

**NEBRASKA DEPARTMENT
OF EDUCATION**

RULE 2

**UNIFORM SYSTEM OF ACCOUNTING FOR NEBRASKA PUBLIC
SCHOOL DISTRICTS**

**TITLE 92, NEBRASKA ADMINISTRATIVE CODE,
CHAPTER 2**

**HEARING DRAFT
APRIL 22, 2021**

**State of Nebraska
Department of Education
301 Centennial Mall South
Lincoln, Nebraska 68509**



TITLE 92 - NEBRASKA DEPARTMENT OF EDUCATION
CHAPTER 2 - UNIFORM SYSTEM OF ACCOUNTING FOR NEBRASKA PUBLIC SCHOOL
DISTRICTS

NUMERICAL TABLE OF CONTENTS

<u>SUBJECT</u>	<u>STATUTORY AUTHORITY</u>	<u>CODE SECTION</u>
General Information	79-1088	001
Definitions	79-1088	002
General Procedures	79-1088, <u>79-1098</u>	003
Coding Structure	79-1088	004
Financial Reports	79-528	005
Attendance Reporting	79-528	006

Appendix A * - Governmental Accounting and Financial Reporting Standards by the
Governmental Accounting Standards Board entitled Governmental
Accounting and Financial Reporting Standards

* (A copy of the appendix is on file at the Nebraska Department of
Education's central office in Lincoln.)

TITLE 92 - NEBRASKA DEPARTMENT OF EDUCATION
CHAPTER 2 - UNIFORM SYSTEM OF ACCOUNTING FOR NEBRASKA PUBLIC SCHOOL
DISTRICTS

ALPHABETICAL TABLE OF CONTENTS

<u>SUBJECT</u>	<u>STATUTORY AUTHORITY</u>	<u>CODE SECTION</u>
Attendance Reporting	79-528	006
Coding Structure	79-1088	004
Definitions	79-1088	002
Financial Reports	79-528	005
General Information	79-1088	001
General Procedures	79-1088, <u>79-1098</u>	003

Appendix A * - Governmental Accounting and Financial Reporting Standards by the
Governmental Accounting Standards Board entitled Governmental
Accounting and Financial Reporting Standards

* (A copy of the appendix is on file at the Nebraska Department of
Education's central office in Lincoln.)

TITLE 92 - NEBRASKA DEPARTMENT OF EDUCATION
CHAPTER 2 - UNIFORM SYSTEM OF ACCOUNTING FOR NEBRASKA PUBLIC SCHOOL
DISTRICTS

001 GENERAL INFORMATION

001.01 Statutory Authority. Section 79-1088 of the Revised Statutes of Nebraska (R.R.S.) requires the State Department of Education provide a uniform system of accounting, to which all public school districts in the State of Nebraska ~~shall~~ will adhere.

001.02 Scope and Application of this Rule. This chapter governs the establishment of a uniform system of accounting for all public school districts in Nebraska.

001.03 Source. Information included in this chapter has been taken directly from or adopted from the handbook entitled Financial Accounting for Local and State School Systems: 2014 Edition as revised by the National Center for Education Statistics.

002 Definitions: As used in this chapter, unless the context otherwise legally requires, the following definitions ~~shall~~ prevail:

002.01 Coding Structure. Coding Structure refers to the system used to classify revenues and expenditures by a certain order.

~~002.02 Dimensions. Dimensions refer to the specific elements which describe a way of classifying financial activity.~~

002.032 Level. Level refers to classification by grade or by other organizational units, for example, elementary and secondary.

002.043 Membership. Count of students registered to attend school (present and absent) at a point in time during the school year.

002.054 Nebraska Budget Act. The Nebraska Budget Act begins in Section 13-501, R.R.S.

002.065 Object. Object refers to the type of service or commodity bought by the school district.

002.076 Source. Source is the classification of revenue by the point of origin of the funds received.

002.087 Tax Equity and Educational Opportunity Support Act (TEEOSA) ~~shall~~ means the Act at Section 79-1001 et seq., R.R.S.

002.098 Without Excuse. Without Excuse means that school district personnel do not consider the student to have an excused absence.

TITLE 92
CHAPTER 2

003 General Procedures

003.01 Accounting System. An accounting system is that combination of people, equipment, methods, internal controls, and procedures organized to record financial activity and to display that activity in financial reports. A primary purpose of an accounting system is to produce financial information organized in meaningful ways for various reporting uses. The accounting system is the means by which financial data is acquired during the actual operation of the public school district, recorded in an appropriate permanent form, and then analyzed to produce the reports for various purposes.

Internal control is a system affected by the district's board of education, management, and other personnel designed to provide reasonable assurance regarding the achievement of objectives in the following categories: (a) reliability of financial reporting, (b) effectiveness and efficiency of operations, and (c) compliance with applicable laws and regulations. Internal control consists of the following five interrelated components: (1) control environment (sets the tone of an organization, influencing the control consciousness of its people and is the foundation for all other components of internal control, providing discipline and structure), (2) risk assessment (the entity's identification, analysis and management of risks relevant to achievement of its objectives and to the preparation of financial statements that are fairly presented in conformity with accounting principles generally accepted in the United States of America (or another comprehensive basis of accounting) (Appendix A, a copy of which is on file at the Nebraska Department of Education's (NDE's) central office in Lincoln), (3) control activities (the policies and procedures that help ensure that management directives are carried out), (4) information and communication (the identification, capture, and exchange of information in a form and time frame that enable people to carry out their responsibilities), (5) monitoring (a process that assesses the quality of internal control performance over time).

003.02 Basis of Accounting. The basis of accounting refers to the point in time when revenues and expenses or expenditures are recognized in the accounting system. The basis of accounting, therefore, determines the time at which the accounting system recognizes accounting transactions.

003.02A Cash Basis. Cash-basis accounting recognizes transactions when cash is actually received or disbursed. Public school districts in Nebraska may operate on another comprehensive basis of accounting which includes the use of the cash basis of accounting.

003.02B Accrual and Modified Accrual Basis. Accrual basis accounting recognizes revenues as soon as they are earned. Expenses are recognized as soon as the liability is incurred, regardless of the timing of the related inflows and outflows of cash. For funds that use the modified accrual basis of accounting, revenues are recognized when earned, but only to the extent that they are available (i.e., collectible within the period soon enough afterwards to be used to pay liabilities of the current period). Debt service payments and a number of specified liabilities are only recognized as expenditures when due. Public school districts in Nebraska may operate on a system of accounting in conformity with accounting principles generally accepted in the United States of America (Appendix A, a copy of which is on file at the ~~Nebraska Department of Education's~~ NDE's central office in Lincoln), which may include the use of the accrual and/or modified accrual basis of accounting. School districts using the accrual or modified accrual basis of accounting must report to the NDE on a cash basis.

TITLE 92
CHAPTER 2

003.03 Fund Accounting. A fund is a fiscal and accounting entity, with a self-balancing set of accounts and is completely independent of any other fund. All school district accounting systems ~~shall~~ **must** be organized and operated on a fund basis. The reporting focus of the funds is upon determining financial position rather than net income.

003.03A General Fund. The General Fund may finance all facets of services rendered by the school district, inclusive of operation and maintenance. General Fund revenues are classified according to source while its expenditures are classified according to specific functions. The General Fund ~~shall~~ **must** be maintained by all operating school districts in the State. General Fund expenditures are limited by the ~~Tax Equity and Educational Opportunities Support Act~~ **TEEOSA**.

003.03B Depreciation Fund. A Depreciation Fund may be established by a school district in order to facilitate the eventual purchase of a costly capital outlay by reserving such monies from the General Fund. To allocate monies from the General Fund, a school district will show the movement of monies as an expense from the General Fund and the Depreciation Fund will show the revenue as a transfer from the General Fund. The school district may divide this fund into more than one account to allocate a portion of this fund for different valid purposes. The purpose of a Depreciation Fund is to spread replacement costs of capital outlays over a period of years in order to avoid a disproportionate tax effort in a single year to meet such an expense. ~~The budgeted total requirements of~~ This fund is restricted as part of the Allowable Reserve by the ~~Tax Equity and Educational Opportunities Support Act~~ **TEEOSA**. The Depreciation Fund ~~shall be~~ **is** considered **only** a component of the General Fund.

003.03C Employee Benefit Fund. An Employee Benefit Fund may be established in order to specifically reserve General Fund money for the benefit of school district employees (unemployment compensation, early retirement, health insurance deductibles, etc.). To allocate monies from the General Fund, a school district will show the movement of monies as an expense from the General Fund, and the Employee Benefit Fund will show the revenue as a transfer from the General Fund. The school district may divide this fund into more than one account to allocate a portion of this fund for different valid purposes. The cash reserve of this fund is restricted as part of the Allowable Reserve by the ~~Tax Equity and Educational Opportunities Support Act~~ **TEEOSA**. The Employee Benefits Fund ~~shall be~~ **is** considered **only** a component of the General Fund.

003.03D Contingency Fund. A Contingency Fund is authorized by Section 79-1072, R.R.S. and may be established by ~~Class II, III, IV, V and VI~~ school districts to fund uninsured losses and legal fees incurred by the school district for defense against possible losses. Expenditures from this fund ~~shall~~ **must** not exceed five percent of the total budgeted General Fund expenditures of the school district. To allocate monies from the General Fund, a school district ~~shall~~ **must** show the movement of monies as an expense from the General Fund, and the Contingency Fund ~~shall~~ **must** show the revenue as a transfer from the General Fund. This fund is restricted as part of the Allowable Reserve by the ~~Tax Equity and Educational Opportunities Support Act~~ **TEEOSA**.

TITLE 92
CHAPTER 2

003.03E Activities Fund. The Activities Fund is required to account for the financial operations of quasi-independent student organizations, interschool athletics, and other self-supporting or partially self-supporting school activities, not part of another fund. The inclusion of such accounts in the General Fund (see 003.03A) would distort the financial position of the basic school operation and would complicate the computation of the net expense incurred in conducting school services. The Activity Fund **shall may** not be used to record general operation revenues or expenditures, nor **shall may** the Activity Fund be used as a clearing account for the General Fund.

The school district may divide this fund into more than one account to allocate a portion of this fund for different purposes.

The financial operations of all school-connected activities are a legal responsibility of the school district board of education. If deficits in such activities are incurred, they **shall may** be paid from the General Fund (see 003.03A). Such revenue **shall finances** only those projects which qualify for approval under policies established by the school district board of education for such activities.

003.03F School Nutrition Fund. The School Nutrition Fund is required to accommodate the financial activities of all Child Nutrition Programs. These include the School Lunch, School Breakfast, After School Snack, Special Milk, Child and Adult Care Food, **Fresh Fruit and Vegetable Program**, and the Summer Food Service Programs. The School Nutrition Fund **shall must** reflect a record of all revenues and expenditures incident to the operation of all Child Nutrition Programs. If a deficit is incurred in the operation, the deficiency **shall may** be covered by funds transferred from the General Fund.

003.03G Bond Fund. The Bond Fund **shall must** be used to record tax receipts and the payment of bond principal and interest, and other related costs (i.e. investment interest, trustee fees, etc.). If the fund balance is not sufficient to meet interest or bond retirement payments from the Bond Fund, the General Fund **shall may** be used for these payments. Revenue from a levy to retire bonds in any school district is retained in a separate fund by the county treasurer, the financial institution serving as a fiscal agent or the school district. Funds **shall may** be disbursed upon appropriate demand. All records of the transactions in this area **shall must** be maintained in this fund. Proceeds from a bond issue **shall must** be deposited into the Special Building Fund (see 003.03H) to be expended on the actual building project.

003.03H Special Building Fund. A Special Building Fund **shall must** be established when a school district decides to acquire or improve sites and/or to erect, alter, or improve buildings. The sale of bonds, the sale of property, **donations** or tax receipts will be the primary sources of revenue for the Special Building Fund. Regardless of the source of money to be used for building construction and related costs, all income for this purpose **shall must** be accountable through this fund. General Fund expenditures for the purpose of this fund are not allowable. Special Building Fund accounting provides a more effective means of identifying those expenditures associated with construction activities and provides a complete and consolidated record of all costs of the building program at the conclusion of a project(s). If more than one Special Building Fund activity is active at the same time, separate accounts for each project may be established within the single Special Building Fund. The tax levy for this fund is restricted. The Board of Education of **Class II, III, IV, V, and VI** school districts may approve a budget with a levy limitation of \$0.14 per one hundred dollars of valuation (Section 79-10, 120 R.R.S.); or a tax levy not to exceed

TITLE 92
CHAPTER 2

\$0.175 per one hundred dollars of valuation may be established for this fund in any class of school district ~~except a Class I district~~ by a vote of the people for a term of not to exceed ten years (Section 79-1098 R.R.S.).

~~A combined tax levy not to exceed \$0.05 per one hundred dollars of valuation (Section 79-10,124 R.R.S.) may be established for this fund and the Qualified Capital Purpose Undertaking Fund (Section 79-10,110 R.R.S.) in a Class I school district. The Special Building Fund levy for a Class I school district must be approved by a vote of the people as provided in Section 79-10,122 R.R.S. For Class I districts, the school board of the primary high school district (Section 79-1083.02 R.R.S.) must approve any use of the Special Building Fund and Qualified Capital Purpose Undertaking Fund levy and provide written notification of approval to the Class I district (see 79-10,124 R.R.S.).~~

003.03I Qualified Capital Purpose Undertaking Fund. A Qualified Capital Purpose Undertaking Fund (QCPUF) may be established for a specific abatement project to address an actual or potential environmental hazard, accessibility barrier, life safety code violation, life safety hazard, or mold which exists within one or more existing school buildings or the school grounds of existing school buildings controlled by the school district. Such determination ~~shall~~ must not include abatement projects related to the acquisition of new property, the construction of a new building, the expansion of an existing building, or the remodeling of an existing building for purposes other than the abatement of environmental hazards, accessibility barriers, life safety code violations, life safety hazards, or mold. The period of years for such levy ~~shall~~ may not exceed ten years and the levy for such project when combined with all other levies pursuant to Sections 79-10,110.02 and 79-10,110 R.R.S. ~~shall~~ may not exceed \$0.03 per one hundred dollars of taxable valuation. General Fund expenditures for the purpose of these funds are not allowable.

For projects in place prior to April 19, 2016, the Qualified Capital Purpose Undertaking Fund maximum levy remains at \$0.052.

If taxable valuation is lower than the taxable valuation in the year when the district last issued QCPUF bonds and the \$0.03 maximum levy is insufficient to meet the combined annual principal and interest, the district can exceed the \$0.03 maximum levy for the difference to meet that year's principal and interest obligations.

~~A combined tax levy not to exceed \$0.05 per one hundred dollars of valuation (Section 79-10,124 R.R.S.) may be established for these funds and the Special Building Fund in a Class I school district. For Class I districts, the school board of the primary high school district (Section 79-1083.02 R.R.S.) must approve any use of the Special Building Fund and the Qualified Capital Purpose Undertaking Fund levy and provide written notification of the approval.~~

TITLE 92
CHAPTER 2

003.03J Cooperative Fund. The Cooperative Fund may be used by the school district acting as the fiscal agent for any cooperative activity between such district and one or more public agencies as defined in Section 13-803(2) R.R.S. All public agencies, including the school district acting as the fiscal agent, ~~shall~~ **must** show the payment for services to a cooperative in their General Fund ~~or other appropriate fund~~ (see 003.03A).

003.03K Student Fee Fund. The Student Fee Fund is a separate school district fund not funded by tax revenue into which money collected from students pursuant to subdivisions (1), (3), and (8) of Section 79-2,127 R.R.S., (fees collected for participation in extracurricular activities; fees collected for postsecondary education and fees collected for summer school or night school), must be deposited. Expenditures from this fund must be for the purposes for which the fees were collected.

003.04 General Information

003.04A Creating Funds. When it is determined that one of the listed funds is necessary, the district's Board of Education approves the creation of the fund when the budget, as required by the Nebraska Budget Act, is approved. The school district's Board of Education ~~shall~~ **must** specifically designate the uses for the Depreciation and Employee Benefits Funds.

003.04B Discontinuing Funds. When it is determined that one of the listed funds is no longer needed, the school district's Board of Education ~~shall~~ **may** take action to discontinue the fund. All remaining money in the discontinued fund must be transferred to the General Fund (see 003.03A).

003.04C Loans. Any class of school district may borrow money to the amount of seventy percent of the unexpended balance of total anticipated receipts for the General Fund, Special Building Fund, Bond Fund, or Qualified Capital Purpose Undertaking Fund for the current school fiscal year and the following school fiscal year (Section 79-1070 R.R.S.). These funds may also be used to make loans to each other. School districts ~~shall~~ **must** follow the provisions of Sections 79-1070 to 79-1071 R.R.S., when borrowing money.

004 Coding Structure. A coding system ~~shall~~ **must** be developed which distinguishes revenues from expenditures, identifies source of funds, identifies objects of expenditure, and ~~if necessary~~ for school districts, identifies ~~school~~ expenses ~~as either elementary or secondary at the school building level~~. For each type of transaction, the specific account code is a combination ~~of classifications called dimensions~~. ~~Each dimension describes a method of classifying financial activity that includes fund, function and object codes~~.

004.01 Revenue ~~Dimensions~~

004.01A Funds. Funds ~~shall~~ **must** be established to carry on specific activities to attain certain objectives (see Section 003.03).

004.01B Revenue Source. ~~This dimension~~ ~~These account codes~~ permits segregation of revenues by the following sources:

TITLE 92
CHAPTER 2

004.01B1 Local Sources. Revenue from local sources is the amount produced within the boundaries of the school district.

004.01B2 County and Educational Service Unit (ESU) Sources. Revenue from county and ESU sources is revenue collected by the county or ESU and distributed to the school districts.

004.01B3 State Sources. Revenue from State sources is revenue from funds collected by the State and distributed to school districts.

004.01B4 Federal Sources. Revenue from federal sources is revenue from funds collected by the Federal Government and distributed to school districts, either directly or through some intermediate agency such as the State.

004.01B5 Non-Revenue Receipts. Revenue sources which constitute fund revenues in a strict fund accounting context, but are not considered revenues to the school district (i.e., loans, transfers from other funds, etc.).

004.01B6 Non-Program Receipts. Revenue resulting from temporary intra-agency transactions with an offsetting entry in the non-program expenditure account (i.e., receipt of transfers from a savings account to a checking account [see 004.02E]).

004.01C Project/Reporting. ~~The p~~Project/reporting ~~dimension~~ permits local school districts to accumulate revenues to meet a variety of specialized reporting requirements, particularly for federally funded programs. For example, if schools ~~districts~~ participating in Elementary and Secondary Education Act Title I utilize both carry-over and current fiscal year funds, it is necessary to establish an accounting system which maintains a clear audit trail on each fiscal year's funds. Likewise, many school districts conduct both school year and summer programs which also necessitates separate accounting and reporting.

004.02 Expenditure ~~Dimensions~~

004.02A Fund. Funds ~~shall~~ **must** be established to carry on specific activities or attain certain objectives (see Section 003.03).

004.02B Function. The function describes the activity for which a service or material object is acquired, exists or is used. Function includes the activities or actions that are performed to carry out the same general operational objectives of a school district.

004.02C Object. Object means the service or commodity obtained as the result of a specific expenditure. The ~~Nebraska Department of Education NDE~~ has classified objects into ~~seven~~ **several** major categories: (1) Salaries; (2) Employee Benefits; (3) ~~Purchased Services~~ **Professional, Technical, and Property**; (4) ~~Supplies and Materials Purchased Service~~; (5) ~~Capital Outlay~~ **Other Purchased Services**; (6) ~~Other; and Supplies~~; (7) ~~Transfers~~ **Property**; (8) ~~Debt Service~~; and (9) **Other**. These broad categories may be subdivided to obtain more detailed information about Objects of Expenditures for internal reporting purposes.

TITLE 92
CHAPTER 2

004.02D School Level of Instruction. This **dimension** permits segregation of expenditures by **organizational school building** level (~~elementary or secondary or by individual grade levels~~). ~~This may be used by school districts preferring this level of detail.~~

004.02E Non-program Expenditures. An expenditure resulting from temporary intra-agency transactions with an off-setting entry in the non-program receipt account (i.e., transferring money from a checking account to a savings account [see 004.01B6]).

004.02F Project/Reporting. The project/reporting code permits school districts to record expenditures to meet a variety of specialized reporting requirements, particularly for federally funded programs. For example, if schools **districts** participating in Elementary and Secondary Education Act Title I utilize both carry-over and current fiscal year funds, it is necessary to establish an accounting system which maintains a clear audit trail on each fiscal year's funds. Likewise, many school districts conduct both school year and summer programs which also necessitates separate accounting and reporting.

004.03 Automated Systems. In automated systems, additional codes may be needed for both the expenditure and the revenue **dimensions account codes**. These additional codes may be developed by local school districts as necessary.

005 Financial Reports

005.01 Budget. The budget, as required by the Nebraska Budget Act, relies upon correct and properly classified accounting information. By using the expenditure and revenue **dimensions account codes** as described in Sections 004.01 and 004.02, the school district would have an appropriate accounting system for budgeting.

005.02 Annual Financial Report. A report utilizing the revenue and expenditure **dimensions account codes** and other components of the school **district** accounting system that identifies the financial activity of **a each school building in a** school district **is as** required by the ~~Nebraska Department of Education NDE~~. By using the expenditure and revenue **dimensions account codes** as described in Sections 004.01 and 004.02, the school district would have an appropriate accounting system for completing the Annual Financial Report.

~~005.03 Accounting Handbook for Nebraska School Districts. The Users Manual entitled "Program Budgeting, Accounting and Reporting System for Nebraska School Districts," as developed and updated by the Nebraska Department of Education, provides detailed information to assist school boards and administrators to effectively accumulate and document financial data for educational management decisions and for reporting purposes. Nebraska school districts may utilize the Handbook to enhance the completion of the local school district budget, Annual Financial Report, and any other state and federally mandated reports not described in this section.~~

TITLE 92
CHAPTER 2

006 Student Membership & Attendance Reporting The following standards are used for completing reports for the Department of Education NDE.

006.01 Membership. Students shall must be counted in membership in their resident school district on the first day of their official enrollment. Official enrollment is determined by each school district's criteria for participation in classwork. A student is no longer a member of the school district when a transfer to another school district is affected or if he/she has withdrawn or graduated. The data from the Nebraska Staff and Student Record System NDE's approved data collection system (e.g. ADVISER) is used to determine membership for individual districts.

006.02 Attendance. Students shall must be counted in attendance when they are present or participating in remote learning on days when school is in session. A student shall must be counted present only when he or she is actually at the school, or is present at a school sponsored activity, or participating in remote learning which is supervised or coordinated by a member or members of the school staff. This may include authorized independent study, work-study programs, field trips, athletic contests, music festivals, student conventions, instruction for homebound students, summer school instructional programs or similar activities when officially authorized under policies of the local school board. It does not include "making up" school-work at home or activities supervised or sponsored by private individuals or groups.

006.02A Attendance at the school district level shall must be collected at least daily and calculated to the nearest tenth hundredth of a day.

006.02B School districts shall must maintain a cumulative attendance and membership record for each student.

006.02C The cumulative attendance and membership record must contain the date of enrollment, number of days or partial days in attendance and absent during each school year enrolled, and the date of withdrawal or graduation.

006.03 Aggregate Days of Attendance. This is the sum of the days in attendance (to the nearest tenth hundredth) of all students when school was actually in session during a given reporting period.

006.04 Average Daily Attendance. The aggregate days of attendance of a school during a reporting period divided by the total possible number of days school is in session during this period. Only days on which the students are under the guidance and direction of school staff should be considered as days in session (see 006.07). The average daily attendance for a group of schools having varying lengths of terms is the sum of the average daily attendances obtained for the individual schools students.

006.05 Aggregate Days of Absence. Aggregate Days of Absence is derived by determining, to the nearest tenth hundredth of a day, the total days of absence for all students.

006.06 Aggregate Days of Membership. This number represents (to the nearest tenth hundredth) the aggregate number of days students could have been in class. It is derived by totaling the aggregate days of attendance and aggregate days of absence.

TITLE 92
CHAPTER 2

006.07 Days in Session. This number is (to the nearest ~~tenth~~ hundredth) the actual number of days school is in session with teachers and students present, this may vary from what was originally planned. Only days on which the students are under the direction of school staff ~~shall~~ will be considered days in session. In grade levels where one or more students were enrolled full-time for only part of the school year and no students were enrolled for the remainder, use the same number of days in session as though the students would have been enrolled for the entire year.

006.08 Average Daily Membership. This number is the average number of students who were in membership on any given day during the school year. Calculate by dividing Aggregate Days of Membership (see 006.06) by Days in Session (see 006.07).