467,033,862	\$	7,760,852	1.69%
Difference						
Core	\$ 11,805,005	\$	8,065,105	\$	(3,739,900)	
Resolution	\$ (1,236,669)	\$	(755,542)	\$	481,127	
Grand Total	\$ 10,568,336	\$	7,309,563	\$	(3,258,773)	

2023 Income & Expenditures thru 28 February 2023

Core vs Resolution Analysis	2023 Budget		Difference Year to Year 2023 budget vs 2022 Actual		2023 Actuals thru 2/28/2023			Difference 2023 YTD Actual vs 2023 Budget		
Revenues										
Core	\$	471,093,151	\$	42,814,763	\$	387,181,676	\$	(83,911,476)		
Resolution	\$	57,569,264	\$	11,504,227	\$	53,838,408	\$	(3,730,856)		
Total Revenues	\$	528,662,415	\$	54,318,990	\$	441,020,084	\$	(87,642,332)		
Expenditures										
Core	\$	486,305,819	\$	66,092,536	\$	299,041,323	\$	(187,264,495)		
Resolution	\$	60,980,773	\$	14,160,194	\$	34,095,017	\$	(26,885,756)		
Total Expenditures	\$	547,286,592	\$	80,252,730	\$	333,136,340	\$	(214,150,251)		
Difference										
Core	\$	15,212,668	\$	23,277,773	\$	(88,140,352)	\$	(103,353,020)		
Resolution	\$	3,411,509	\$	2,655,967	\$	(19,743,391)	\$	(23,154,900)		
Grand Total	\$	18,624,176	\$	25,933,740	\$	(107,883,743)	\$	(126,507,920)		

Schedule C

2021/2022 Career and Technical Education/Vocational Millage Budget: In 2021/2022, the career and technical education/vocational millage budget was utilized on expanding robotics and automation equipment at district middle and high schools. Multiple school's received upgrades for their TV production and digital video studios to provide students with the latest technology available in the field and to allow for remote broadcasting. Southeast High School gained Bloomberg terminals that connect their students with a powerful network spanning finance, business and government professionals which will give them an edge through the use of accurate, real-time business and market-moving information that helps them make critical financial decisions. Computer upgrades were purchased for TV production, engineering design, business, and tech ed programs for various middle and high schools.

2021/2022 Science Millage Budget:

Science millage funds spent in 2021/2022 were focused on expanding current programs into new schools, and to providing resources and materials needed for science teachers to engage in real-world, hands-on lessons. A new agriscience teacher position, funded by the science budget, was introduced at Myakka City Elementary School. The Woz program was expanded even further, and these cutting-edge science educational materials were added to multiple district schools. Generation Genius and Discovery Education online enrichment platforms were used as a supplemental curriculum resource to support teachers in preparing students for the 5th and 8th grade science FSA exams. Science lab upgrades were purchased for Braden River High School, King Middle School, Lincoln Middle School, Southeast High School, and Parrish Community High School.

2021/2022 STEM Elementary Millage Budget:

During the 2021/2022 school year, the elementary millage budget was used to provide cutting edge technology for Elementary students and expand/support the robotics education programs for our youngest students. New laser cutting and engraving machines were purchased for 4 new schools. These lasers are the final step in the design process and offer students a way to see first-hand what they have created using design software. This budget was used to acquire robotics equipment and student iPads, while also granting access to live STEM robotics competitions at the local, regional, and national levels. 18 elementary STEM teachers were funded from the STEM Elementary funds.

2021/2022 Critical Mission School-Based Budget:

All elementary, middle, and high schools in Manatee County were once again allocated their portion of this year's millage funds to be used for school-based, academic development, remediation, and STEM learning enhancement projects. These efforts included one-on-one student academic tutoring focused on small group instruction in multiple subjects along with remediation materials based off individual school needs. Many schools utilized these funds to host after school and summer school courses to increase student achievement.