

COMMITTEE OF THE WHOLE (BUDGET) Report No. 21-012

2 February 2021

2020-2021 Revised Estimates

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PURPOSE:

1. To explain changes reflected in the District's 2020-2021 Revised Estimates as compared to the District's 2020-2021 Budget.

CONTEXT:

2. The Ministry of Education requires that school boards approve and submit annual budget estimates by the end of June preceding the beginning of a new school year. The outbreak of the COVID-19 pandemic significantly influenced the 2020-2021 budget process. The provincial government, along with organizations such as school boards and municipalities, was focused on responding to the rapidly evolving challenges in the months immediately following the start of the pandemic. Consequently, the Ministry delayed the Grants for Student Needs (GSN) funding announcement until 19 June 2020. The timeline for Board approval of the spending plan was also extended which allowed for the 2020-2021 Budget to be finalized on 26 August 2020.

The Ministry also requires that the approved budget estimates be revised after the start of the school year to reflect the financial impact resulting from actual enrolment levels. Changes in revenues and expenses not related to enrolment are also included. The update to the Board approved budget is referred to as the revised estimates.

The changes reflected in the 2020-2021 Revised Estimates include the impact of net enrolment reductions which resulted in reduced revenue, reduced revenues from Community Use of Schools (CUS), Extended Day and Child Care programs, and changes identified as part of ongoing monitoring of operations. Enhanced spending capacity provided by grants targeted to support the District's response to the COVID-19 pandemic are included in the projections as is a financial sustainability grant to offset the funding reduction due to lower enrolment.

The revised estimates are prepared relatively early in the school year. Continuing with past practice, a conservative approach has been adopted when estimating the revenues and expenses shown. The approach limits revenue estimates to the lower value of anticipated cash inflows while the expenses use the higher end of

cost estimates. The approach generally presents a worst case scenario and history shows that the District's actual results tend to be better than reported in the revised estimates.

The revised estimates anticipate the use of \$28.1 million of accumulated surplus to support operations. Much of the growth in the deficit is attributable to lower user fee revenues.

KEY CONSIDERATIONS:

3. In August 2020, the Board approved the 2020-2021 Budget authorizing expenses totaling \$1,014.2 million. Funding of the expenses was provided through grants and other revenues totaling \$996.5 million. This would result in a planned deficit of \$17.7 million.

The District's 2020-2021 Revised Estimates provide for expenses of \$1,020.9 million, revenues of \$992.8 million and a planned deficit of \$28.1 million. Table 1 compares the anticipated deficit reflected in the revised estimates with the amount originally budgeted.

	Revised			
	Estimates	Budget	Change	Change
	\$	\$	\$	%
Revenues	992,797,409	996,537,510	(3,740,101)	(0.4)
Expenses	1,020,895,262	1,014,191,165	6,704,097	0.7
Deficit	(28,097,853)	(17,653,655)	(10,444,198)	

Table 1 – Comparison of Revised Estimates and Budget

Changes to revenues and expenses since the approval of the 2020-2021 Budget are expanded upon in Appendix A - Analysis of Changes in Revenues and Expenses. Costs by program area for the current and prior year are presented in Appendix B - Comparative Summary of Operating Expenses by Program Area. Additional detail regarding grants is provided in Appendix C - Grants for Student Needs and a list of special purpose grants is provided in Appendix D - Priorities and Partnerships Fund and Other Deferred Revenues.

4. Enrolment Estimates and Grants

The 2020-2021 Budget was developed using enrolment estimates established in early 2020. Average daily enrolment (ADE) levels have a direct impact on funding and also affect related instructional expenses. The approved budget reflected ADE of 50,894 for elementary and 23,460 for secondary (excluding high credit and adult day school enrolment).

The COVID-19 pandemic has had a significant effect on enrolment. The revised elementary ADE for 2020-2021 is 49,237 students which is a decrease of 1,657 students (3.3%) from the approved budget. Secondary day school enrolment ADE is projected to be 23,166 students which is a decrease of 294 students (1.3%) from the approved budget.

As previously mentioned, enrolment has a direct impact on various grants and in particular the Pupil Foundation Grant (PFG). This grant applies to students of the District under 21 years of age and excludes high credit and adult day school ADE. Table 2 shows that the District's PFG is \$11.5 million less than budgeted. The amount reflects decreased elementary and secondary enrolment.

	Enrolment		-	-		
	(Pupils of the Board)		Pupil Foundation Grant			
	Revised Estimates	Approved Budget	Change	Revised Estimates	Approved Budget	Change
				\$	\$	\$
Elementary	49,237	50,894	(1,657)	270,771,393	280,580,230	(9,808,837)
Secondary	23,166	23,460	(294)	134,772,904	136,481,192	(1,708,288)
Total	72,403	74,354	(1,951)	405,544,297	417,061,422	(11,517,125)

Table 2 – Effect of Decreased Average Dai	ly Enrolment on Pupil Foundation Grant

Other allocations that comprise the GSN are affected by changes in enrolment and student demographics, those with the more significant changes are identified on Appendix A. Notably, the lower enrolment has resulted in the District once again qualifying for the declining enrolment allocation.

One grant that shows significant growth is the Indigenous Education grant. The District's grant is comprised of a base amount to support the Board's action plan on Indigenous education, a per pupil amount reflective of the enrolment of Indigenous students and an Indigenous studies amount which provides funding based on student enrolment in qualifying secondary panel courses. The \$1.1 million increase in funding relates to Indigenous studies where 2,867 pupil credits are anticipated as compared to the 1,900 pupil credits assumed during budget development. The increase is attributable to enrolment in compulsory English credit courses which qualify for the supplemental funding.

Special mention must be made regarding the Cost Adjustment and Teacher Qualifications and Experience grant. The grant is used to provide funding for teacher compensation relative to the provincial benchmark that is used in the PFG. It also provides funding to cover the Ministry's contributions to employee life and health trusts (ELHT). The grant shows an increase of \$1.6 million relative to the budget. The increase is comprised of two amounts:

- A \$679,726 increase in the teacher qualifications and experience allocation. The 2020-2021 Budget assumed that the qualifications and experience of teachers would result in lower average compensation costs for the District. The revised estimates reflect the actual placement of teachers on the salary grid as at 31 October 2020. The change reflects a modest increase in average costs; and
- A \$928,484 increase in ELHT funding reflective of the staff complement and funding benchmarks used to fund employee benefit costs.

In recognition of the significant decrease in anticipated enrolment shown in the revised estimates and the resulting GSN funding shortfall, the Ministry

announced that it would provide a GSN Stabilization grant. This grant tops-up the GSN enrolment-generated funding shown in the revised estimates. The effect of the grant is to provide overall GSN funding in line with that expected using the enrolment originally budgeted. This grant provides an additional \$15.3 million. The grant is separately identified on Appendix A, but it is one of the Priorities and Partnerships Fund (PPF) grants discussed in Section 5.

Appendix C compares the GSN with the approved budget and reflects the effect of revenue deferrals. GSN funding, exclusive of the GSN Stabilization grant, is expected to decrease by \$15.2 million. The additional revenue relating to minor tangible capital assets (MTCA) is discussed in Section 14.

5. **Priorities and Partnerships Fund Grants and Other Deferred Revenues**

In addition to GSN funding, the District receives special funding which targets Ministry priorities. The grants are termed PPF grants and the funding received must be used for the specified purpose. Amounts not spent are recovered by the Ministry or, if the funding agreements permit, are carried forward for use in the subsequent year. In recent years, the Ministry has announced the majority of PPF grants at the same time as the GSN; however, it is common practice to receive additional funding throughout the school year.

The District initially reports PPF grants as deferred revenue. Revenue from the grants is recognized in an amount equal to the associated expense. Certain grants from other ministries and non-government organizations are treated in a similar manner and, for this analysis, are also reported alongside the PPF grants.

A significant increase in funding from PPF grants and other deferred revenues is shown in the revised estimates. The increase, exclusive of the GSN Stabilization grant referenced in Section 4, is \$12.8 million.

Appendix D presents the amounts originally budgeted and the in-year changes. Total PPF grants and deferred revenues anticipated during the year total \$40.4 million. The spending impacts are reflected in the changes shown in subsequent sections.

It is important to highlight that PPF grants are temporary, and often projectbased, meaning that the funding may not be received in subsequent years. Although the grants may require the creation of a position, they quite often are used to purchase goods and services or to pay for casual staff to backfill established positions while employees participate in identified priorities. That said, the COVID-related grants have added significant temporary staffing to support students in the classroom and to promote a healthy workplace.

6. Compensation-Related Instruction Costs

Compensation-related instruction costs are those incurred in meeting the needs of students in the classroom. Examples of staff whose costs are reported in the Instruction category include classroom teachers, school-based administrators, learning consultants and professional and support staff such as psychologists, educational assistants (EAs) and early childhood educators (ECEs). The forecast of compensation-related instruction costs shows that an overall increase of \$8.2 million is likely in comparison to the 2020-2021 Budget. A number of factors have contributed to this net cost pressure:

- Increase of \$2.3 million resulting from the realignment of supplemental COVID grants that had originally been reported as a non-operating cost in the approved budget;
- Additional COVID-support grants totalling \$7.8 million which have been identified to support additional elementary teachers, virtual school administration and additional student supports and supervision;
- Additional Board-funded COVID-support costs of \$2.9 million for elementary teachers to support virtual schools and in-person instruction;
- Savings of \$4.3 million resulting from reduced secondary enrolment and optimization of class sizes; and
- Net other savings of \$557,176.

7. Teacher Absences

Occasional teachers (OTs) provide coverage when teachers are absent due to illness or to attend medical appointments. In addition, OTs provide coverage when teachers are attending certain professional development and student support activities on a school day.

For the revised estimates, the District has assumed supply teaching costs of \$23.4 million, which is \$6.0 million more than budgeted. Of this pressure, \$4.6 million has been identified as being the potential cost of absences and of the incremental needs resulting from pandemic-related safety protocols.

It is important to note that OTs are also used to staff vacant contract teaching positions, but that such costs are reported in the Instruction category.

OT use will continue to be monitored as will the continued promotion of a healthy workplace that fosters employee well-being and improved student outcomes. Monitoring will also help differentiate between COVID and non-COVID costs.

8. International Students

The Ottawa-Carleton Education Network (OCENET) is a not-for-profit organization that offers international students the opportunity to learn alongside the District's students. OCENET helps prospective students to submit their applications and fees and also supports their transition into the school and community. Fees collected cover OCENET's administrative costs and approximately 60% of the fee is remitted to the District. The percentage is an estimate of the amount of tuition fees necessary to support instruction-related costs.

The District's 2020-2021 Budget reflected revenue of over \$7.3 million based on 454 students. The revised estimates reflect anticipated revenue of just over \$6.4 million based on 363 students. Reduced enrolment of 91 students accounts for a \$1.1 million revenue decrease. The decrease in revenue as a result of reduced enrolment is partially offset by an anticipated increase of \$231,100 in payments from OCENET to cover facility costs.

Administrative fees paid to OCENET by the District are reported as a fee in the Instruction category. These costs are expected to increase by \$209,234 to \$2.7 million.

9. Other Instruction-Related Costs

Other instruction-related costs are those that are not specifically identified elsewhere in the report, but which form part of the overall spending classified as Instruction. It is common practice to combine the spending reported under the Staff Development, Supplies and Services category with the Fees, Contractual and Rentals category. Combining the categories recognizes that the budget traditionally does not align with the ultimate reporting of costs.

On a combined basis, the costs represent an overall increase relative to the budget of \$501,890.

The largest contributor to the increase is the realignment of \$528,561 provided by a supplemental COVID grant which will be used to support technology costs. The grant had originally been reported as a non-operating cost in the approved budget. This amount was offset by various adjustments in arriving at the reported increase.

10. Student Transportation

Transportation of the District's students is provided by the Ottawa Student Transportation Authority (OSTA). Amounts reflected in the 2020-2021 Budget were based on information received from OSTA. The estimates have been updated and costs are expected to be \$5.0 million less than budgeted. There are two components to this net cost decrease:

- \$6.9 million in savings resulting from lower transportation costs in both large and small bus contracts as well as a reduced need for student transit passes. This change reflects the pandemic's impact on transportation decisions for students attending in-person learning and the effect of virtual schools; and
- \$1.9 million increased spending capacity provided by a COVID-support grant. The grant is intended to address increased costs relating to bus drivers, cleaning, and protective equipment. Full utilization is assumed.

Transportation expenses of \$41.9 million are shown in the revised estimates.

11. Facility Operations

Spending on school facilities represents the largest operating cost category outside of the instruction envelope. Projected compensation costs have remained relatively stable and show a \$2.7 million increase, all of which is the result of the realignment of COVID grants that had been shown as a non-operating cost and the additional spending capacity provided by grants announced after the approval of the budget.

Non-compensation costs have increased by close to \$5.4 million. The significant contributors to this amount include the following increases:

- The realignment of \$510,786 in supplemental COVID grants that had originally been reported as a non-operating cost in the approved budget;
- \$1.7 million to enhance classroom ventilation to reduce possible infections as a result of the COVID-19 virus lingering in an airborne state;
- \$866,670 to support the acquisition of additional supplies and equipment to promote a healthy learning and working environment;
- \$1.1 million for additional costs to relocate portables during the year; and
- \$1.2 million for additional school renewal maintenance needs such as roof and floor repairs, masonry work and supporting consulting services.

A review of the costs in this area may provide an opportunity to reduce the projected deficit. For example, school renewal projects may be deemed to be operating or capital expenses depending on the nature of the work. Changes to the work plan to ensure that more of the planned projects qualify as a capital expense will relieve the anticipated increase in operating costs and make greater use of capital funding allocations.

12. Other Non-Instruction Costs

Other non-instruction costs relate to the activities of the Continuing Education department and central administrative departments.

Continuing Education programs are supported by specific funding, including funding from the federal government and various government ministries. Compensation costs shown in the revised estimates are \$226,756 less than budgeted while supplies and services costs remain unchanged.

Central departments show increased compensation costs of \$292,888 as a result of actuarial estimates of employee future benefit costs while supplies and services costs have increased by \$50,000 to support increased translation needs.

The realignment of \$5.2 million in supplemental COVID grants that had been reported as a non-operating cost in the approved budget is also part of the net non-compensation cost reduction.

13. Deferred Capital Contributions and Amortization Expenses

Funding received for the purpose of acquiring or developing a depreciable tangible capital asset is termed a deferred capital contribution (DCC). Such contributions are recognized as revenue at the same rate as the related tangible capital asset is amortized into expense. Straight-line amortization is based on the remaining service life (RSL) of the asset.

In addition to the contributions discussed above, certain capital projects are supported internally through the use of the District's accumulated surplus. Internally supported tangible capital assets are amortized into expense in the same manner as those supported by contributions from others, but there is no related revenue. Examples of such assets are new portables and major improvements to administrative buildings. Various capital projects will be completed and a variety of capital assets will be acquired during the year. In addition, adjustments to incorporate prior year actual results are reflected. These items increase the net value of the tangible capital assets managed by the District. In accordance with accounting requirements, the amortization of an asset's value commences immediately upon completion of the capital project. This has a direct impact on both revenues and expenses.

The approved budget projected amortization expenses of \$56.8 million and related revenues of \$56.1 million. The revised estimates show \$56.2 million in expenses which is supported by \$55.8 million in revenues. Expenses have decreased by \$518,930 and revenues have decreased by \$312,655.

14. Minor Tangible Capital Assets

A portion of the annual GSN is budgeted for the acquisition of MTCA such as furniture, equipment and computers. If the funds are not required for capital purposes, they are reported as operating revenue and support overall operating costs. In total, \$969,383 previously identified as operating revenue will instead be set aside for the acquisition of MTCA.

The revised estimates also reflect the anticipated use of \$1.8 million of the accumulated surplus to support capital investments in new classroom portables and for upgrades at the 133 Greenbank Road Administration Building and the Confederation Education Centre. The use of accumulated surplus for these investments is compliant with Ministry requirements, but it does not directly affect the amounts reported in the operating analysis because they are reported as a capital expense. Requests to proceed with underlying projects and the use of accumulated surplus will be submitted for approval according to Board policy.

15. Extended Day Program

The Extended Day Program (EDP) commenced operations in 2010. Significant growth in the program ensued and it now operates District-run programs in 66 schools and, prior to the pandemic, served approximately 5,500 children. The program is closely tied to the operations of the District's kindergarten programs. In fact, ECEs who staff the EDP, before and after school, also partner with teachers during the core day to provide the kindergarten program.

Participation in the program continued to be strong prior to the pandemic. Unfortunately, a significant decrease in the number of students attending the program has occurred following the outbreak and this has continued into the current year. The program is currently operating with approximately 1,400 students representing 25% of pre-pandemic participation rates. The reduction in student participation, including lower participation on days where full care is provided, has substantially contributed to the reduction in program revenues. The projected revenue decrease would have been higher in the absence of the COVID-support grants totaling \$2.5 million.

Costs of the program have also changed, but not in direct proportion to the decrease in revenues. A net decrease in compensation costs totaling \$5.0 million is anticipated. The savings are a direct result of lower demand, but are also influenced by mandated staffing levels and program operation.

The budget for supplies and services has also decreased by \$665,912 or 35%. Again, the lower participation rates have reduced the costs of program supplies, including the expenses associated with snacks.

Table 3 shows the original budget and revised estimates by category. The program is expected to have a large deficit for the year in the absence of additional support. To that end, staff continues to work with the Ministry and the City of Ottawa to obtain financial sustainability funding determined in the same manner as last year. This funding would substantially reduce or eliminate the projected deficit.

	Revised		
	Estimates	Budget	Change
	\$	\$	\$
Revenues			
Direct Revenues	6,683,063	17,888,719	(11,205,656)
Benefit Trust Allocation	393,174	598,665	(205,491)
	7,076,237	18,487,384	(11,411,147)
Expenses			
Compensation	11,544,378	16,536,002	(4,991,624)
Administrative Transfers (Comp)	588,144	588,144	-
Supplies and Services	360,590	1,026,502	(665,912)
Facility Transfers (Supplies)	333,573	333,573	-
	12,826,685	18,484,221	(5,657,536)
Surplus (Deficit)	(5,750,448)	3,163	(5,753,611)

Table 3 – Extended Day Program Comp	parative Amounts
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The revenue decrease shown includes a \$205,491 reduction relating to the internally allocated funding provided by the Ministry to defray employee benefit costs. Actual funding is received through the GSN.

A comprehensive analysis of the costing methodology and participation rates was recently completed. The information was used in determining the recommended fees presented in Report 21-015, Extended Day Program and Infant, Toddler, Preschool Program Daily Fee Rates for the 2021-2022 School Year.

16. Child Care Program

The Infant, Toddler and Preschool (ITP) program operates at two sites and provides 96 licensed child care spaces.

The ITP program is eligible for general operating (GO) funding. GO funding is the grant provided to licensed not-for-profit child care programs by the City of Ottawa and covers direct operating, pay equity, and wage enhancement grants. The program also derives revenue from user fees and child care subsidies.

Table 4 shows the original budget and revised estimates by category. Similar to the EDP challenges, the revenues and expenses have both been updated to reflect the impact of reduced participation following the outbreak of the pandemic.

Currently, 67 children are receiving services which accounts for the revenue loss. The District is also pursuing additional financial sustainability funding to support the program.

	Revised		Change
	Estimates	Budget	increase (decrease)
	\$	\$	\$
Revenues			
Direct Revenues	1,439,653	1,791,000	(351,347)
Benefit Trust Allocation	47,432	-	47,432
	1,487,085	1,791,000	(303,915)
Expenses			
Compensation	1,890,508	1,913,527	(23,019)
Supplies and Services	125,000	135,000	(10,000)
	2,015,508	2,048,527	(33,019)
Deficit	(528,423)	(257,527)	270,896

Table 4 – Child Care Program C	comparative Amounts
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The revenue decrease shown is partially offset by \$47,432 relating to the internally allocated funding provided by the Ministry to defray employee benefit costs. Actual funding is received through the GSN.

17. Benefit Plan Surplus and Other Net Revenue Adjustments

The 2020-2021 Budget reflected a provision of over \$3.2 million relating to the return of surplus funds that had been held by the District's former employee benefits plan administrator to support benefit claims during the transition to ELHTs. The revised estimates reflect that only \$2.4 million is expected which is a decrease of \$825,000. The reduction reflects the surplus sharing provisions that were incorporated into the centrally-bargained collective agreements. The employee share of the surplus will be distributed to respective ELHTs.

CUS oversees the public's after-hours use of school facilities such as gymnasiums and sports fields. The pandemic has resulted in a significant revenue loss as a result of the cancellation of these activities and revenues are expected to be \$2.7 million less than expected.

Other net revenue adjustments account for a revenue decrease of \$264,236. The reduction is primarily the result of lower participation in the Language Instruction for Newcomers to Canada (LINC) program and the refinement of revenue estimates.

18. Accumulated Surplus

An accumulated surplus is the excess of revenues over expenses that has resulted over time.

The *Education Act* allows the Board to use its accumulated surplus to balance its operating budget, but it also restricts the use in any school year to 1% of the operating grants provided by the Ministry. For the 2020-2021 Revised Estimates, this amount is \$8.7 million. However, the Ministry has allowed the use of an

additional 1% to respond to COVID-related needs. Approval to use accumulated surplus in excess of 2% must be obtained from the Ministry.

Table 5 presents the components of accumulated surplus and shows the anticipated use of \$28.1 million and the proposed alignment of accumulated surplus at the end of the year.

	Projected as at	Actual as at	Change
	31 Aug 2021	31 Aug 2020	increase (decrease)
	\$	\$	\$
Available for compliance			
Restricted-committed capital	9,265,435	7,950,687	1,314,748
Internally appropriated			
Extended Day Program	(5,601,161)	677,710	(6,278,871)
Budgets carried forward	-	3,938,107	(3,938,107)
Business Systems	500,000	2,000,000	(1,500,000)
Contingencies	5,000,000	17,200,000	(12,200,000)
Unappropriated	2,510,181	8,005,804	(5,495,623)
	11,674,455	39,772,308	(28,097,853)

Table 5 –	Accumulated	Surplus	Available	for Compliance
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The District is not compliant with Ministry requirements as a result of the pandemic's impact on revenues, particularly the revenue shortfalls relating to CUS and the Extended Day and Child Care programs. The Ministry is aware of the current projected deficit and is continuing its review of the information submitted by the District.

19. In-Year Deficit Elimination Plan

The Ministry's requirement for the Board to approve a deficit elimination plan when a district is projecting an adjusted in-year deficit has been waived for this year. Despite this exemption, staff continues its work to ensure that the proposed deficit spending continues to be supported by the Ministry. As part of the ongoing efforts, the District is looking to secure additional funding to defray lost revenues, maximize the use of PPF grants, and to minimize or defer discretionary expenses, where appropriate.

Any reduction in the projected deficit will have a beneficial effect on the financial resources held as accumulated surplus. A higher balance in these reserves will provide more flexibility when responding to challenges in the coming years.

20. Summary

The District's 2020-2021 Revised Estimates include the impact of net enrolment changes and funding stabilization supports, changes in staffing and other costs supported by targeted COVID-response grants, and reductions in revenues relating to a number of programs including EDP, ITP, CUS and OCENET.

The revised estimates show expenses of \$1,020.9 million, revenues of \$992.8 million and a projected deficit of \$28.1 million.

RESOURCE IMPLICATIONS:

21. The District's 2020-2021 Budget showed a planned deficit of \$17.7 million. The District's 2020-2021 Revised Estimates show a planned deficit of \$28.1 million. The deficit is not compliant with the Ministry's budget compliance framework; however, staff continues its work to further reduce the deficit and to ensure that the proposed spending continues to be supported by the Ministry.

COMMUNICATION/CONSULTATION ISSUES:

22. The 2020-2021 Revised Estimates were prepared by Finance staff in consultation with other departments.

STRATEGIC LINKS:

23. The 2019-2023 Strategic Plan calls for the development of a culture of social responsibility with the stated goal of fostering "progressive stewardship of the environment, and human and financial resources." Development and approval of an annual budget is a key component of strong governance and financial stewardship. Monitoring actual performance in relation to the Board's approved budget allows staff to identify opportunities to reallocate resources to address emerging needs and to respond to changes in revenue streams and expense patterns.

GUIDING QUESTIONS:

- 24. The following questions are provided to support the discussion of this item:
 - Does the analysis explain the significant changes in revenues and expenses?
 - Are steps being taken to mitigate adverse financial impacts and to leverage opportunities that were identified during the preparation of the analysis?

Mike Carson Chief Financial Officer Camille Williams-Taylor Director of Education and Secretary of the Board

Appendices:

Appendix A – Analysis of Changes in Revenues and Expenses Appendix B – Comparative Summary of Operating Expenses by Program Area Appendix C – Grants for Student Needs Appendix D – Priorities and Partnerships Fund and Other Deferred Revenues