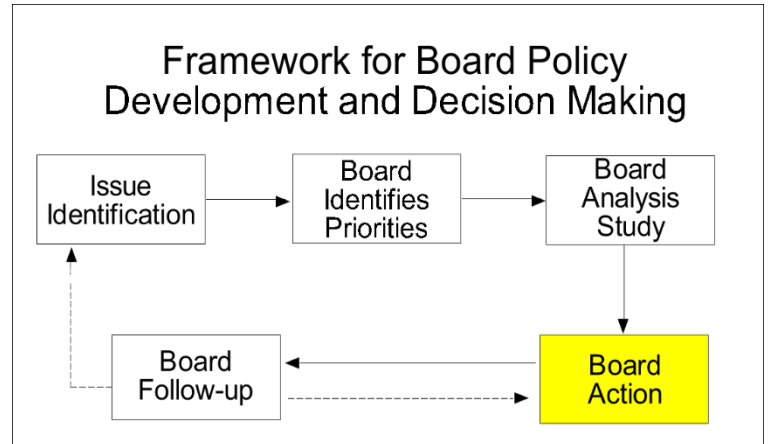


Iowa State Board of Education

Executive Summary

March 20, 2025



Agenda Item: Keystone Area Education Agency (AEA) Budget Review

State Board Priority: All

State Board Role/Authority: Iowa Code 273.3(12) requires the State Board to review the proposed budget of each area education agency (AEA) and either grant approval or return the budget without approval with comments of the State Board included. An unapproved budget shall be resubmitted to the State Board for final approval.

Presenter(s): Kassandra Cline, Chief
Bureau of School Business Operations

Stan Rheingans, Chief Administrator
Keystone AEA

Sharon Houg, Business Manager/Agency Treasurer
Keystone AEA

Attachment(s): One

Recommendation: It is recommended that the State Board approve the Keystone AEA budget as presented.

Background: Iowa Code 273.3(12) requires the State Board review the proposed budget of each AEA and either grant approval or return the budget without approval with comments by May 1. An unapproved budget shall be resubmitted to the State Board for final approval not later than May 15.



FY26 Keystone Area Education Agency Budget Request & Report

Submitted by: Stan Rheingans, Keystone AEA Chief Administrator
Sharon Houg, Keystone AEA Business Manager / Agency Treasurer

Due: February 28, 2025

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Executive Summary

[Insert a high-level overview of the information contained in the report.]

The report outlines the financial and operational overview of Keystone Area Education Agency (AEA) for the fiscal years FY24 to FY26, providing insight into the services, expenditures, staff, and various operational aspects of the organization. Key highlights include a detailed breakdown of the AEA’s served districts, students, teachers, and other stakeholders, as well as a review of capital assets, staffing changes, and administrative expenditures. The report also includes comparisons of budgeted funds over three years and projections for FY26, with an emphasis on administrative cost reductions and service offerings.

AEA Overview

Served

[Enter a summary description of the different groups (e.g., districts, students, teachers, and others) served by the AEA.]

Keystone AEA partners with public and accredited non-public schools across eight counties in northeast Iowa to provide comprehensive educational programs and direct services for 31,707 students from birth to age 21. The counties include Allamakee, Chickasaw, Clayton, Delaware, Dubuque, Fayette, Howard, and Winneshiek counties. Services include evaluations, assessments, and therapies for both general and special education, as well as Early ACCESS for early intervention in infants and toddlers. Teachers benefit from specialized professional development, consultation, and coaching, while district administrators, superintendents, curriculum directors, and other education professionals receive tailored support through structured learning, implementation, and sustainability phases. This integrated approach ensures that all stakeholders are equipped with the tools and guidance necessary to enhance educational outcomes.

Districts

[Enter information about the districts served by the AEA. Identify any districts served that are located outside the AEA. Also identify any districts that are not served by the AEA but that are located within the AEA.]

Public Districts (21 districts)

Allamakee	Howard-Winneshiek	Riceville
Central	Maquoketa Valley	South Winneshiek
Clayton Ridge	MFL MarMac	Starmont
Decorah	New Hampton	Turkey Valley
Dubuque	North Fayette Valley	West Central
Eastern Allamakee	Oelwein	West Delaware
Edgewood-Colesburg	Postville	Western Dubuque

Accredited Non-Public Schools

Aquin Elementary School	Resurrection Elementary	St Patrick School
Beckman Catholic High School	Seton Catholic Elem Farley	St Teresa of Calcutta School - Ossian
Dubuque Dream Center Academy	Seton Catholic Elem Peosta	St Teresa of Calcutta School - Spillville
Holy Ghost	St Benedict School	Tri-State Christian School (Elementary)
La Salle Catholic School	St Columbkille School	Tri-State Christian School (Secondary)
Mazzuchelli Catholic Middle	St Francis Xavier School	Trinity Catholic School
Northeast Iowa Montessori	St Joseph Community School	Wahlert Catholic High School
Notre Dame Elementary School	St Joseph The Worker School	
Our Lady of Guadalupe	St Mary's School	

Students

[Enter information about the students who are served by the AEA.]

Keystone AEA works in partnership with public and accredited non-public schools to provide educational services, programs and resources for improving the learning outcomes and well-being of all children and youth in central Iowa. Keystone AEA staff members serve children from birth to age 21, families, educators and communities.

Keystone AEA serves children and students from birth to 21, in general education and special education. Some services are evaluation and assessment and some are direct services (e.g., occupational therapy, physical therapy, speech-language services).

Early ACCESS is Iowa's early intervention system (IDEA Part C) for infants and toddlers under 3 years old who are not developing as expected or who have a medical condition that can delay typical development. Families and Early ACCESS staff work together to identify, coordinate and provide needed services and resources that help families assist their infants and toddlers in their growth and development. Early ACCESS serves children from birth to age 3 and their families who are referred to the AEA for services.

Teachers

[Enter information about the teachers who are served by the AEA.]

Keystone AEA provides services to more than 2,800 general education and special education teachers in public and accredited nonpublic schools. Special education teachers receive varying levels of support from building-based AEA core team staff (e.g., school social workers, school psychologists and special education consultants). AEA special education staff design, deliver and support professional learning on a variety of special education topics.

In Educational Services and Media Services, teachers may access AEA content experts to support teaching and learning in classrooms. AEA content experts design, deliver and support professional learning for teachers who engage in professional learning offerings from the AEA.

Districts have the option to purchase AEA time and services. From specialized professional learning to personalized consultation and coaching, AEA ensures that districts receive the tailored support they need to meet their diverse needs.

Learning Support

In the learning phase, services focus on equipping educators with the knowledge, skills and strategies necessary to enhance their teaching practices and improve student outcomes.

Implementation Support

In the implementation phase, services focus on putting educational plans and strategies into action.

Sustainability Support

In the sustainability phase, services aim to maintain and build upon the progress achieved during implementation.

Others Served

[Enter information about others who are served by the AEA.]

Administrators
Curriculum Directors
Head Start Programs
Paraeducators
Principals
Special Education Directors
Substitute Teachers
Superintendents

Programs

[Highlight the general programs offered by the AEA as well as the programs offered that differentiate this AEA from others.]

Keystone AEA grounds its services to districts around [Iowa's AEA's Portfolio of Services](#). Some programs that are enhanced or differentiated at Keystone AEA include:

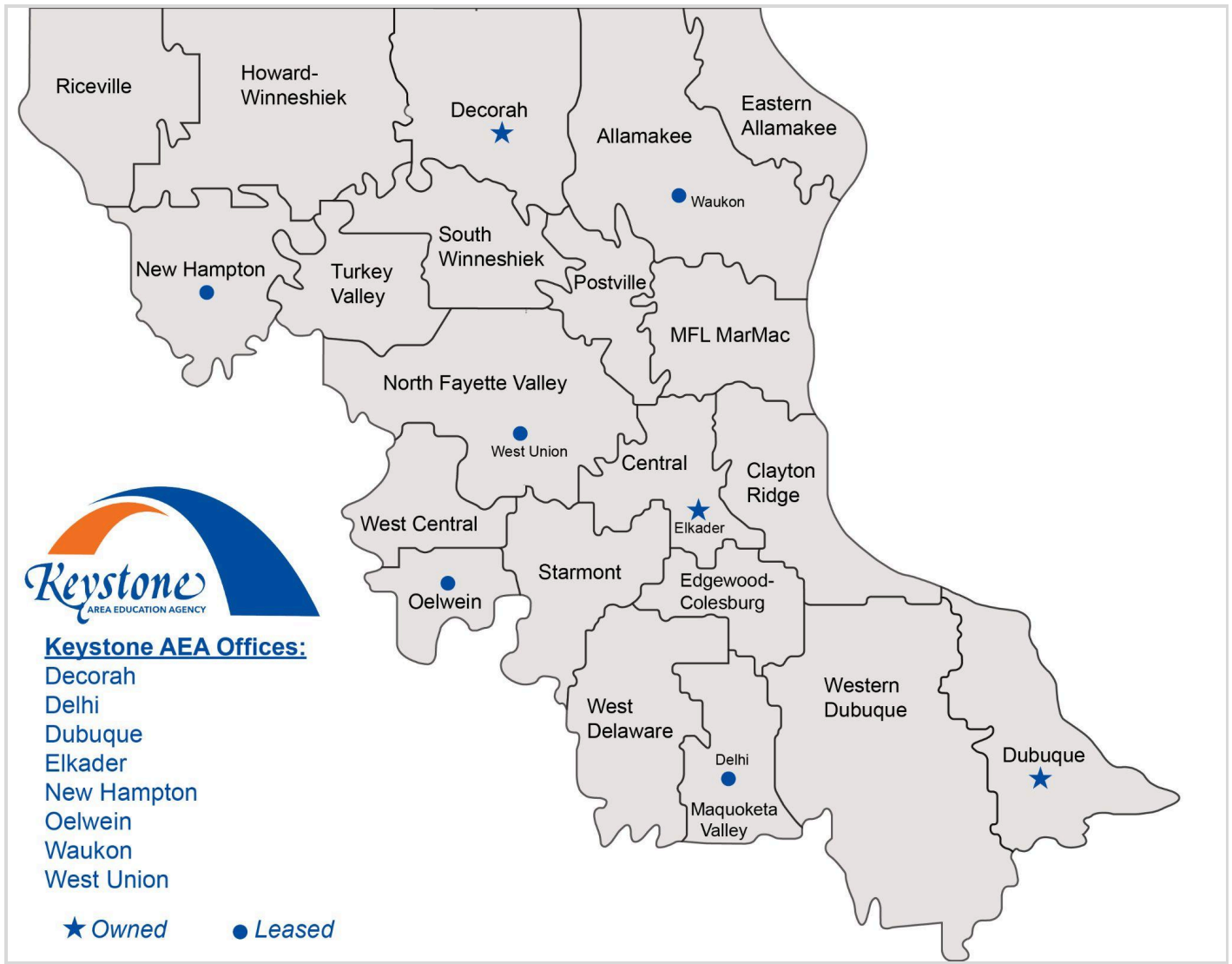
- School-Based Special Education Directors and Facilitators
- School-Based Curriculum Directors
- School-Based School Social Workers
- Application Hosting Services
- Information Technology Managed Services
- Fiscal Services to the Iowa Association of AEAs

Location

[Insert a map of the AEA, map of the AEA building locations, and provide a narrative surrounding each.]

Keystone AEA Offices

- 3 owned buildings – Decorah, Dubuque, Elkader, each with a hearing booth
- 5 leased office suites, including 4 located within school districts – Delhi, New Hampton, Oelwein, Waukon, West Union



Keystone AEA Regional Offices

- **Decorah** - 700 Ridgewood Drive, Decorah IA 52101
 - Conference room - used for hosting professional development events for agency staff and the educators we serve
 - Hearing booth
 - Staff offices and workspaces
- **Dubuque** - 2310 Chaney Road, Dubuque, IA 52001
 - Conference rooms - used for hosting professional development events for agency staff and the educators we serve
 - Hearing Booth
 - Staff offices and workspaces
- **Elkader** - 1400 Second Street NW, Elkader, IA 52043 (Main Office)
 - Conference rooms - used for hosting professional development events for agency staff and the educators we serve
 - Staff offices and workspaces
 - Administrative offices including Human Resources, Business and Technology

- Media library - Our library houses our physical collection that includes professional books as well as book sets that can be checked out by districts
- Creative Services - Includes areas for printing and copying (small and large format), laminating
- Iowa Association of Area Education Agencies - Fiscal Agent offices, staff offices and workspaces
- Hearing Booth
- Van delivery - Media resources, occupational and physical therapy equipment and other materials are delivered to each school building and AEA office from this location on a scheduled basis during the school year

Keystone AEA Leased Offices (four are located within Public School Districts)

- **Delhi** - 210 South Street, Delhi, IA
Staff offices and workspaces located within the Maquoketa Valley Community School District
- **New Hampton** - 206 West Main, New Hampton, IA
Staff offices and workspaces located within the New Hampton Community School District
- **Oelwein** - 300 12th Avenue SE, Oelwein, IA
Staff offices and workspaces located within the Oelwein Community School District
- **Waukon** - 107 Sixth Street NW, Waukon, IA
Staff offices and workspaces located within the Allamakee Community School District
- **West Union** - 210 N Vine Street, Suite B, West Union, IA
Staff offices and workspaces located within the West Union Public Library

Capital Assets

[Provide a summary description of the AEA’s capital assets.]

Owned Buildings

- 1400 Second Street NW, Elkader - Built 1975
- 2310 Chaney Road, Dubuque - Built 1996
- 700 Ridgewood Drive, Decorah - Built 1968

Vehicles

Maintenance pickup with plow, (4) Media Delivery Vans, skid loader, trailer, snow blower, sweeper, and lawn care tractors and equipment

Print Shop Equipment

Copy machine, laminators, binder, etc.

Media Kits and Equipment

iPads, robots, OT/PT equipment, Reality welding systems, RFID equipment, 3d printers, drones, cameras, computers, planetarium, etc.

Technology and Equipment

Laptops, firewalls, switches, projectors, screens, TVs, hearing booths, audiology equipment, copy machines, printers, etc.

Staff

Information about the AEA’s organizational structure, including specific positions, staff changes from FY25 to FY26, and administrative expenditures is provided below.

Iowa’s AEA’s are committed to employing highly qualified staff who offer and provide services and supports to students, educators, districts and families. AEA’s are working as a statewide system to ensure all those we serve have access to our unified [Portfolio of Services](#), regardless of the location of their district or the AEA in which they reside.

Organizational Chart

[Insert an organizational chart and enter a related narrative.]

Keystone Area Education Agency is committed to meeting the mandated 30% reduction in administrative expenditures by July 1, 2026, as required by House File 2612. Our agency has implemented strategic cost-cutting measures and streamlined operations to ensure compliance while working hard to attempt to maintain high-quality service delivery to our stakeholders. [Organizational Chart](#)

Keystone AEA adopted several innovative strategies including:

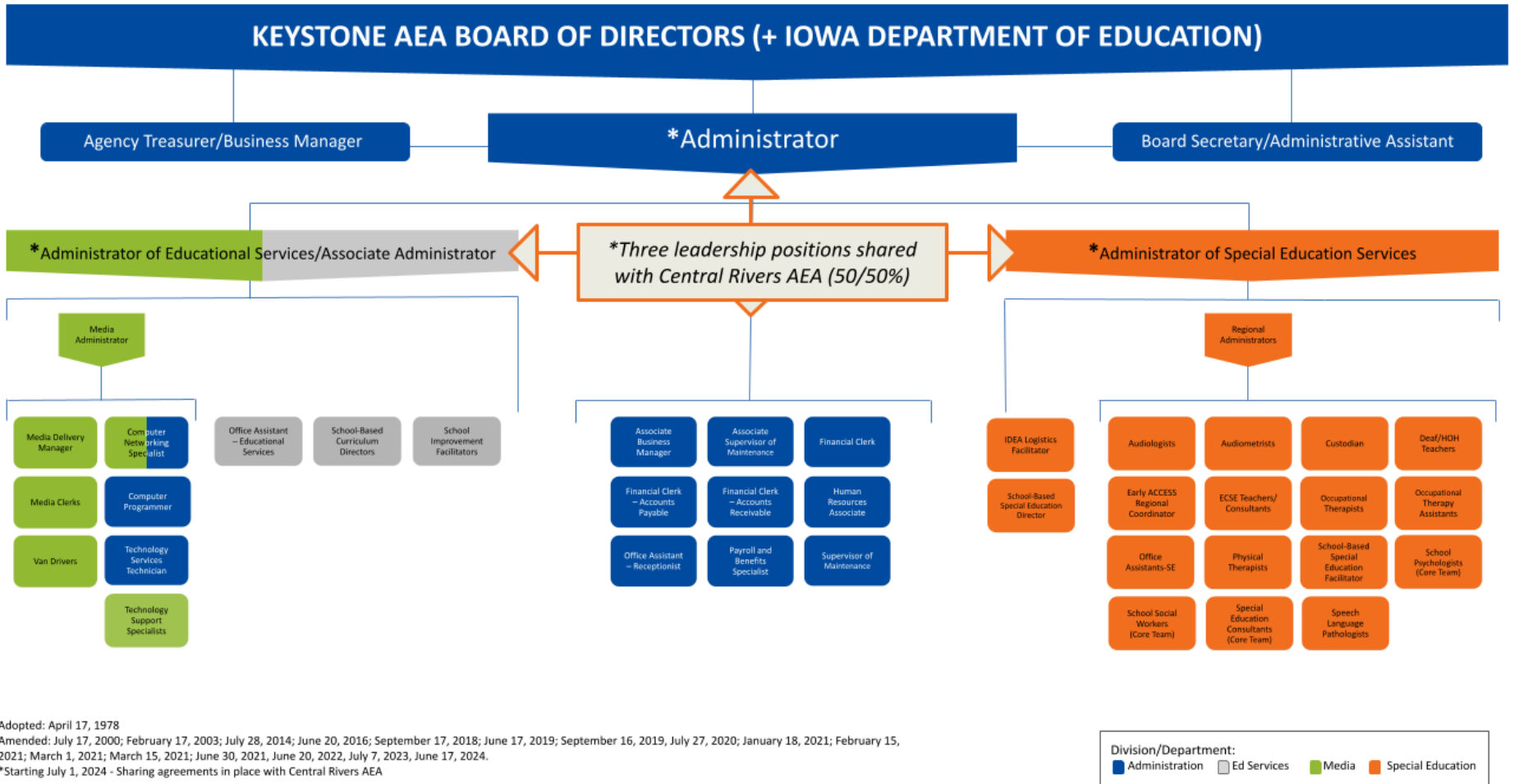
- **Shared Administrative Roles:** A sharing agreement for key administrative positions with Central Rivers AEA including: (Chief) Administrator, Administrator of Educational Services, Administrator of Special Education Services with a 50/50 split.
- **Collaborative Financial Management:** Continued role as the fiscal agent for the Iowa Association of AEA’s.
- **Position Management:** Strategic non-refilling of vacancies to reduce personnel costs, including the positions of Assistant Regional Administrators.



Keystone Area Education Agency

3001

Organizational Chart



Adopted: April 17, 1978
 Amended: July 17, 2000; February 17, 2003; July 28, 2014; June 20, 2016; September 17, 2018; June 17, 2019; September 16, 2019, July 27, 2020; January 18, 2021; February 15, 2021; March 1, 2021; March 15, 2021; June 30, 2021, June 20, 2022, July 7, 2023, June 17, 2024.
 *Starting July 1, 2024 - Sharing agreements in place with Central Rivers AEA

BEDS Position Codes

[Complete the table below and enter a narrative related to variances for staff.]

Table Name: AEA BEDS Position Codes - All Staff

Position Name	Position Code	FY25 FTE Count	FY26 FTE Count	Variance
Chief Administrator	510	1	1	0 (.5 is shared)
School Business Official	612	2	2	0
Operations and Maintenance	181	3	2.8	-.2
Special Education Director	515	.8	.4	-.4
AEA Regional/Zone Coordinator	533	3	3	0
Other Administrator	550	2.25	2.25	0 (1.0 is shared)
Special Education Consultant	616	23	28.6	+5.6
Content/Curriculum Consultant	618	15.55	7.8	-7.75
Social Worker	624	2.8	2	-.8
Director/Coordinator/Department Head	633	1	.8	-.2
Special Education Support	660	92.51	95.41	+2.9
Teacher Librarian/Media Specialist	722	.8	.75	-.05
Itinerant Teacher	731	19.5	18	-1.5
Paraprofessionals/Aids	101	8.13	6.75	-1.38
Library Media Associate	104	6	3	-3
Board Secretary	112	1	1	0
Technology	121	2	2	0
Supervisor-Non-Licensed	139	1	1	0
Technology Support	141	8.04	8.21	+.17
District Wide Admin Support	152	13.37	13	-.37
Transportation-Other than Pupil Transportation	175	3	2	-1

Variances in positions are based on resignations/retirements, ability to recruit, changes to district service needs, and change in requests for shared positions. Sharing agreements are in place with Central Rivers AEA for the Chief Administrator, Administrator of Special Education and Administrator of Education Services positions.

FY25 to FY26 Staff Changes

Staff changes from FY25 to FY26 are detailed below for each position in the following programs: special education support services, educational services, and media services.

Special Education Support Services Program

[Complete the table below and enter a narrative related to variances for staff in the special education support services program.]

Table Name: AEA BEDS Position Codes - Special Education Support Services Program

Position Name	Position Code	FY25 FTE Count	FY26 FTE Count	Variance
Special Education Director	515	.8	.4	-.4
AEA Regional/Zone Coordinator	533	2.85	2.85	0
Other Administrator	550	1	1	0 (.5 is shared with CRAEA, which reduces the time for Keystone AEA to .5 FTE)
Special Education Consultant	616	23	28.6	+5.6
Special Education Support	660	92.51	95.41	+2.9

Itinerant Teacher	731	19.5	18	-1.5
Paraprofessionals/Aids	101	8.13	6.75	-1.38
District Wide Admin Support	152	8.37	7.7	-.67

Variances in special education positions are based on resignations/retirements, ability to recruit, and changes to district needs for shared positions. A sharing agreement with Central Rivers AEA for a special education administrator is in place.

Educational Services Program

[Complete the table below and enter a narrative related to variances for staff in the educational services program.]

Table Name: AEA BEDS Position Codes - Educational Services Program

Position Name	Position Code	FY25 FTE Count	FY26 FTE Count	Variance
Other Administrator	550	.5	.5	0 (.25 of the Ed. Services Director is shared with CRAEA, which reduces the time for Keystone AEA to .25 FTE)
Content/Curriculum Consultant	618	15.55	7.8	-7.75
Social Worker	624	2.8	2	-.8
Director/Coordinator/Department Head	633	1	.8	-.2
Technology Support	141	7.41	0	-7.41 (moved to Media)
District Wide Admin Support	152	0	.3	+.3
AEA Regional/Zone Coordinator	533	.15	.15	0

Variances in Educational Services are based on resignations/retirements and changes to district needs. A sharing agreement with Central Rivers AEA for an Educational Services Administrator is in place. Technology Support staff will be transitioned to the Media Services program in FY26.

Media Services Program

[Complete the table below and enter a narrative related to variances for staff in the media services program.]

Table Name: AEA BEDS Position Codes - Media Services Program

Position Name	Position Code	FY25 FTE Count	FY26 FTE Count	Variance
Other Administrator	550	.75	.75	0 (.25 of the Media Director is shared with CRAEA, which reduces the time for Keystone AEA to .5)
Teacher Librarian/Media Specialist	722	.8	.75	-.05
Library Media Associate	104	6	4	-2
Supervisor-Non-Licensed	139	1	1	0
Transportation-Other than Pupil Transportation	175	3	2	-1
Technology	121	.2	1.2	+1
Technology Support	141	0	7.41	+7.41 (moved from Ed Serv.)

Variances are primarily from resignations and retirements. A sharing agreement with Central Rivers AEA is in place. Technology Support staff will be transitioned from the Educational Services program into the Media Services Program in FY26. Additional internal Technology staff will also provide services for a fee through the Media Services program in FY26.

Administrative Expenditures

Administrative expenditures include costs related to administration and administrators, as defined by HF2612 Sec. 17 (Iowa Acts 2024), which includes chief administrators, directors and department heads, regional administrators, regional and zone coordinators, district coordinators, and human resources and personnel managers. This section includes FY24 actual, FY25 re-estimated, and FY26 proposed administrative staff levels and administrative expenditures.

Administrative Staff by FTE

[Complete the table below and enter a narrative related to variances.]

Table Name: AEA Administrative Staff by FTE

Administrative Staff	FY24 Actual	FY25 Re-Estimated	FY26 Proposed	FY24-FY26 Variance Amount	FY24-FY26 Variance Percent
Chief Administrator	1	1*	1*	0	0
Directors and Department Heads	2.25	2.25*	2.25*	0	0
Regional Administrators	6	3	3	-3	-50%
Regional and Zone Coordinators					
District Coordinators					
Human Resources					
Other Administrative Positions	3	3	3	0	0
Total FTE	12.25	9.25	9.25	-3	-24.5%

Administrative expenditures were reduced through the resignations of two regional administrators and one assistant regional administrator at the end of FY24. In FY25, the vacant regional administrator positions were filled by the regional assistants who were already employed. For FY25 and FY26, we have a total of three regional administrators and do not have any assistant regional administrators. Other position FTEs have remained constant.

*Starting in FY25, we entered into sharing agreements with Central Rivers AEA to share the Chief Administrator position, as well as the Administrator of Special Education, and the Administrator of Educational Services positions. The sharing agreement funds are reflected in the table below.

Total Administrative Expenditures: FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

Total administrative expenditures, detailed below by administration and administrative staff, are required to be reduced by at least thirty percent by July 1, 2026.

[Complete the table below and enter the related narrative.]

Table Name: Administrative Expenditures – Administration and Administrative Staff FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

Expenditures: Administrative Staff (Obj. 100-299)	FY24 Actual	FY25 Re-Estimated	FY26 Proposed	FY24 to FY26 Reduction Amount	FY24 to FY26 Reduction Percent
Step One: Enter expenditures for administrative staff, including objects 100-299.					
Chief Administrator	\$267,541	\$301,420	\$301,420		
Directors and Department Heads	\$453,280	\$515,297	\$525,603		
Regional Administrators	\$917,182	\$509,507	\$519,697		
Regional and Zone Coordinators					
District Coordinators					
Human Resources					
Other Administrative Positions	\$348,573	\$353,627	\$360,699		
Sub-total Expenditures: Administration	\$1,986,576	\$1,679,851	\$1,707,419		
Step Two: Enter revenue received from sharing agreements for each function.					
Chief Administrator	0	\$150,710	\$150,710		
Directors and Department Heads	0	\$242,012	\$246,852		
Regional Administrators					

Regional and Zone Coordinators					
District Coordinators					
Human Resources					
Other Administrative Positions					
Sub-total Revenue from Sharing	0	\$392,722	\$397,562		
Step Three: Enter total expenditures for administrative staff (original administrative staff expenditures less revenue received from sharing agreements).					
Chief Administrator	\$267,541	\$150,710	\$150,710	-\$116,831	-43.7%
Directors and Department Heads	\$453,280	\$273,285	\$278,751	-\$174,529	-38.5%
Regional Administrators	\$917,182	\$509,507	\$519,697	-\$397,485	-43.3%
Regional and Zone Coordinators					
District Coordinators					
Human Resources					
Other Administrative Positions	\$348,573	\$353,627	\$360,699	\$12,126	3.5%
Total Administrative Staff Expenditures	\$1,986,576	\$1,287,129	\$1,309,857	-\$676,719	-34.1%

Total Other Administrative Expenditures (not including Administrative salary/benefits above)	FY24 Actual	FY25 Re-Estimated	FY26 Proposed	FY24 to FY26 Reduction Amount	FY24 to FY26 Reduction Percent
Step One: Enter expenditures for administrative expenses, excluding Administrative salary/benefits identified above					
Other Administrative Expenditures: (does not include administrative staff salary/benefits above)	\$2,826,481	\$2,134,226	\$1,745,077		
Step Two: Enter revenue received from services provided by staff who are paid with administrative codes-other than the Administrators identified above					
Shared SE Director/Facilitators-LEA's	\$294,659	\$90,898	\$45,600		
IA AEA Revenue - Fiscal/HR and Admin support	\$141,039	\$141,808	\$141,808		
Contracted ACHIEVE and data support services	0	\$78,821	\$79,000		
Print Shop Revenue	\$14,600	\$12,000	\$10,000		
IPLA revenue	\$72,435	\$35,450	0		
Sub-total Revenue from administrative services contracted/provided	\$522,733	\$358,977	\$276,408		
Step Three: Enter total expenditures for other administrative expenses, excluding staff salary/benefits identified already (administrative expenditures less revenue received).					
Total Other Administrative Expenditures, less revenue received from services (does not include Administrative staff salary/benefits)	\$2,303,748	\$1,775,249	\$1,468,669	\$835,079	-36.25%

Enter expenditures for all administrative expenses, less revenue received for sharing agreements and services provided					
Total Other Administrative Expenditures, less revenue received from services (does not include Administrative staff salary/benefits)	\$2,303,748	\$1,775,249	\$1,468,669	-\$835,079	-36.25%
Total Expenditures: Administrative Staff, less revenue from sharing agreement	\$1,986,576	\$1,287,129	\$1,309,857	-\$676,719	-34.1%
Grand Total Administrative Expenditures for AEA after subtracting revenue generated from services and sharing agreements	\$4,290,324	\$3,062,378	\$2,778,526	-\$1,511,798	-35.24%

Administrative Staff Expenditures: Starting in FY25, we entered into sharing agreements (50-50) with Central Rivers AEA to share the Chief Administrator position, as well as the Administrator of Special Education, and the Administrator of Educational Services positions. The sharing agreement funds are reflected in the table. The savings from these sharing agreements results in a 34.1% total reduction in Administrative Staff expenditures from FY24 to FY26.

The **Other Administrative Expenditures** include expenses for support staff who also provide services that are generating revenue. Shared Special Education Director and Facilitator positions with Districts have created additional salary and benefit expenses in the administrative function codes, so the offsetting revenue has been shown on the table. Keystone AEA provides the Fiscal/HR services, and administrative support for the Iowa Association of Area Education Agencies. The revenue generated from those services helps to support the salary/benefits of the Associate Business Manager, as well as a portion of the financial clerk/payroll positions. Office Assistant/Support staff have also provided contracted services to CRAEA for ACHIEVE and IDEA data work. The revenue generated from those services is shown above since the staff who provide those services are paid with “administration” function codes. Print Shop revenue is also included in the table since the expenses of the print shop are included in the “administration” function codes too. IPLA revenue is shown which helps offset some of the expenses for that program. The IPLA program will be done at the end of FY25.

Total Administrative Expenditures: Reduction

[Provide narrative for progress made toward administrative expenditure reduction.]

Keystone Area Education Agency is committed to meeting the mandated 30% reduction in administrative expenditures by July 1, 2026, as required by House File 2612.

Administrative expenditures were reduced through the resignations of two regional administrators and one assistant regional administrator at the end of FY24. In FY25, the vacant regional administrator positions were filled by the regional assistants who were already employed. The regional assistant vacancies were not filled. For FY25 and FY26, we have a total of three regional administrators and do not have any assistant regional administrators.

Starting in FY25, we entered into sharing agreements (50-50) with Central Rivers AEA to share the Chief Administrator position, as well as the Administrator of Special Education, and the Administrator of Educational Services positions. The sharing agreement funds are reflected in the table. The savings from these sharing agreements results in a 34.1% total reduction in Administrative Staff expenditures from FY24 to FY26.

Office Assistant vacancies from resignations during the last year have not all been replaced.

IT staff will provide services for a fee to districts going forward. This will reduce administrative expenses in FY26.

A Media Van Driver position will not be filled after a resignation during FY25.

Services

[Insert a table and a narrative description of services provided, the recipients of those services, and associated cost to the entity purchasing the service (e.g., rates, fee schedule), if applicable, and the cost to the AEA to provide the service.]

This [annual report](#) provides an overview of the services provided to school districts, the costs associated with the services provided, and the Agency's costs to provide the services.

Centralized Services

[Include a narrative to describe the AEA's centralized services, which are defined for this purpose as staff and services that are centralized and shared with other AEAs.]

Starting in FY25, we entered into sharing agreements (50-50) with Central Rivers AEA to share the Chief Administrator position, as well as the Administrator of Special Education, and the Administrator of Educational Services positions. The savings from these sharing agreements results in a 34.1% total reduction in Administrative Staff expenditures from FY24 to FY26.

We also shared computer science, science and math expertise, audiologists, data technician support for ACHIEVE, and support for IDEA logistics facilitation between Keystone AEA and Central Rivers AEA.

Several system-wide initiatives are in various stages of planning or implementation to ensure statewide efficiency and support for educational staff and services. These include:

- Further implementation of a Statewide Printing/Graphic Design/Production Collaborative (SPC), regionalized technology services, and shared educational networks.
- Professional Development and Support: Ongoing investigations into statewide efficiency for special education teacher training, mentoring, and support for new staff across various functions.

Centralized Services Shared by Keystone AEA and Central Rivers AEA

Chief Administrator	ACHIEVE Logistics Data Technicians
Special Education Administrator	Shared Assistive Technology Team
Educational Services Administrator	IT Quadrant
Audiologists	Media Quadrant
ACHIEVE Logistics Facilitator	Computer Science, Science and Math expertise

Centralized Services Shared by Other AEAs with Keystone AEA

Braille	Principals Network
Canvas User Network	Special Education Leadership Network
Counseling Network	Special Education Nurse
Curriculum Network	Statewide Print Collaborative/Creative Services
Cybersecurity Support	Talented & Gifted/Extended Learning Network
DHH Database Support	Teacher Librarian Network
Ed Tech Network	Tech Network
English Learners Network	VAST Science Kits
Professional Development Workshops/Trainings	

Centers of Excellence

[Include a narrative to describe the AEA’s centers of excellence, which are defined for this purpose as content expertise and capacity in a targeted special education service area with statewide impact.]

Iowa AEAs are committed to collaborate with each other as a statewide system to establish additional Centers of Excellence, which will bring additional efficiencies and effectiveness to the system.

Center of Excellence (CoE)	Lead AEA	Partnering AEAs	Implementation Date
Recruitment, Retainment, Onboarding, Mentoring & Professional Learning for AEA Special Education Staff Iowa AEA School Psychologist	Heartland AEA	Systemwide	July 1, 2025
Iowa AEA Early ACCESS	Keystone AEA / Central Rivers AEA	Systemwide	July 1, 2025
Assistive Technology Support for Learners with Disabilities	Green Hills AEA / Heartland AEA	Systemwide	July 1, 2026

Leadership for Closing the Achievement Gap for Learners with Disabilities	Mississippi Bend AEA	Systemwide	July 1, 2026
Explicit Instruction Practices for Learners with Disabilities	Prairie Lakes AEA	Systemwide	January 1, 2026
Assessment, Linkages, and Instructional Programming Practices for Successful Post-Secondary Transition for Learners with Disabilities	Grant Wood AEA	Systemwide	July 1, 2026
Instruction for Learners with Significant Cognitive Disabilities	Northwest AEA	Systemwide	July 1, 2026
Language and Literacy for Learners with Disabilities	Great Prairie AEA	Systemwide	January 1, 2026

Statewide Early ACCESS Implementation Plan

Centers of Excellence are statewide initiatives to establish consistent and high-quality practices for AEA staff through content expertise and capacity in a targeted special education service area.

Keystone AEA / Central Rivers AEA will serve as the Center of Excellence and develop a team of internal (and potentially external) experts to develop and provide professional learning, technical assistance, and other recommendations.

- Efforts are focused on evidence-based instructional strategies to improve child outcomes as measured by Early Childhood Outcome data and IFSP outcome progress.
- Efforts can include setting best practices, professional learning, technical assistance, data analysis, feedback and self-study based on needs of individual AEAs to align statewide.
- Each AEA will identify an implementation point person who will work with the CoE to arrange for professional learning, establish the implementation supports necessary for fidelity, and monitor progress towards improved outcomes, etc.
- Collaboration with the DE will be essential to ensure professional learning aligns with identified priorities and needs.

Fiscal Detail

[Enter narrative of information provided in the section.]

This section includes comparisons of budgeted funds over three years and projections for FY26, with an emphasis on service offerings and the reduction of administrative costs.

General Fund Balance: FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

[Include narrative to explain fund balance type (e.g., non-spendable, restricted, committed) reflected in the table below, including reasons for purposeful balances and plans for use.]

Non-Spendable Fund Balance includes the total of prepaid items that are required to be paid before the beginning of the fiscal year (software renewals, registration fees, GASB actuarial fees, Part B Medicaid deposits, etc.). The non-spendable fund balance also includes print shop inventory.

Restricted Fund Balance includes funds identified to be reserved for the purchase of media materials, and also includes funds reserved for Educator Quality Professional Development.

Committed Fund Balance is for the obligations owed during each year for Early Retirement incentives that were approved in the past (health insurance and HRA payments per the agreements).

Table Name: General Fund Balance Detail FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

General Fund Balance Detail	FY24 Actual	FY25 Re-Estimated	FY26 Proposed
Non-Spendable Fund Balance, Special Education Support Services	\$9,067	\$25,000	\$25,000
Non-Spendable Fund Balance, Other	\$19,718	\$27,000	\$25,000
Restricted Fund Balance, Special Education Support Services	\$105,471	\$25,000	0
Restricted Fund Balance, Other	\$113,979	\$104,000	0
Committed Fund Balance, Special Education Support Services	\$31,724	\$12,266	\$7,528
Committed Fund Balance, Other	\$28,879	\$13,812	\$3,732
Assigned Fund Balance, Special Education Support Services	0	0	0
Assigned Fund Balance, Other	0	0	0
Unassigned Fund Balance, Special Education Support Services	\$954,143	\$1,715,822	\$1,838,545
Unassigned Fund Balance, Other	\$3,237,153	\$2,466,220	\$2,165,573
Total General Fund Balance	\$4,500,134	\$4,389,120	\$4,065,378

Three-Year Comparison for Budgeted Funds: FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

[Include narrative of the budget detail. Summarize the FY26 proposed budget assumptions mentioned earlier in the report (e.g., districts served, programs offered). Explain the assumptions used to estimate revenues and expenditures. Additionally, include any assumptions used to generate the budget that were not already covered in the report narrative above (e.g., types of contracts for services, programs, sharing agreements, capital purchases).]

The budget includes **revenue** received from: the State (controlled funding, property taxes, and grants), Federal grants, interest income, professional development, services provided to public school districts and non-public schools, shared positions, as well as other services provided to other community

partners and preschools.

Student Support Services include: speech-language pathologists, school social workers, school psychologists, occupational therapists, occupational therapy assistants, physical therapists, interpreters, itinerant hearing staff, audiologists, contracted itinerant vision services, and contracted orientation & mobility services. Salaries/benefits, travel expenses, supplies, professional leave, equipment, and software are some of the expenses included in this area for them.

Instructional Staff Support Services include school improvement facilitators, professional development providers, early childhood consultants, and special education consultants. salaries/benefits, travel expenses, supplies, professional leave, equipment, and software are some of the expenses included in this area for them. Media library materials, professional development expenses, some technology equipment and tech repairs, in-state and out of state travel and registration fees for non-management staff are also included here.

General Administration expenses include chief administrator, directors (educational services, van delivery, and special education), shared special education directors with schools, and the IDEA logistics facilitator. Salaries/benefits, travel expenses, supplies, memberships, equipment, and software are some of the expenses included in this area for them. Also included in this section are legal fees, audit fees, Iowa Association of Area Education Agencies chargeback fees, liability insurance, linebacker insurance, phone expenses, superintendent meeting expenses, and board travel expenses.

School Administration expenses include regional administrators, assistant regional administrators, office assistants, and shared special education facilitators. Salaries/benefits, travel expenses, supplies, memberships, equipment, and software are some of the expenses included in this area for them. Also included in this section are office supplies, postage, phone expenses, furniture, and general supplies for staff and offices.

Business and Central Support expenses include business manager, associate business manager, payroll and benefits specialist, financial clerks, human resources associate, computer center staff, and board secretary. Salaries/benefits, travel expenses, supplies, memberships, equipment, and software are some of the expenses included in this area for them. Also included in this section are supplies, phone expenses, fees for FSA accounts, conference center supplies, postage, Medicaid processing fees, advertising, registration fees, Iowa Principal Leadership Academy (IPLA) trainer fees, and in-state travel and registration fees for management and business office staff.

Purchasing, Distributing, Printing, Publishing, Duplicating expenses include van drivers and print shop employees. Salaries/benefits, supplies, equipment, and software are some of the expenses included in this area for them.

Student Transportation is for taxi transportation of early childhood children/parents to an office (if needed.)

Non Instructional Programs was for the Family Educator Partnership grant, which is no longer available after FY24.

Debt Service and Interfund Transfers Out was for leases established and paid to public schools and to a public library for office space.

Other Financing Uses is the IDEA Part B Flow-through money. The AEA collects, reviews, and summarizes the district applications and reports, and sends the summary report to the Department of Education for

approval. The AEA forwards the payments to the public school districts once the money is received.

Table Name: Resources, Expenditures & Financing Uses, and Funds Balance FY24 Actual, FY25 Re-Estimated, and FY26 Proposed

Resources: Revenues, Other Financing Sources, and Beginning Funds Balance	FY24 Actual	FY25 Re-Estimated	FY26 Proposed
Taxes (Controlled Funding)	\$6,891,862.00	\$4,513,299	\$2,920,314
Tuition/Transportation	\$107,305.00	\$46,000	\$11,000
Earnings on Investments	\$167,444.66	\$151,000	\$29,000
Nutrition Program Sales	0	0	0
Student Activities & Sales	0	0	0
Other Revenues from Local Sources	\$1,703,039.80	\$2,682,399	\$4,359,010
Intermediate Revenues	0	0	0
State Aid (Controlled Funding)	\$6,433,249.00	\$6,820,766	\$5,785,309
Juvenile Home Tuition Aid	0	0	0
Other State Revenues	\$1,684,998.64	\$1,544,740	\$1,429,210
IDEA Federal Grant	\$9,182,096.80	\$8,802,040	\$8,808,757
Other Federal Revenues	\$354,216.72	\$195,289	\$195,289
Long-Term Debt Proceeds	\$17,307.56	0	0
Interfund Transfers In	\$44,550.00	\$42,600	\$42,600
Proceeds of Fixed Asset Dispositions	\$100	0	0
Other Financing Sources	0	0	0
Beginning Funds Balance	\$4,018,197.01	\$4,500,134	\$4,389,120
Total Resources	\$30,604,367.19	\$29,298,267	\$27,969,609
Expenditures & Other Financing Uses			
	FY24 Actual	FY25 Re-Estimated	FY26 Proposed
Instruction	0	0	0
Student Support Services	\$10,602,512.45	\$10,957,843	\$11,018,744
Instructional Staff Support Services	\$8,417,848.67	\$7,947,877	\$7,259,467
General Administration	\$1,166,366.87	\$1,303,207	\$1,267,349
School Administration	\$1,813,870.01	\$1,082,231	\$1,079,627

Business & Central Support	\$1,192,280.04	\$1,213,137	\$972,419
Purchasing, Distributing, Printing, Duplicating	\$640,539.95	\$215,502	\$133,101
Plant Operations & Maintenance	\$724,631.98	\$735,817	\$713,274
Student Transportation	\$29.99	\$50	50
Other Support Services	0	0	0
Non-Instructional Programs	\$43,966.83	0	0
Facilities Acquisition & Construction	0	0	0
Debt Service	\$44,550.00	\$42,600	\$42,600
Interfund Transfers Out	\$44,550.00	\$42,600	\$42,600
Other Financing Uses	\$1,413,086.00	\$1,368,283	\$1,375,000
Total Expenditures & Other Financing Uses	\$26,104,232.79	\$24,909,147	\$23,904,231
Funds Balance			
	FY24 Actual	FY25 Re-Estimated	FY26 Proposed
Total Resources	\$30,604,367.19	\$29,298,267	\$27,969,609
Total Expenditures & Other Financing Uses	\$26,104,232.79	\$24,909,147	\$23,904,231
Ending Funds Balance	\$4,500,134.40	\$4,389,120	\$4,065,378

Assumptions made when determining the FY26 budget:

- Sharing agreements will continue with AEAs and districts as initially agreed upon for FY26
- 90% of Special Education revenue will be received from AEA 1 school districts
- Districts will purchase some additional Special Education services with the remaining 10% of the funds
- Federal and state grants will continue
- TSS funding will continue
- Service plans were developed with schools to estimate Media and Educational Services revenue for FY26; however, service plans continue to evolve
- 14.7% increase in insurance (liability, property, linebacker, automobile, workers compensation, crime, umbrella, etc.) = approximately \$40,000
- 2% increase in total salary packages (health insurance increase was 3%)
- Travel mileage rates will remain steady
- Utility expenses will remain steady
- Professional leave funds will be decreased for each eligible employee
- Interest income will decrease with tight cash balances
- Staffing will continue, if possible, based on needs and requirements of districts
- Professional development will continue to be provided for a fee for approved courses

Additional FY26 Budget Assumptions

[Please insert narrative on additional assumptions informed by potential opportunities and challenges not otherwise detailed in the report.]

Challenges for FY26 Budget:

- Cash flow will be a concern when districts receive the Special Education funds first (especially August through October) since AEA's don't have other payments coming in yet. Anticipatory warrants (short-term loans) may be necessary, and could result in the need to pay interest expense
- Establishing pricing for services to ensure that it will be sufficient for the related expenses
- Districts continue to acclimate to the new service planning process. We endeavor to employ the right number of service providers based on school requests while anticipating additional needs throughout the year
- SSA has not been set yet for FY26
- Actual allocations for AEAs are not known until the last day of the legislative session
- Selling services to districts is difficult when they are facing financial challenges
- Mileage expenses could increase dramatically if staff need to travel further due to assignments
- Maintaining funds for the replacement of outdated technology on a rotating basis
- Maintaining funds for unexpected repairs/maintenance
- Maintaining funds for unexpected legal fees

Potential Opportunities:

- District Service Plans may lead to opportunities for additional revenue.
- Expanding support for AEA Mediation/IEP Facilitation and professional learning opportunities for special education teachers to support districts better may increase revenue in special education.
- Continued leveraging of content expertise across the state, especially in areas where we lack FTE.