

Committee of the Whole Meeting

Tuesday, February 28, 2023 5:30 PM

Board Assembly Room, 1250 West Broadway Avenue, Minneapolis, Minnesota 55411

1) **Call to Order and Roll Call**

2) **2023-2024 Budget Development Discussion**

2)a. *Materials Provided to Board Members for Review*

3) **Recess**

4) **Superintendent Search Process and Timeline
Discussion**

5) **Adjournment**

Minnesota School Finance: A Guide for Legislators



About this Publication

This guidebook explains how public elementary and secondary schools are funded in Minnesota.

By Tim Strom, Legislative Analyst

October 2022

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Minnesota Statutes cited in this work can be located on of the Office of the Revisor of Statutes <https://www.revisor.mn.gov/statutes/>.



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Executive Summary

Minnesota's school finance system provides funds to operate the state's public elementary and secondary schools. The bulk of Minnesota's support for elementary and secondary education is distributed to school districts and charter schools through the general education revenue program, which provides money for the current operating expenditures of the districts. The state's remaining appropriations are provided through special purpose or categorical aids, such as special education aid and local property tax relief aids. The state legislature also controls the amount each school district can levy through limits on the amounts and type of property tax levies. The purpose of this guide is to describe the programs that provide funding for Minnesota's school districts and charter schools. The guide provides program descriptions, financial information, and some historical background for each school funding program.

For the 2021-22 school year, a full-time equivalent staff of roughly 56,358 teachers served approximately 875,000 public school students. Minnesota's nonpublic schools served 69,971 students, and 27,801 students were homeschooled. During the same school year, total revenue for Minnesota's public schools is estimated at \$16.614 billion, of which \$10.014 billion is from state aid, \$4.185 billion is from local property taxes and other local source revenue, and \$2.364 billion is from federal funds.

This publication describes the current system for funding the K-12 education system. It includes definitions of common terminology, explains how students are counted, details funding formulas, and describes various education programs. An appendix at the end of the document also provides some historical information for certain long-standing programs and programs that are no longer in effect but are referenced by current programs.

Introduction

Minnesota's school finance system is shaped by the historical and legal context of public schools in the United States.

Historical and Legal Background

Public education in the United States is the legal responsibility of state government. In Minnesota, as in most states, the state constitution charges the legislature with responsibility for public schools. Minnesota's constitutional charge reads as follows:

The stability of a republican form of government depending mainly upon the intelligence of the people, it is the duty of the legislature to establish a general and uniform system of public schools. The legislature shall make such provisions by taxation or otherwise as will secure a thorough and efficient system of public schools throughout the state.

(Minn. Const., art. XIII, § 1)

Minnesota delegates responsibility for the actual operation of schools to local school districts and charter schools, whose powers and duties are prescribed by state statute. Historically, the property taxes levied by the school boards governing these school districts have been the primary source of revenue for running schools. Some time after 1900, property taxes were supplemented by limited amounts of state appropriations for aid to school districts. By the 1970-71 school year, the Minnesota state foundation aid program provided all districts a flat grant per pupil unit (a pupil unit is a weighted enrollment measure) and provided some districts an additional "equalized" amount that varied inversely with a district's property valuation. Under this system, state aid funded about 43 percent of the cost of running schools, and school expenditures per pupil varied widely from district to district. Local property taxes rose rapidly in all districts in the late 1960s, and the tax rate for schools also varied widely among districts.

The 1971 Legislature addressed these disparities by substantially increasing the amount of equalized state foundation aid per pupil unit and imposing a uniform statewide limit on the property tax rate for schools. The 1973 Legislature eliminated flat grants and established a system whereby the amount of foundation aid program revenue available per pupil unit to low-spending districts would be increased to the state average over a six-year period. From 1973 to 1983, the legislature adjusted the foundation aid formula several times making it more responsive to differences among districts and altering the relationship between local tax effort and state aid, without changing the formula's basic structure.

The 1983 Legislature enacted a new foundation aid program replacing several components of the previous foundation aid formula with five tiers of optional aids and levies. The main characteristics of the new five-tier program were equal access to revenues, recognition of some specific cost differences, and more discretion on the part of school boards in choosing the necessary level of revenue.

Current Program Design. The 1987 Legislature replaced the foundation aid program with the general education revenue program, effective for the 1988-89 school year. General education formula components have remained relatively stable since 1989. In general, each component reflects school district funding needs in different areas and is based on pupil counts, demographic characteristics, and the extent of need for each school district.

General education revenue is the primary source of operating funds for Minnesota's public schools, which for the 2022-23 school year, consists of 327 operating school districts, two nonoperating school districts, and 178 charter schools. General education revenue pays for operating expenses of the district including employee salaries, fringe benefits, and supply costs. For fiscal year 2023, each school district's general education revenue is the sum of 14 components; two of which are the same per pupil unit for all districts and charter schools and 12 components that vary by district demographic and geographic characteristics.

In addition to general education revenue, school districts also receive state appropriations through categorical aids and authorized property tax levies, which provide funds for specific purposes (such as special education, school integration/desegregation, and safe schools activities).

School Finance Litigation

Across the nation, there have been and are a number of legal challenges to states' school finance formulas. These lawsuits have been based on a series of principles, including equalization, fiscal neutrality, equal protection, and adequacy, among others.

Equalization. Equalization challenges measured state aid to districts compared with perceived need (using property wealth as the measure of need). The earliest challenges under the equal protection clause of the Fourteenth Amendment to the United States Constitution ("...nor shall any state...deny to any person within its jurisdiction the equal protection of the laws") were unsuccessful. These challenges claimed that the only permissible variations in public school expenditures across districts should be based on "educational needs." The courts concluded this standard was too political and unclear for them to apply to state school finance systems.

Fiscal neutrality. The second round of challenges, also made under the Fourteenth Amendment, proposed the standard of "fiscal neutrality." Fiscal neutrality means that the quality of a child's education, measured by the amount expended for that education, cannot be permitted to vary according to the property wealth of his or her parents and their neighbors. The taxpayers in a property poor district cannot be required to pay a higher tax rate than taxpayers in a property rich district to attain the same quality of education for their children. This standard was first endorsed by the California Supreme Court under the federal and state equal protection clauses in its 1971 decision, which refused to dismiss the complaint in *Serrano v. Priest*. In short order, a number of other courts also adopted the standard of fiscal neutrality, including the Minnesota federal district court in its October 1971 decision upholding the validity of the claim in *Van Duzart v. Hatfield*. This round of litigation came to an abrupt halt in March 1973 when the U.S. Supreme Court, in *San Antonio Independent School District v. Rodriguez*,

reversed a lower court's decision in support of fiscal neutrality under the Fourteenth Amendment.

Equal Protection and adequacy. The next round of school finance litigation is occurring under the equal protection and education provisions of state constitutions. The *Serrano* case in California went to trial in 1974, and both the trial court and the California Supreme Court (in 1977) found that the school finance system violated the state equal protection clause under the principles of fiscal neutrality.

Since that time, legal theories for suits under state constitutions' education clauses also include the arguments that school finance systems must provide for minimum levels of pupil achievement, must ensure that districts have the minimum resources necessary to supply a basic education, must respond to differences among districts' tax burdens, costs, and needs, or cannot predominantly base the availability of funds on voters' willingness to approve taxes. Since the 1970s, challenges to school finance systems under state constitutional provisions have occurred in all but a handful of states, and more recent lawsuits are pending in many states, including states where earlier challenges were successful and states where earlier challenges were unsuccessful.

In 1993, the Minnesota Supreme Court reversed an earlier trial court decision and held Minnesota's school finance system constitutionally permissible. The ruling in *Skeen v. State of Minnesota* stemmed from a lawsuit filed in 1988 by 52 outer ring suburban and rural school districts representing 25 percent of the state's K-12 enrollment. The suit claimed that Minnesota's school finance system was unconstitutional because the finance system was not uniform and school districts received disparate amounts of government aid.

The plaintiff school districts challenged the constitutionality of the operating referendum and debt service levies that at the time of the suit, were unequalized levies based solely upon local property tax bases and some parts of general education revenue that varied among school districts, including training and experience revenue, and supplemental revenue. The Minnesota Supreme Court declared the issues in the case to be "whether the state's present system of education finance is sufficient to meet the state constitutional requirement that the legislature 'establish a general and uniform system of public schools' and provide sufficient financing to 'secure a thorough and efficient system of public schools throughout the state.'"

However, the court ruled that education in Minnesota is a fundamental right and that the system of education finance in place at that time satisfied that right. The court found that "all plaintiff [school] districts are provided with an adequate level of education which meets or exceeds the state's basic education requirements and ... are given sufficient funding to meet their basic needs." The court used the term "adequate" or "adequacy" to mean the measure of need that must be met and not some minimal floor. The court's ruling establishes the

minimum standard the state must meet in designing an education funding system that is constitutional.¹

The state of Minnesota is currently in litigation over an adequacy case named *Cruz-Guzman*.

Descriptive Information for Minnesota

Public elementary and secondary education is provided via a financial partnership between the state and local school districts and charter schools. These school districts and charter schools exhibit diversity in terms of enrollment, local property wealth, and expenditure levels, as shown in Table 1 and Table 2.

Minnesota’s public school enrollment has shown slow growth over the last decade but is expected to slowly decline for much of the next decade. Since 2008, two-thirds of this growth has occurred in charter school enrollment. Tables 3 and 4 display the state total enrollment history and projections for the period from 1959-60 to 2024-25.

The state and federal governments share in financial partnership with local districts and charter schools to fund elementary and secondary education. For the 2021-22 school year, the state provided approximately 61 percent of the total costs of elementary and secondary education. Local revenue sources (primarily property taxes and fees for services such as school lunch) provided approximately 25 percent of 2021-22 operating revenues, and the federal government provided approximately 14 percent.

The bulk of state support for elementary and secondary education is distributed to the districts through the general education revenue program, which provides money for the current operating expenditures of the districts. The remaining portion of the state’s appropriation to local districts is provided through special purpose or categorical aids, such as special education aid and local property tax relief aids. The state programs that provide financial aid to Minnesota school districts are described in the following pages.

Table 1: Characteristics of Minnesota Independent School Districts, 2020-2021

Data for school districts only, excludes charter schools*

	Maximum	95th Percentile	Mean	Median	5th Percentile	Minimum	State Total
Average Daily Membership Served and Tuitioned Students	37,301	9,138	2,399	907	189	80	791,776
English Learning Students	9,240	915	188	211	0	0	61,771
	50%	17%	8%	1%	0%	0%	

¹ For further information on the *Skeen* decision, see [Skeen vs. State of Minnesota, The School Finance Lawsuit](#), House Research Department, September 1993.

	Maximum	95th Percentile	Mean	Median	5th Percentile	Minimum	State Total
Students Eligible for Free or Reduced-Price Meals	20,577	2,614	723	238	55	17	237,777
	89%	85%	30%	29%	11%	4%	
Students of Color	26,195	3,719	841	143	17	2	276,820
	100%	65%	35%	15%	5%	2%	
2018 Adjusted Net Tax Capacity per Pupil Unit	\$59,433	\$25,334	\$10,184	\$10,039	\$4,716	\$0**	\$8,036,401,149
Total PK-12 Operating Expenditures per Pupil	\$25,054	\$17,129	\$13,328	\$12,714	\$10,438	\$9,680	\$10,552,623,379
<p>* Two districts, Franconia and Prinsburg, are nonoperating districts, and don't directly serve regular education students and are excluded from this data.</p> <p>** The Pine Point school district exists entirely within the Park Rapids school district and has no tax base.</p> <p>Sources: Minnesota Department of Education Profiles 2020-2021; Research Department, Minnesota House of Representatives</p>							

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Table 2: Characteristics of Minnesota Charter Schools, 2020-2021

	Maximum	95th Percentile	Mean	Median	5th Percentile	Minimum	State Total
Average Daily Membership Served and Tuitioned Students	5,254	1,088	378	226	46	24	64,715
English Learning Students	934	380	84	10	0	0	15,048
	87%	72%	23%	3%	0%	0%	
Students Eligible for Free or Reduced-Price Meals	2,560	540	145	57	0	0	26,153
	100	99%	54%	60%	9%	0%	
Students of Color	2,326	820	235	105	9	0	42,224
	100%	100%	63%	55%	8%	0%	
Total PK-12 Operating Expenditures per Pupil	\$62,274	\$21,691	\$12,493	\$12,969	\$9,024	\$7,222	\$808,469,254
Sources: Minnesota, Department of Education Profiles Data 2019-20; Research Department, MN House of Representatives							

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Table 3: School Enrollment 1959-60 to 2024-25 by School Type

School Year	All Public School (including Charter Students)		Charter Schools		Traditional Nonpublic		Homeschool	
	Adjusted Avg. Daily Membership	Percent Change from Prior Year	Average Daily Membership	Percent Change from Prior Year	Enrollment	Percent Change from Prior Year	Enrollment	Percent Change from Prior Year
1960	1	671,682	NA		158,560	NA		
1961	1	692,136	3.0%		163,253	3.0%		
1962	1	713,461	3.1		167,909	2.9		
1963	1	739,735	3.7		171,968	2.4		
1964	1	768,089	3.8		174,265	1.3		
1965	1	794,304	3.4		173,534	-0.4		
1966	1	818,255	3.0		169,207	-2.5		
1967	1	844,554	3.2		161,523	-4.5		
1968	1	871,510	3.2		150,596	-6.8		
1969	1	899,597	3.2		137,319	-8.8		
1970	1	914,847	1.7		124,934	-9.0		
1971	1	921,957	0.8		118,091	-5.5		
1972		914,018	-0.9		106,392	-9.9		
1973		903,778	-1.1		99,139	-6.8		
1974		893,465	-1.1		94,023	-5.2		
1975		884,648	-1.0		92,128	-2.0		
1976		874,961	-1.1		91,893	-0.3		
1977		856,964	-2.0		91,793	-0.1		
1978		831,250	-3.0		90,919	-1.0		
1979		803,312	-3.4		88,524	-2.6		
1980		772,101	-3.9		90,954	2.7		
1981		751,373	-2.7		91,077	0.1		
1982		729,105	-3.0		91,803	0.8		
1983		710,972	-2.5		92,302	0.5		
1984		700,167	-1.5		92,760	0.5		
1985		695,777	-0.6		92,822	0.1		
1986		699,191	0.5		90,530	-2.5		

School Year	All Public School (including Charter Students)		Charter Schools		Traditional Nonpublic		Homeschool	
	Adjusted Avg. Daily Membership	Percent Change from Prior Year	Average Daily Membership	Percent Change from Prior Year	Enrollment	Percent Change from Prior Year	Enrollment	Percent Change from Prior Year
1987	708,446	1.3			87,208	-3.7		
1988	716,125	1.1			85,043	-2.5	2,322	NA
1989	723,598	1.0			82,165	-3.4	2,900	24.9%
1990	733,338	1.3			80,293	-2.3	3,538	22.0
1991	750,865	2.4			81,262	1.2	4,418	24.9
1992	767,786	2.3			80,743	-0.6	5,086	15.1
1993	785,072	2.3	47	NA	81,631	1.1	6,149	20.9
1994	799,285	1.8	615	1,208.5%	81,697	0.1	7,671	24.8
1995	812,582	1.7	1,046	70.1	83,435	2.1	9,135	19.1
1996	827,588	1.8	1,494	42.8	84,278	1.0	10,519	15.2
1997	838,336	1.3	2,138	43.1	83,955	-0.4	12,145	15.5
1998	845,117	0.8	3,292	54.0	85,122	1.4	13,081	7.7
1999	851,729	0.8	4,991	51.6	85,988	1.0	13,638	4.3
2000	852,675	0.1	7,526	50.8	88,502	2.9	14,906	9.3
2001	854,042	0.2	9,199	22.2	89,680	1.3	15,249	2.3
2002	851,536	-0.3	10,170	10.6	4 84,538	-5.7	15,510	2.4
2003	835,217	-1.9	11,998	18.0	89,944	6.4	16,519	5.8
2004	2 829,832	-0.6	13,948	16.3	86,513	-3.8	17,533	6.1
2005	825,843	-0.5	17,121	22.7	86,956	0.5	17,135	-2.3
2006	826,542	0.1	20,306	18.6	82,258	-5.4	17,334	1.2
2007	827,197	0.1	23,588	16.2	4 79,200	-3.7	5 17,621	1.7
2008	823,755	-0.4	27,753	17.7	81,598	3.0	5 15,256	-13.4
2009	821,021	-0.3	31,687	14.2	79,793	-2.2	5 15,653	2.6
2010	821,923	0.1	34,463	8.8	77,121	-3.3	5 17,036	8.8
2011	823,347	0.2	36,087	4.7	74,384	-3.5	5 16,523	-3.0
2012	825,049	0.2	37,958	5.2	72,458	-2.6	5 16,081	-2.7
2013	831,692	0.8	40,856	7.6	70,715	-2.4	5 17,129	6.5
2014	837,630	0.7	43,237	5.8	68,521	-3.1	5 17,451	1.9

School Year	All Public School (including Charter Students)		Charter Schools		Traditional Nonpublic		Homeschool		
	Adjusted Avg. Daily Membership	Percent Change from Prior Year	Average Daily Membership	Percent Change from Prior Year	Enrollment	Percent Change from Prior Year	Enrollment	Enrollment	Percent Change from Prior Year
2015	845,512	0.9	47,439	9.7	67,992	-0.8	5	18,085	3.6
2016	852,384	0.8	50,390	6.2	66,188	-2.7	5	18,772	3.8
2017	861,624	1.1	53,582	6.3	67,614	2.2	5	19,432	3.5
2018	868,951	0.9	56,060	4.6	65,785	-2.7	5	18,988	-2.3
2019	873,021	0.5	58,904	6.1	65,638	-0.2	5	19,228	1.3
2020	874,998	0.2	61,813	4.9	65,657	0.0	5	20,701	7.7
2021	855,729	-2.2	64,643	4.6	66,138	0.7	5	30,955	49.5
2022	3 874,991	2.3	3 68,595	6.1	69,971	5.8	5	27,801	-10.2
2023	3 873,423	-0.2	3 71,763	4.6					
2024	3 869,349	-0.5	3 75,315	4.9					
2025	3 863,738	-0.6	3 79,045	5.0					
2026	3 862,874	-0.1	3 82,997	5.0					
2027	3 862,011	-0.1	3 87,147	5.0					
2028	3 861,149	-0.1	3 91,504	5.0					
2029	3 860,288	-0.1	3 96,080	5.0					

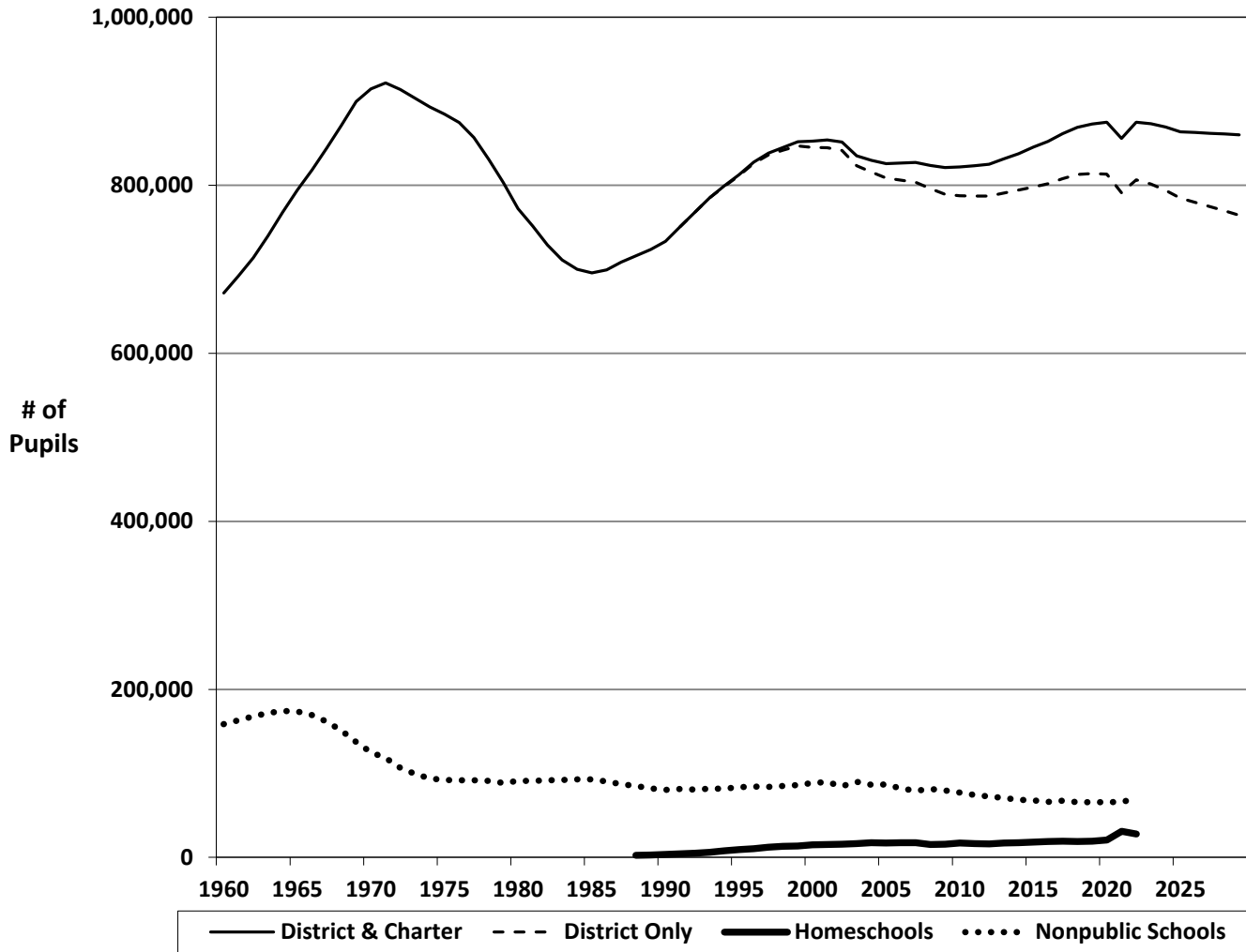
Notes:

1. Fall enrollment count.
2. A large portion of the enrollment decline shown between 2003 and 2004 results from the limit on average daily membership to not more than 1.0.
3. Estimated.
4. Department of Education officials suspect significant under-reporting of nonpublic pupil count for 2001-02 and 2006-07 school years by nonpublic schools.
5. Minnesota Department of Education Homeschool Enrollment by Compulsory Attendance Count. All ages compliant and noncompliant; 2012 to 2022.

Source: Pupil Unit Estimates, Minnesota Department of Education

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**Table 4: Minnesota School Enrollment
1960 to 2021 Actual; 2022 to 2029 Estimated**



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School Finance Terminology

The following terms and concepts are essential to understand Minnesota's school finance program.

Adjusted Marginal Cost Pupil Units (AMCPU): The counts of pupils used for most school funding formulas through fiscal year 2014 and replaced by "adjusted pupil units" for fiscal year 2015 and later. The count is adjusted (meaning students actually served by the district), marginal (the greater of the current year's count, or 77 percent of current year's count and 23 percent of the previous year's count), and weighted by grade level (pupil units).

Adjusted Net Tax Capacity (ANTC): The net tax capacity of a school district as divided by the sales ratio. The purpose of the sales ratio adjustment is to neutralize the effect of different assessment practices among the taxing jurisdictions of the state.

Adjusted Pupils Units: Beginning in fiscal year 2015, adjusted pupil units, or adjusted weighted average daily membership, is the primary pupil count used in school-funding formulas. The count is weighted by grade level (.55 for half-day kindergarten, 1.0 for full-day kindergarten and elementary grades, and 1.2 for secondary grades) and "adjusted" to reflect students served.

Aid Entitlement: 100 percent of the state aid due a school district for a fiscal year, regardless of when the aid is actually received by the school district.

Appropriation: Amount of state aid paid to a school district during a fiscal year. The appropriation consists of a portion of the aid entitlement for the current year (for fiscal year 2023 this is 90 percent) and the remaining cleanup payments owed by the state to the school district for the previous fiscal year (10 percent).

Average Daily Membership (ADM): The sum for all pupils of the number of days in the district's school year that each pupil is enrolled, divided by the number of days the schools are in session.

Categorical Aid: Funds paid by the state to school districts and designated for specific purposes, such as transportation, special education for disabled children, and career and technical education. Categorical aids are relatively minor compared to general education revenue, the main school district funding stream.

Elementary Sparsity Revenue: Revenue available to small, sparsely populated school districts. Elementary sparsity revenue is part of general education revenue. To qualify for elementary sparsity revenue, a district must have an elementary school that is at least 19 miles from the next nearest elementary school and have an average of 20 or fewer students per elementary grade.

Equalizing Factor: For school funding formulas that are a mix of state aid and local property taxes, the "equalizing factor" is a way of calculating the local levy share. The equalizing factor is usually specified as a fixed number in statute, which, if a district's tax base per pupil is lower

than this amount, is used as the denominator to determine the local levy share. The equalizing factor is intended to partially equalize tax rates among school districts based on each district’s property tax base per pupil. The lower the district’s tax base per pupil, the lower the levy ratio, and the higher the state aid. Currently, many other school funding program formulas have statutorily fixed equalizing factors ranging from very generous to very small amounts of state aid.

Fiscal Year: A 12-month period between settlements of financial accounts. The fiscal year for the state and school districts runs from July 1 through June 30 and is identified by the calendar year in which it ends. For example, fiscal year 2023 runs from July 1, 2022, through June 30, 2023. A fiscal year is interchangeable with a school year for school finance purposes. For example, fiscal year 2023 is equivalent to the 2022-23 school year.

Formula Allowance: The dollar amount per pupil unit used to calculate each district’s basic general education revenue—the “front end” of the formula. The formula allowance for fiscal year 2023 is \$6,863. This amount changes either because (1) the total funding is increasing or (2) existing separate formulas are “rolled in” to the general formula or funding for specific programs are “rolled out” of the general formula and into a separate formula.

Table 5: General Education Formula Increases 1989 to 2023
(\$ per Pupil Unit)

Fiscal Year	General Ed Formula Allowance	Statutory Dollar Increase in Formula	Formula Increase Adjusted for Roll-ins and Roll-outs & pupil weight changes	% Increase for Adjusted Formulas	Biennial Adjusted Formula Increases Over Previous Biennium
2023	\$6,863	\$135	\$135	2.0%	4.45%
2022	\$6,728	\$161	\$161	2.45%	
2021	\$6,567	\$129	\$129	2.0%	4%
2020	\$6,438	\$126	\$126	2.0%	
2019	\$6,312	\$124	\$124	2.0%	4%
2018	\$6,188	\$121	\$121	2.0%	
2017	\$6,067	\$119	\$119	2.0%	4%
2016	\$5,948	\$117	\$117	2.0%	
2015	\$5,831	\$529	\$105	2.0%	3.5%
2014	\$5,302	\$78	\$78	1.5%	
2013	\$5,224	\$50	\$50	1.0%	2.0%
2012	\$5,174	\$50	\$50	1.0%	
2011	\$5,124	\$0	\$0	0.0%	0.0%

Fiscal Year	General Ed Formula Allowance	Statutory Dollar Increase in Formula	Formula Increase Adjusted for Roll-ins and Roll-outs & pupil weight changes	% Increase for Adjusted Formulas	Biennial Adjusted Formula Increases Over Previous Biennium
2010	\$5,124	\$0	\$0	0.0%	
2009	\$5,124	\$50	\$50	1.0%	3.0%
2008	\$5,074	\$100	\$100	2.0%	
2007	\$4,974	\$181	\$191	4.0%	8.1%
2006	\$4,783	\$182	\$182	4.0%	
2005	\$4,601	\$0	\$0	0.0%	0.0%
2004	\$4,601	\$0	\$0	0.0%	
2003	\$4,601	\$533	\$104	2.6%	5.3%
2002	\$4,068	\$104	\$104	2.6%	
2001	\$3,964	\$224	\$157	4.2%	9.2%
2000	\$3,740	\$210	\$167	4.7%	
1999	\$3,530	-\$51	\$79	2.2%	4.4%
1998	\$3,581	\$76	\$76	2.2%	
1997	\$3,505	\$300	\$0	0.0%	1.8%
1996	\$3,205	\$55	\$55	1.7%	
1995	\$3,150	\$100	\$0	0.0%	0.0%
1994	\$3,050	\$0	\$0	0.0%	
1993	\$3,050	\$0	\$0	0.0%	3.3%
1992	\$3,050	\$97	\$97	3.3%	
1991	\$2,953	\$115	\$115	4.1%	7.2%
1990	\$2,838	\$83	\$83	3.0%	
1989	\$2,755	—	—	—	

Notes to Formula Adjustments

In 2015: The \$529 increase included a pupil weight adjustment of \$424 to account for lower pupil weights and other changes to the general education program.

In 2003: The \$533 increase included a \$415 roll-in of referendum revenue and a \$14 roll-in of assurance of mastery revenue

In 2001: The \$224 increase was reduced by the \$67 roll-in of cooperation revenue

In 2000: The \$210 increase was reduced by the \$43 roll-in of graduation rule revenue

In 1999: The \$51 decrease was offset by the restoration of \$130 for training and experience revenue

In 1997: The \$300 increase was offset by reductions in training and experience and transportation funding

In 1995: For most school districts, the \$100 increase was offset by a corresponding reduction in referendum revenue

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General Education Aid: Funds paid by the state to school districts as part of the general education revenue program and permitted to be used for any operating expense.

General Education Levy: Portion of general education revenue received through the property tax. For fiscal years 2003 through 2012, there was no general education levy. A modified form of the general education levy was reinstated in fiscal year 2013 under the name “student achievement levy.” The 2015 Legislature repealed this levy beginning in fiscal year 2019.

General Education Tax Rate: The tax rate that when multiplied by the adjusted net tax capacity of all districts, raises the dollar value specified in statute. Prior to levies made in 1985, the legislature set the tax rate instead of the total dollar value that was to be raised. The general education tax rate equaled zero for fiscal years 2003 (taxes payable in 2002) through 2014. The general education tax rate (student achievement tax rate) was 0.30 percent for fiscal year 2017, 0.16 for fiscal year 2018, and was eliminated for fiscal year 2019 and later.

General Education Revenue: General education revenue is the primary formula for providing general operating funds to school districts and charter schools and is composed of basic general education revenue; extended time revenue; declining pupil revenue; local optional revenue; gifted and talented revenue; basic skills revenue, including EL and compensatory revenue; elementary and secondary sparsity revenue; transportation revenue; operating capital; equity revenue; small schools revenue; pension adjustment reserve; and transition revenue.

Levy: A tax imposed on property. The amount of property taxes that a school board may levy is limited by statute. Each autumn, the Minnesota Department of Education computes the exact amounts of the limits on the permitted levies for each district. For levies based on adjusted tax capacity, the previous year’s adjusted tax capacity value is used. Each year, school boards hold truth-in-taxation hearings, vote on how much of their maximum they want to levy, and “certify” that amount to the county auditor. Most districts certify the maximum levy possible. A levy certified in the late fall by the school board is collected by the county from the taxpayers in the calendar year beginning the following January. (See Table 81 on page 132 for an illustration of the relationship among the years for valuation, certification, collection, and use of levies.)

Net Tax Capacity (NTC): This value is derived by multiplying the taxable market value of each parcel by the appropriate class (use) rate for that parcel. Class rates for taxes payable in 2015 and later range from 0.45 percent on certain homesteads owned by disabled persons (residential homesteads with market values of less than \$500,000 are subject to a class rate of 1 percent) to 2 percent for most commercial/industrial property.

Nonresident School District: A district other than the student’s district of residence that provides educational services to the student (same as serving school district for funding purposes).

Pupil Units: A weighted count of pupils in ADM used in the calculation of state aid and local tax levies.

Resident District: The district where the student’s parent or guardian lives.

Serving School District: The district providing educational services to a student.

Secondary Sparsity Revenue: Revenue paid to small, sparsely populated school districts. The secondary sparsity revenue formula takes into account the secondary enrollment, the distance between high schools, and the geographic area of the district. Secondary sparsity revenue is a component of the general education revenue program.

Tax Capacity Percentages (class rates): Statutory classification percentages that are applied to market values to vary property tax by class of property.

Tax Capacity Rate: The rate arrived at by dividing each district's levy amount by the district's net tax capacity. Tax capacity rate replaces the term "mill rate."

Transportation Sparsity Revenue: Component of the general education revenue program used to provide additional revenue to school districts that have a relatively low ratio of pupils to the square mile area of the school district.

Uniform Financial Accounting and Reporting Standards (UFARS): Rules and instructions adopted under legislative mandate to govern the methods by which school districts record financial transactions and inform the Department of Education and public about their finances.

The following is a list of acronyms that are commonly used when discussing education issues.

Table 6: Education Acronyms

Acronym	Name	Meaning/Use
ADM	Average Daily Membership	Count of resident students attending public school
ANTC	Adjusted Net Tax Capacity	Taxable tax base adjusted by the sales ratio
APU	Adjusted Pupil Units	Weighted count of students actually served by a public school (adjusted average daily membership) used to compute most education revenue amounts
EBD	Emotional Behavioral Disorder	Condition characterized by an established pattern of behavior that may include such things as severely aggressive or impulsive behaviors
ECFE	Early Childhood Family Education	School district operated programs designed to provide parenting skills and early learning opportunities for children five years of age and younger
EL	English Learner	Students who are not yet proficient in the English language
ESSA	Every Student Succeeds Act	2015 federal law reauthorizing the Elementary and Secondary Education Act (ESEA), replacing the No Child Left Behind (NCLB) Act
HSGI	High School Graduation Incentive Program	Alternative program for students who are not succeeding in a traditional academic setting
IDEA	Individual with Disabilities Education Act	Federal law governing many special education procedures

Acronym	Name	Meaning/Use
IEP	Individualized Education Program	Plan developed by school officials and student's parent or guardian to address educational needs of a special education pupil
K-12	Kindergarten through Grade 12	Grades generally served by public schools; shorthand for elementary and secondary education, sometimes also referred to as E-12 and PreK-12
LD	Specific Learning Disability	Condition within the student affecting learning, relative to potential, manifested by interference with learning
LRE	Least Restrictive Environment	Special education term that refers to the requirement that a special education student must be kept in the most mainstreamed program possible
NTC	Net Tax Capacity	Taxable tax base most levies are spread against
PELRA	Public Employee Labor Relations Act	Laws governing collective bargaining for Minnesota's public employees
PK	Prekindergarten	Students not yet enrolled in kindergarten
PSEO	Postsecondary Enrollment Options Program	Choice program allowing certain 10th grade students and 11th and 12th grade students to attend postsecondary institutions
SR+	School Readiness Plus	School readiness program for four-year-old students operated by school districts and charter schools (similar to VPK)
T&E	Training and Experience	Former category of the general education funding program that generated additional revenue for additional levels of teacher training and experience
WADM	Weighted Average Daily Membership	Count of pupils formerly used in some education funding formulas
VPK	Voluntary Prekindergarten	School readiness program for four-year-old students operated by school districts and charter schools

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Property Tax System Terminology

In order to understand education finance, it is important to be familiar with Minnesota's property tax terminology and its two types of property tax bases that are used to compute and spread school district levies.

Tax Base Terms

Market Value: Each individual parcel of property is valued by an assessor. This value is referred to as estimated market value. Estimated market value is the value, as the name implies, that the property would bring in a sale on the open market.

Taxable Market Value: For homes with a value under \$413,800, state law excludes a portion of each home's market value for property tax purposes. For homes valued at \$76,000 or less, 40 percent of the value is excluded from taxable market value. As the value of the home increases, the exclusion is phased out. A home with a value in excess of \$413,800 receives no exclusion. Each property's taxable market value is its estimated market value less its homestead market value exclusion.

Referendum Market Value: Referendum market value is the taxable market value of all taxable property in the school district excluding two classes of property; seasonal recreational properties, and agricultural lands. School taxes for the local share of the operating referendum, local optional revenue, equity revenue, and transition revenue are computed and spread against referendum market value. All other school levies are calculated and spread on various versions of net tax capacity.

Net Tax Capacity (NTC): The legislature has established class rates for different types of property (e.g., homestead, commercial, residential, rental, etc.), and the assessor applies the appropriate class rate to the taxable market value of each parcel of property. The resulting value is called tax capacity or net tax capacity. Tax capacity is the value of the property that the property taxes will be levied against for all school funding formulas, except for the levy share of operating referendum revenue, local optional revenue, equity revenue, and transition revenue (which are levied against the referendum market value of the school district).

Sales Ratio: A sales ratio is a statistical measure prepared by the Department of Revenue that measures the difference between the actual sale prices of property and the assessor's market values on those properties. The purpose of the sales ratio is to neutralize the effect of different assessment practices among the taxing jurisdictions of the state. The sales ratio is divided into the taxable value (net tax capacity) to obtain the adjusted tax capacity of a school district.

Adjusted Net Tax Capacity (ANTC): School funding formulas that are spread on net tax capacity are generally calculated using adjusted net tax capacity. Adjusted net tax capacity is the net tax capacity of the district divided by its sales ratio.

Calculating and Paying School Taxes

Tax Rates: The property taxes levied against each parcel of property are computed by the county auditor, who adds up the total dollars of property tax levied by each local unit of government and determines what rate of taxation needs to be applied to the tax capacity of the taxing jurisdictions in order to raise that dollar amount. The rate of taxation is called the tax rate. A net tax capacity tax rate is expressed as a percentage of taxable value. A 50 percent tax rate, therefore, raises \$50 for each \$100 of taxable value (tax capacity). A similar tax rate is calculated for tax levies spread on referendum market value.

Tax Statement: The property taxpayer receives a statement listing the total tax rate levied by each taxing jurisdiction (school district, county, and city or township) and the total dollar amount of taxes owed. A preliminary version of this statement, called the Notice of Proposed Property Taxes, is sent out in November each year. The final version is sent out the following spring.

Payment of Property Taxes: The taxpayer makes two payments to the county treasurer for the total taxes owed for all jurisdictions, and the county treasurer then forwards the remitted amounts to the appropriate taxing jurisdiction (city, county, or school district).

Counting Students

Minnesota funds the majority of its K-12 programs on a rather involved count of the number of students attending each public school. For fiscal year 2015 and later, for most funding programs, the pupil count, known as adjusted pupil units, is used to determine school revenue amounts. This count does not include homeschool or traditional nonpublic students.

Determining Pupil Units

There are three steps involved in calculating the student count, called adjusted pupil units, which are used in most of the K-12 funding formulas.

- 1) **Average Daily Membership (ADM):** Students are counted in average daily membership. Average daily membership is the count of resident students in the district for the full school year. A “resident” student means a student who lives in that school district and attends a school district, charter school, or other public K-12 education program. Students that are present for only part of the year are prorated for their time attending the school. Excused absences from school (for things such as illness, etc.) do not reduce a school district’s ADM.
- 2) **Adjusted Pupils or Adjusted Average Daily Membership (AADM):** The ADM student count is adjusted to reflect only the students actually served by the district. Each district’s pupil count is reduced by the number of students leaving the district to attend a charter school or through open enrollment and increased by the number of students entering the district from another district.
- 3) **Adjusted Pupil Units:** Each student is weighted by grade level according to the weights listed in Table 7. The different weights are intended to reflect differing educational costs across the grade levels.

Other Pupil Counts

There are a variety of other counts used for select school finance formulas. The following is a brief list of these counts.

Resident Pupil Units or Weighted Average Daily Membership (WADM): For fiscal year 2015 and later, for purposes of calculating a school district’s operating referendum revenue aid and levy shares, resident pupil units or WADM are used. This count is the same as the adjusted pupil units except that it is based on resident pupils, instead of pupils served by the school district.

Enrollees: Student enrollment is based on the count of students as of October 1 of the school year. This count of students is used only for a few school formulas, where a site count is necessary, such as the alternative compensation revenue calculation. Enrollment counts are also used as the denominator for formulas such as compensatory revenue, where the

numerator is based on free and reduced lunch counts, which are taken as part of the October 1 census data.

Pupil Weights

Pupils are weighted by grade level. The following table shows the weights by grade. Pupil units, called actual pupil units or weighted average daily membership (WADM), are equal to the number of full-time pupils times the appropriate pupil unit weight by grade.

Table 7: Enrollment Weights by Grade

Fiscal Year(s)	Prekindergarten and Kindergarten Disabled Weight*	Voluntary Prekindergarten Weight	Half-day Kindergarten Weight	Full-day Kindergarten Weight	Grades 1-3 Weight	Grades 4-6 Weight	Secondary Weight
2017 and later	Hours served	0.60**	.550	1.00	1.00	1.00	1.20
2015 and 2016	Hours served	NA	.550	1.00	1.00	1.00	1.20
2008 to 2014	Hours served	NA	.612	.612	1.115	1.06	1.30
2000 to 2007	Hours served	NA	.557	.557	1.115	1.06	1.30
1995 to 1999	Hours served	NA	.530	.530	1.06	1.06	1.30
1994	Hours served	NA	.515	.515	1.03	1.03	1.30
1992 to 1993	Hours served	NA	.500	.500	1.00	1.00	1.30
1990 to 1991	Hours served	NA	.500	.500	1.00	1.00	1.35

* The prekindergarten disabled pupil weight equals the ratio of the actual hours served to 825 times 1.25, limited to minimum of 0.28 and a maximum of 1.25. The kindergarten disabled weight equals the ratio of the actual hours served to 875, but not more than 1.0.

** The voluntary prekindergarten weight applies only to specifically approved programs. The maximum weight is 0.60 regardless of the maximum hours of service. A program must provide at least 350 hours of service to receive the minimum weight of 0.412. The funding was first available for fiscal year 2017.

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For fiscal years 1994 to 2014, the additional kindergarten (above .50) and elementary pupil weights (above 1.0) provided reserved revenue that had to be set aside to reduce elementary class sizes. For fiscal year 2015 and later, a school must reserve \$299 per kindergarten pupil and \$459 per pupil for all other elementary grades for class size reduction efforts.

General Education Revenue

Elementary and secondary schools receive the bulk of their general operating funds from the state through the general education revenue program. General education revenue is provided mainly through state aid payments, but within the general education program, there are equalized levies for operating capital, equity revenue, and transition revenue.

Components of General Education Revenue

The general education revenue funding formula is the primary source of general operating funds for school districts. Statewide, approximately two-thirds of school districts' total revenue comes from the general education program. Each school district's general education revenue is the sum of the components shown in Table 8. The table shows each general education revenue component name, revenue amount, and the number of districts eligible for the revenue for that year.

**Table 8: General Education Revenue Components
Excluding Referendum Revenue
Estimated for Fiscal Year 2023**

General Education Revenue Component		All Revenue (District and Charter)	Number of Eligible Districts	Charter School Revenue Only	Est. Number of Eligible Charters*
1	Basic Education Revenue (Formula Allowance)	\$6,519,425,000	329/329	\$531,236,000	178/178
2	Extended Time Revenue	57,904,000	147/329	249,000	39/178
3	Gifted and Talented	12,349,000	329/329	1,006,000	178/178
4	Small Schools Revenue	16,562,000	162/329	0	0/178
5	Declining Enrollment Revenue	17,518,000	175/329	3,108,000	49/178
6	Local Optional Revenue	630,476,000	328/329	0	0/178
7a	Basic Skills Revenue (compensatory)	481,970,000	328/329	100,708,000	178/178
7b	Basic Skills Revenue (English learner)	60,056,000	229/329	13,798,000	112/178
8	Sparsity Revenue (elementary and secondary)	29,947,000	99/329	2,463,000	178/178
9	Operating Capital Revenue	215,294,000	329/329	17,543,000	178/178
10	Transportation Sparsity Revenue	78,989,000	309/329	1,908,000	73/178
11	Equity Revenue	108,493,000	329/329	8,841,000	178/178
12	Transition Revenue	29,205,000	198/329	2,502,000	35/329

General Education Revenue Component		All Revenue (District and Charter)	Number of Eligible Districts	Charter School Revenue Only	Est. Number of Eligible Charters*
13	Pension Adjustment Revenue	70,098,000	329/329	5,595,000	170/178
14	Options Adjustments	5,208,000	79/329	433,000	123/178
	Total General Education Revenue	\$8,333,496,000		\$689,392,000	

* As of June 30, 2022, 178 charter schools and 329 school districts were reporting estimated pupils for the 2022-23 school year.

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Minnesota’s school districts and charter schools use general education revenue to pay for the operating expenses of the district including employee salaries, employee benefits, and supply costs.

General education revenue, except for the portion of revenue attributable to compensatory revenue, which must be passed through to each school site, is provided to school districts, and each local school board determines how to allocate that money among school sites and programs, subject to certain legislative restrictions.

1. Basic Education Revenue

Basic education revenue for each district equals the product of the formula allowance multiplied by the adjusted pupil units for the school year. The basic formula allowance is \$6,863 for fiscal year 2023 and later.

(Minn. Stat. § 126C.10, subd. 2)

Table 9: Basic Education Formula Allowances

School Year	Formula Allowance
2022-23	\$6,863
2021-22	6,728
2020-21	6,567
2019-20	6,438
2018-19	6,312
2017-18	6,188

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2. Extended Time Revenue

Beginning in fiscal year 2004, school districts are prohibited from counting a student as more than 1.0 in average daily membership (ADM). Prior to this, a student could be counted in excess of 1.0 if the student was participating in a learning year program. A learning year program may include extended day, extended week, summer school programming, or an independent study program. The 1987 Legislature eliminated funding for summer school when it replaced the foundation aid program with the general education revenue program. During the 1990s, many school districts started using the learning year program as a method to fund summer school programs. The growth in learning year pupils was quite significant. The 2003 Legislature adopted a provision that limits a student's annual average daily membership to 1.0.

The extended time revenue program allows a school district to count a student who participates in extended programming for up to an additional 0.2 students in ADM for the time the student spends in extended day, extended week, summer school, or other additional programming authorized by the learning year program. This additional ADM counts only for purposes of generating extended time revenue. The extended time revenue allowance is \$5,117. For charter schools offering extended time services per pupil extended time revenue equals 25 percent of the district average amount for that year.

(Minn. Stat. § 126C.10, subd. 2a)

$$\text{School District Extended Time Revenue} = \$5,117 \times \text{the district's extended time adjusted pupil units}$$

3. Gifted and Talented Revenue

A school district receives \$13 per pupil unit for gifted and talented programming. The revenue must be reserved and spent only to:

- 1) identify gifted and talented students;
- 2) provide education programs for gifted and talented students; or
- 3) provide staff development to prepare teachers to teach gifted and talented students.

$$\text{Gifted and Talented Revenue} = \$13 \times \text{Adjusted Pupil Units}$$

(Minn. Stat. § 126C.10, subd. 2b)

4. Small Schools Revenue

A school district (but not a charter school) that serves less than 960 pupil units is eligible for small schools revenue equal to \$544 times the district's adjusted pupil units, times the ratio of 960 less the district's adjusted pupil units to 960.

(Minn. Stat. § 126C.10, subd. 2c)

5. Declining Enrollment Revenue

A district's declining enrollment revenue equals the greater of zero or 28 percent of the formula allowance for that year and the difference between adjusted pupil units for the current year and the adjusted pupil units for the previous year.

(Minn. Stat. § 126C.10, subd. 2d)

6. Local Optional Revenue

A school district's local optional revenue equals \$724 per pupil unit. Local optional revenue is available to school districts only and is not available to charter schools.

Local optional revenue consists of two tiers, the first tier of \$300 per pupil, is equalized at \$880,000 per pupil (the same equalizing factor that existed when this tier was included in operating referendum revenue). The second tier, \$424 per pupil, is equalized at \$548,842 per pupil for fiscal year 2023 and \$510,000 for fiscal year 2024 and later. For fiscal year 2021 and later, there is no longer any connection between local optional revenue and operating referendum revenue.

(Minn. Stat. §§ 126C.10, subd. 2d; 126C.17)

7. Basic Skills Revenue

Basic skills revenue consists of compensatory revenue and English learner (EL) revenue.

Compensatory Revenue. The vast majority of basic skills revenue is generated by the compensatory revenue formula. Compensatory revenue is site-based revenue. The revenue is calculated based on the characteristics of each school site, and at least 50 percent of the revenue must be distributed to qualifying programs at each site. Compensatory revenue must be used to meet the educational needs of pupils whose progress toward meeting state or local content or performance standards is below the level that is appropriate for learners of their age.

Eligible uses of compensatory revenue include the following:

- providing direct instructional services under the assurance of mastery program
- providing remedial instruction in reading, math, and other core curriculum
- adding teachers and teacher aides to provide more individualized instruction
- lengthening the school day, week, or year (including summer school)
- providing staff development consistent with each site's site plan
- purchasing instructional materials and technology
- implementing programs to reduce truancy, encourage graduation, and provide a safe and secure learning environment
- providing bilingual, bicultural, and EL programs
- providing all-day kindergarten

- providing parental involvement programs

Compensatory revenue must be reserved in a separate account, and each district must produce an annual report describing how compensatory revenue has been spent at each site within the district.

The compensatory revenue increases as the number of compensatory pupil units goes up, which is driven by the number of free and reduced lunch students as well as the percentage of such students at the school site. A higher percentage concentration of free and reduced price lunch students leads to a higher count of compensatory pupil units.

Compensatory Pupil Units. Compensatory revenue is provided to school sites through the compensatory revenue component of the general education formula based on the number of students at the site eligible for free or reduced price meals. The formula is often referred to as a concentration formula because as the concentration of students eligible for free or reduced price meals increases, the compensatory revenue per compensatory pupil also increases.

Compensatory pupils are counted and calculated at the site where the students are being educated. A pupil is counted as a compensatory pupil if the pupil is eligible for free or reduced price meals. Eligibility for free and reduced price meals is set by the federal government at 130 percent and 185 percent of the federal poverty guidelines, respectively (for fiscal year 2023, these percentages limited yearly income for a family of four to not more than \$36,075 and \$51,338). The compensatory pupil count is conducted during the fall at each school site. In addition to parent-reported income data, school districts may also qualify students through “direct match” with income information held by the state for participants in certain public assistance programs such as SNAP (the Supplemental Nutrition Assistance Program).

Compensatory pupil units are calculated for each site as follows:

- 1) Calculate the building concentration factor, which is equal to the ratio of the number of pupils eligible for free lunch plus half of the number of pupils eligible for reduced price meals to the school site’s total enrollment
- 2) Calculate a building weighting factor equal to the lesser of:
 - (a) 1; or
 - (b) the building’s concentration factor divided by .80
- 3) Multiply the compensation pupils calculated in step (1) by the weighting factor calculated in step (2) by .60

The formula that generates compensatory revenue is a concentration formula based on each school building’s count of students that are eligible for free or reduced price meals.

$$\text{Compensatory Pupil Units} = \left(\frac{\text{Free Lunch Students}}{\text{Total Enrollment}} + \left(\frac{.5 \times \text{Reduced Lunch Students}}{\text{Total Enrollment}} \right) \right) \times .6 \times \text{the lesser of:}$$

- (1) one; or
- (2) (free lunch students + (.5 x reduced lunch students)/building ADM)/.8

$$\text{Compensatory Revenue} = (\text{Basic Formula Allowance} - \$839) \times \text{Compensatory Pupil Units}$$

(Minn. Stat. §§ 126C.05, subd. 3; 126C.10, subd. 3; 126C.15)

The following table displays some characteristics of several selected school buildings and the resulting compensatory revenue.

Table 10: Compensatory Revenue Characteristics for Selected School Buildings for the 2022-23 School Year

Dist. No.	District Name	Building Name	Fall 2021 School Enrollment	Pupils Eligible for Free or Reduced Meals	% of Enrollees Eligible	Compensatory Revenue	Compensatory Revenue/ Enrollee
1	Minneapolis	Bethune	266	228	86%	\$815,000	\$3,064
1	Minneapolis	Barton	493	113	23	105,000	213
38	Red Lake	Elementary	520	349	67	1,049,000	2,018
264	Herman	Elementary	46	24	52	47,000	1,033
273	Edina	South View	973	147	15	86,000	88
282	St. Anthony	Sr. High	683	112	16	64,000	94
284	Wayzata	Kimberly Lane	563	28	5	5,000	9
625	St. Paul	Adams	472	180	38	250,000	529
625	St. Paul	Vento	348	290	83	1,010,000	2,903
709	Duluth	East	1,513	213	14	103,000	68
709	Duluth	Myers-Wilkins	329	270	82	960,000	2,917
833	S. Wash.	East Ridge	1,980	161	8	47,000	24
State Average/Total			848,619	267,027	31%	\$460,904,000	\$543

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English Learner (EL) Revenue. Districts receive EL revenue to provide instruction to students with limited English skills. Programs may include bilingual programs or English-as-a-second-language (ESL) programs. Bilingual education programs provide curriculum instruction to students in their native language. ESL program students are taught to read, write, listen, and speak in English. The state has provided funding for EL programs since 1980. In the early 2000s, the maximum number of years that a student could qualify for EL funding was reduced from seven to five years. This limitation was increased to six years for fiscal years 2015 and 2016 and restored to seven years for fiscal year 2017 and later.

There are two parts to the EL portion of basic skills revenue: the first part or basic formula is a set amount per EL pupil; the second part of the EL formula is a concentration formula. A school

district with at least one student eligible for EL services has a statutorily assigned minimum EL pupil count of 20.

$$\text{Basic EL Revenue} = \$704 \times \text{district's EL Pupil Units}$$

$$\text{EL Concentration Pupils} = \text{EL pupils} \times \text{the lesser of:}$$

- (1) 1; or
- (2) (EL pupils/ADM)/.115

$$\text{EL Concentration Revenue} = \$250 \times \text{the district's EL concentration pupils}$$

For four years only, fiscal years 2022 through 2025, an additional \$2 million per year is distributed proportionately across all districts eligible for EL revenue.

(Minn. Stat. §§ 124D.58-124D.65; 126C.10, subd. 3)

Table 11: English Learner Revenue Characteristics for Selected School Districts 2022-23 School Year

Dist. No.	District Name	FY 23 Pupils Served (AADM)	Est. FY 23 English Learners	% English Learner	Total English Learner Revenue	English Learner Revenue per Pupil
	Totals	868,708	64,456	7.4%	\$60,056,000	\$69
	Mpls & St. Paul	63,372	12,000	18.9%	11,448,000	181
	Inner Ring Suburbs	86,403	7,805	9.0%	7,063,000	82
	Outer Ring Suburbs	270,482	13,911	5.1%	11,981,000	44
	Greater MN >2,000	190,528	9,962	5.2%	9,038,000	47
	Greater MN 1,000 to 2,000	91,482	2,162	2.4%	2,133,000	23
	Greater MN <1,000	86,075	1,706	2.0%	2,119,000	25
	Charters	71,957	12,467	17.3%	12,184,000	169
4195	Oshki Ogimaag	25	25	100.0%	23,000	916
4178	Lincoln International	150	120	80.0%	115,000	763
4073	Academia Cesar Chavez	574	303	52.8%	289,000	472
518	Worthington	3,915	1,028	26.3%	981,000	251
13	Columbia Heights	3,297	875	26.5%	835,000	253
347	Willmar	4,109	871	21.2%	831,000	202

Dist. No.	District Name	FY 23 Pupils Served (AADM)	Est. FY 23 English Learners	% English Learner	Total English Learner Revenue	English Learner Revenue per Pupil
625	St. Paul	34,991	8,300	23.7%	7,918,000	226
742	St. Cloud	9,342	2,050	21.9%	1,956,000	209
241	Albert Lea	3,403	288	8.5%	258,000	76
284	Wayzata	12,403	280	2.3%	211,000	17
4098	Nova Classical Academy	1,022	30	2.9%	23,000	23

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8. Sparsity Revenue

Secondary Sparsity Revenue. Secondary sparsity revenue provides additional revenue to geographically large districts that have relatively few secondary pupils. The formula measures sparsity and isolation of the district and then provides additional revenue to the district using an assumption about how many pupil units are necessary to run an acceptable secondary program. The formula assumes that a district with 400 secondary pupils in average daily attendance can provide an acceptable secondary program. Therefore, a district with one high school, no matter how few pupils per square mile it has, will not receive any sparsity aid if the district has a secondary average daily membership (SADM) in excess of 400. In addition, the requirement of large geographic size ensures funding for districts that have few pupils due to geographic isolation and not due to a school board’s reluctance to provide cooperative programming with a neighboring school district.

Secondary sparsity revenue is computed as follows:

$$\begin{aligned}
 & \text{the greater of zero or the lesser of:} \\
 & \text{(a) 1.5; or} \\
 \text{Isolation Index} &= \text{(b)(i) } (\sqrt{.55 \times \text{sq. mile attendance area}}), \text{ plus} \\
 & \text{(ii) miles to next nearest high school, minus} \\
 & \text{(iii) 23,} \\
 & \text{(iv) all divided by 10} \\
 \\
 \text{Secondary Sparsity Revenue} &= \frac{\text{Sparsity Formula Allowance}^2}{\text{Adjusted Pupil Units}} \times \frac{(400 - \text{SADM})}{(400 + \text{SADM})} \times \text{Isolation Index}
 \end{aligned}$$

The isolation index is a numerical representation of the distance from the corner of the district to the secondary school of the district (assuming a nearly square district with the school in the

² The sparsity allowance is the basic formula allowance less \$530.

center of the district which would represent the furthest a student would travel to the resident secondary school) and the miles to the next nearest high school.

(Minn. Stat. § 126C.10, subds. 6 and 7)

Elementary Sparsity Revenue. A school district qualifies for elementary sparsity revenue if it has an elementary school that is located 19 or more miles from the next nearest elementary school and has fewer than 20 pupils per elementary grade. As with secondary sparsity revenue, the more elementary pupils in average daily membership (EADM) attending the school, the lower the elementary sparsity revenue per pupil.

$$\text{Elementary Sparsity Revenue} = \frac{\text{Sparsity Formula Allowance}}{\text{Allowance}} \times \text{EADM} \times \left(\frac{140 - \text{EADM}}{140 + \text{EADM}} \right)$$

(Minn. Stat. § 126C.10, subds. 6 and 8)

Table 14 (page 35) displays characteristics of the sparsest and densest districts in the state.

Sparsity Guarantee. A school district that closes a school facility is eligible for at least as much sparsity revenue as it received in the previous school year. A district that loses sparsity revenue because of a neighboring district's decision to relocate a school is eligible for at least as much sparsity revenue as it received in the previous school year.

(Minn. Stat. § 126C.10, subd. 8a)

9. Operating Capital Revenue

Operating capital revenue replaced two former capital formulas known as equipment revenue and facilities revenue and moved the revenue stream to each district's general fund. Operating capital revenue must be reserved and used for equipment and facility needs. A school board may spend other general fund money for operating capital expenses, but general fund money provided by the operating capital revenue component must be reserved and spent only for eligible equipment and facilities needs.

(Minn. Stat. § 126C.10, subds. 13, 14, 15, and 16)

Revenue Computation. Operating capital revenue equals the sum of \$79 per pupil unit and the product of \$109 per pupil unit and the district's average building age index. The age index is called the maintenance cost index (MCI) and is calculated as follows:

$$\text{Maintenance Cost Index (MCI)} = \frac{\text{Weighted square footage of buildings}}{\text{Unweighted square footage of buildings}}$$

The weighted square footage of each building is equal to the building's square footage times the lesser of:

(a) 1.50; or

(b) the sum of 1.0 + (the age of each building or addition /100)

Operating capital revenue is provided through an equalized aid and levy and is computed as follows:

$$\begin{aligned} \text{Operating Capital Revenue} &= [\$79 + (\text{MCI} \times \$109)] \times \text{Adjusted Pupil Units} \\ \text{Operating Capital Levy} &= \text{Operating Capital Revenue} \times \begin{array}{l} \text{the lesser of:} \\ (1) \text{ one; or} \\ (2) (\text{ANTC}/\text{Adjusted Pupil} \\ \text{Units})/\$23,885 \end{array} \\ \text{Operating Capital Aid} &= \text{Operating Capital Revenue} - \text{Operating Capital Levy} \end{aligned}$$

Eligible Uses. Eligible uses of operating capital revenue include the following:

- acquiring land for school purposes
- acquiring or constructing buildings for school purposes
- renting or leasing buildings, including the costs of building repair or improvement that are part of a lease agreement
- improving and repairing school sites and buildings, and equipping or reequipping school buildings with permanent attached fixtures
- using the revenue for a surplus school building that is used substantially for a public nonschool purpose
- eliminating barriers or increasing access to school buildings for individuals with a disability
- bringing school buildings into compliance with the uniform fire code adopted according to chapter 299F
- removing asbestos from school buildings, encapsulating asbestos, or making asbestos-related repairs
- cleaning and disposing of polychlorinated biphenyls found in school buildings
- cleaning, removing, disposing of, and making repairs related to storing heating fuel or transportation fuels such as alcohol, gasoline, fuel oil, and special fuel, as defined in section 296.01
- performing energy audits for school buildings and for modifying buildings if the audit indicates the cost of the modification can be recovered within ten years
- improving buildings that are leased according to section 123.36, subdivision 10
- paying special assessments levied against school property but not paying assessments for service charges
- paying principal and interest on state loans for energy conservation according to section 216C.37 or loans made under the northeast Minnesota Economic Protection Trust Fund Act according to sections 298.292 to 298.298
- purchasing or leasing interactive telecommunications equipment
- paying principal and interest payments on certain debt obligations

- paying capital expenditure equipment-related assessments of any entity formed under a cooperative agreement between two or more districts
- purchasing or leasing computers and related materials, copying machines, telecommunications equipment, and other noninstructional equipment
- purchasing or leasing assistive technology or equipment for instructional programs
- purchasing textbooks
- purchasing and replacing library books
- purchasing or leasing vehicles
- purchasing or leasing telecommunications equipment; computers hardware, software, and any associated annual licensing fees; and related equipment for integrated information management systems
- paying personnel costs directly related to the acquisition, operation, and maintenance of telecommunications systems, computers, related equipment, and network and applications software
- paying the costs directly associated with closing a school facility, including moving and storage costs

10. Transportation Sparsity Revenue

A compromise agreement reached during the 1995 Special Session and affirmed by the 1997 Legislature led to the elimination of the basic transportation funding formulas. In their place, \$170 was added to the basic formula allowance; a new component called transportation sparsity revenue was added to the general education revenue program; and a portion of transition revenue was designed to soften the impact of the funding changes. Transportation sparsity revenue may be used for any general operating purpose. A district is not required to use transportation sparsity revenue for pupil transportation expenses. Beginning in fiscal year 2018, transportation sparsity revenue includes an adjustment based on each district's actual unreimbursed transportation costs incurred during the previous year.

Transportation sparsity revenue is computed as follows:

$$\begin{aligned} \text{Transportation Revenue} &= (1) \text{ Transportation Sparsity Allowance} \times \text{Adjusted Pupil Units} \\ &+ (2) 18.2\% \text{ of the districts' unreimbursed costs of to and from school} \\ &\quad \text{transportation} \end{aligned}$$

The following steps are necessary to compute a district's transportation sparsity allowance:

$$\text{Density Index} = \frac{\text{square mile area of the district}}{\text{Adjusted Pupil Units}} \quad \left. \vphantom{\frac{\text{square mile area of the district}}{\text{Adjusted Pupil Units}}} \right\} \text{ but not less than .005 or more than .2}$$

$$\begin{aligned} \text{Sparsity Index} &= \text{the greater of:} \\ &\quad (a) .2; \text{ or} \\ &\quad (b) \frac{\text{square mile of the district}}{\text{Adjusted Pupil Units}} \end{aligned}$$

$$\text{Transportation Sparsity Allowance} = \frac{\text{(Basic Formula Allowance)} \times .141}{\text{(Basic Formula Allowance)}} \times (\text{Sparsity Index}^{26/100}) \times (\text{Density Index}^{13/100}) - \frac{\text{(Basic Formula Allowance)} \times .0466}{\text{(Basic Formula Allowance)}}$$

(Minn. Stat. § 126C.10, subds. 17 and 18)

11. Equity Revenue

The equity revenue formula consists of three parts: basic equity revenue; low referendum equity revenue; and a supplemental equity amount equal to \$50 per pupil unit. Equity revenue is designed to provide additional revenue to districts with lower amounts of referendum revenue. To calculate equity revenue, the state is divided into two regions: a seven-county metro region and a greater Minnesota (nonmetro) region. Equity revenue is calculated separately for districts within each of the two regions.

(Minn. Stat. § 126.10, subds. 24 to 30)

Basic Equity Revenue. Basic equity revenue equals the product of: (1) 125 percent; (2) \$14 plus the product of \$80 and the district’s equity index; and (3) the district’s adjusted pupil units for that year. A school district equity index equals one minus the ratio of the sum of the district’s per pupil basic formula allowance, local optional revenue, and referendum revenue to the per pupil amount for the district at the 95th percentile in that region. School districts located in cities of the first class (Minneapolis, St. Paul, and Duluth) as of July 1, 1999, do not receive basic equity revenue.

For fiscal year 2022, the 5th and 95th percentiles for the equity regions are estimated as follows:

Table 12: Equity Revenue Percentiles
Fiscal Year 2022

	5th	95th
Rural	\$7,163	\$9,094
Metro	\$7,174	\$9,153

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Low Referendum Revenue. A school district that has per pupil referendum revenue less than 10 percent of the statewide average amount of per pupil referendum revenue (\$952 for fiscal year 2023) receives an additional equity amount equal to the lesser of \$100,000 or the difference between 10 percent of the statewide average referendum revenue and the district’s current amount of referendum revenue.

Supplemental Equity Revenue. All school districts receive supplemental equity revenue equal to \$50 per pupil unit.

Equity Aid and Levy. A district's total equity revenue is equalized on referendum market value using an equalizing factor of \$510,000.

12. Transition Revenue

Transition revenue provides school districts with a partial grandfather or hold-harmless due to the 2003 Legislature's changes to general education revenue. Transition revenue guarantees a school district the lesser of (a) its fiscal year 2003 general education revenue per pupil or (b) the amount of revenue per pupil that the district would have received during the 2004 fiscal year under the old definitions of general education revenue. The difference between the actual fiscal year 2004 revenue and the guaranteed amount is the new transition revenue. Beginning in fiscal year 2015, transition revenue is adjusted for a number of changes to the general education revenue program.

This revenue was provided entirely in state aid for fiscal year 2004 and is an equalized aid and levy for later years. Transition revenue is provided through an equalized aid and levy based on a referendum market value equalizing factor of \$510,000.

(Minn. Stat. § 126C.10, subds. 31, 32, 33)

13. Pension Adjustment Revenue

School districts receive general education revenue pension adjustment revenue to compensate for some past legislative changes to the employer contribution rates to the public employee retirement systems—Public Employee Retirement Association (PERA) for nonlicensed staff and Teacher Retirement Association (TRA) for licensed teachers. There are two parts to this revenue: (1) a fixed amount based on past contribution rate changes; and (2) beginning in fiscal year 2019, an amount equal to the TRA employer contribution rate increases approved by the 2018 Legislature. The amount equals the difference between the rate for the current year and the rate for fiscal year 2018, times the district's covered payroll for the previous fiscal year. This increase is phased in over six years as the employer contribution increases by the same percentage.

Employer TRA contribution rate increases are 0.21 percent over the previous year for each of the next six years until the TRA employer contribution rate reaches 8.75 percent of covered payroll. See page 122 for additional information on Minnesota's teacher retirement system.

$$\text{FY 23 Pension Adjustment Revenue} = \text{2015 Grandfather Amount} + \left(.0105 \times \text{FY 22 Covered Teacher Payroll} \right)$$

Table 13: Pension Adjustment Aid Entitlement

Fiscal Year	Pension Adjustment Aid	% of Payroll
2023	\$70,098,000	1.05%
2022	56,646,000	0.84
2021	43,162,000	0.63
2020	32,228,000	0.42
2019	19,316,000	0.21
2018	7,201,000	NA

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(Minn. Stat. §§ 126C.10, subd. 38; 127A.50)

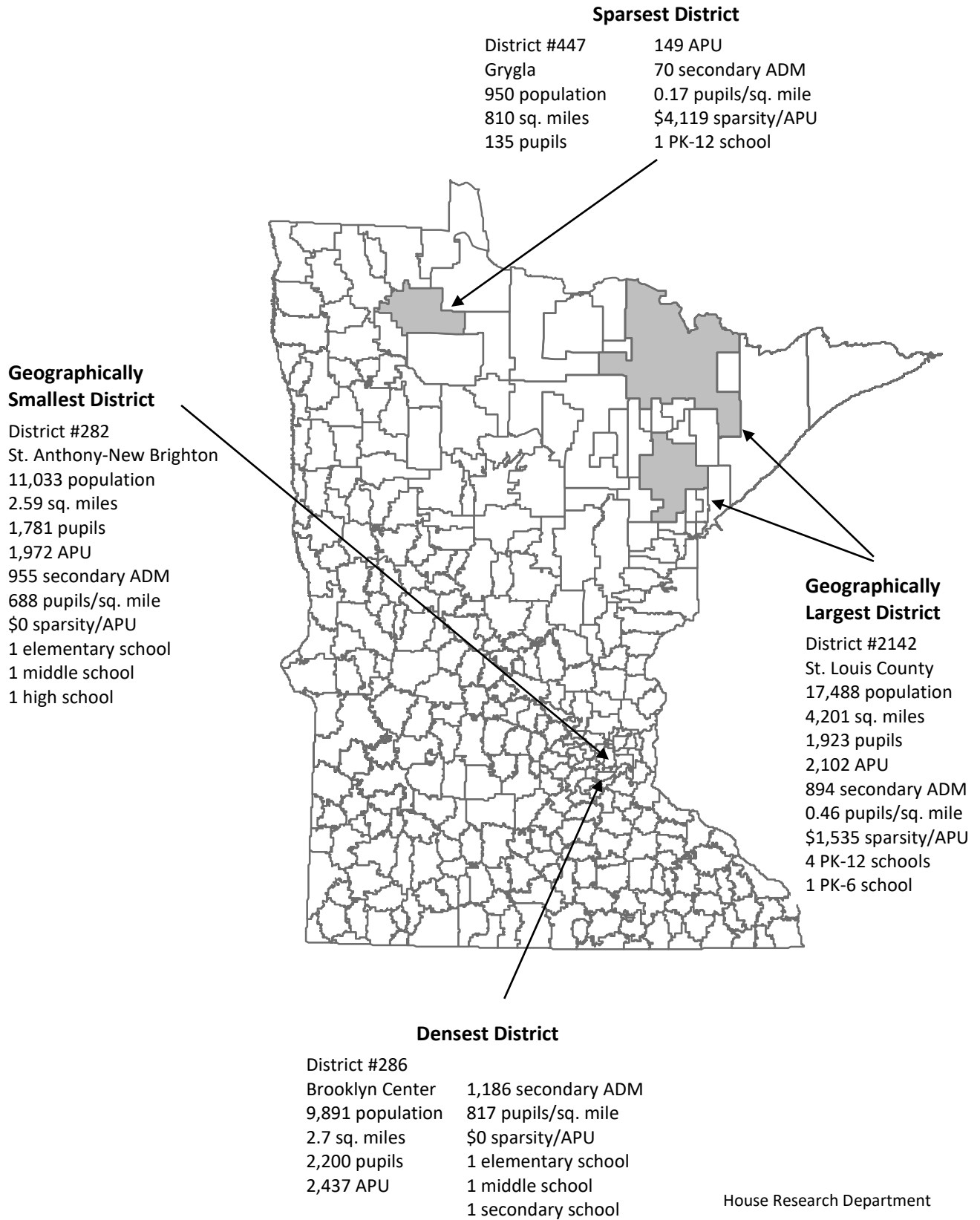
14. Options Adjustments

A school district's general education revenue is adjusted by three "options" adjustments, based on enrollment changes made under student movement programs. A district's general education revenue is:

- 1) reduced by the amount of referendum aid attributable to resident pupils who are open-enrolled or attend a charter school and increased by the referendum aid amounts for nonresident students enrolled in the school;
- 2) reduced by certain aid payments for resident pupils who attend the Minnesota Academies for the Deaf or Blind; and
- 3) increased by an aid amount equal to the transportation portion of each charter school pupil whom the resident school district transports.

(Minn. Stat. § 127A.47)

Table 14: Characteristics of Largest and Smallest School Districts
Fiscal Year 2023



Reserved Revenue

School districts are required to reserve a portion of their general education revenue for certain purposes. The reserved amounts and purposes are as follows.

Staff development. School districts must reserve 2 percent of their basic general education revenue (\$137.26 per pupil unit for fiscal year 2023) for staff development purposes. A school board and its teacher union may mutually agree to waive this requirement. This staff development reserve was legislatively suspended for fiscal years 2004 and 2005 and was legislatively suspended again for fiscal years 2010 through 2013.

Class size reduction. A portion of each district's general education revenue must be reserved to reduce class sizes in the early elementary grades. The reserved revenue for class size reduction equals the sum of \$299 times the number of kindergarten students (measured by adjusted average daily membership) and \$459 times the adjusted average daily membership in grades 1 to 6.

The reserved revenue must be used to reduce kindergarten, and first through third grade class sizes to a ratio of 17 students to one classroom teacher. Once the district achieves a class size of 17:1 in grades kindergarten through 3, the district must use the remaining reserved revenue (if any) to reduce class sizes in subsequent elementary grades.

In fiscal year 2023, school districts are expected to reserve \$196 million for class size reduction.

Table 15: Revenue Reserved for Class Size Reduction

Fiscal Year	Formula Allowance	Reserved Revenue
2023	\$299 per pupil for K; \$459 per pupil for 1-6	\$195,754,000
2022	\$299 per pupil for K; \$459 per pupil for 1-6	194,943,000
2021	\$299 per pupil for K; \$459 per pupil for 1-6	190,774,000
2020	\$299 per pupil for K; \$459 per pupil for 1-6	196,792,000
2019	\$299 per pupil for K; \$459 per pupil for 1-6	200,829,000
2018	\$299 per pupil for K; \$459 per pupil for 1-6	200,476,000

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Operating capital revenue. For purposes of eligible operating capital expenditures (see page 29 for details), a district must reserve an amount equal to its operating capital revenue.

(Minn. Stat. §§ 122A.61; 126C.12)

Aid and Levy Calculations

School districts receive the vast majority of general education revenue from state aid payments (charter schools receive their general education revenue entirely in state aid). The mix of aid and levy is designed to equalize local tax burdens. A school finance program that provides the same amount of total revenue per pupil unit to each district and requires the same tax rate of local effort is said to be fully equalized. Under an equalized system, the higher a district's property wealth per pupil unit, the lower the amount of education aid the district receives from the state for that program and the higher the amount of revenue provided through the local district's property tax.

Student Achievement Levy. For four years only, beginning in fiscal year 2015 and ending in fiscal year 2018, a general education levy, called the student achievement levy, was reinstated. The levy was set as the adjusted net tax capacity rate required to raise \$20 million statewide in the first three years and \$10 million statewide in its last year (fiscal year 2018).

Operating Capital Levy and Aid. A district's operating capital is provided through an equalized aid and levy (for the decade prior to fiscal year 2005, the full amount of operating capital was provided through state aid). The operating capital equalizing factor has changed a fair amount in the last decade. This levy has often changed to balance out other levy changes in the annual K-12 bills. The equalizing factor equals \$22,912 for fiscal year 2022 and later.

Equity Levy and Aid. A district's equity revenue is equalized on referendum market value using an equalizing factor of \$510,000 (the same equalizing factor used for calculating the second tier of referendum revenue). This revenue is calculated and spread on referendum market value—so the levy is not spread on agricultural lands or seasonal recreational property. Prior to fiscal year 2005, a district's equity revenue was provided entirely in state aid.

Transition Levy and Aid. A district's transition revenue is equalized on referendum market value using an equalizing factor of \$510,000.

Table 16: General Education Program Aid Entitlement and Levy

	Fiscal Year			
	2020	2021	2022	2023
Basic General Education				
Aid	\$6,118,322,000	\$6,113,624,000	\$6,375,515,000	\$6,519,425,000
Levy	0	0	0	0
Operating Capital				
Aid	142,715,000	134,674,000	130,366,000	126,575,000
Levy	72,543,000	76,484,000	84,447,000	88,719,000

	Fiscal Year			
	2020	2021	2022	2023
Equity				
Aid	23,804,000	18,887,000	17,790,000	16,255,000
Levy	91,125,000	89,330,000	92,565,000	92,238,000
Transition				
Aid	5,210,000	4,258,000	4,065,000	3,860,000
Levy	24,466,000	24,734,000	25,266,000	25,346,000

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Referendum Revenue

The referendum revenue program, often referred to as the operating referendum levy or the excess levy referendum, is a mechanism that allows a school district to obtain voter approval to increase its revenue beyond the limits set in statute. Because of the exceptional growth in the referendum levy in the late 1980s and early 1990s, the legislature made several changes to the program including: equalizing a portion of the revenue; capping the total amount of per pupil revenue a district may have; limiting the length of time that new referendums may run (currently no longer than ten years); and requiring referendums approved after November 1, 1992, to be spread on referendum market value instead of tax capacity.

The 2001 Legislature reduced the referendum levy beginning in fiscal year 2003. Each district's referendum revenue was reduced by \$415 per pupil unit. (A district with less than \$415 per pupil in referendum authority lost the full amount of its authority.) At the same time the referendum was reduced, the basic formula allowance for all districts was increased by \$415 per pupil unit. As a result, referendum revenue was reduced by approximately \$200 million. Since that time, referendum revenue has increased substantially as a result of subsequent elections. The 2013 Legislature made a number of significant changes to referendum revenue beginning in fiscal year 2015. These changes included:

- 1) changing the allowance from an amount per resident pupil unit to an amount per adjusted pupil unit (the fiscal year 2015 conversion will keep the total dollar amount of authority the same);
- 2) allowing a district to implement the first \$300 per pupil of referendum authority by board action;
- 3) creating a new category of revenue called location equity revenue and allowing a board to choose to convert referendum authority to location equity revenue;
- 4) dividing the equalization aid into three tiers and increasing the equalization of the first tier; and
- 5) modifying the referendum revenue cap and eliminating the grandfather cap.

The 2019 Legislature switched the first \$300 per pupil (the board-approved amount) from operating referendum revenue to local optional revenue beginning in fiscal year 2021. This shift is revenue neutral but returns all referendum revenue to voter-approved authority.

(Minn. Stat. § 126C.17)

Referendum Revenue Cap. A school district eligible for sparsity revenue is not subject to a cap on referendum revenue (99 school districts are eligible for sparsity revenue during the 2022-23 school year). For other districts, the referendum revenue cap is \$2,050.67 for fiscal year 2023.

Referendum Revenue Equalization. For fiscal year 2021 and later, each district's referendum revenue consists of two equalized tiers. The first tier of equalization aid is the amount up to \$460 per adjusted pupil. This amount carries an equalizing factor of \$576,000 per pupil. Referendum revenue for fiscal year 2022 is computed in two tiers as follows:

$$\begin{aligned}
 \text{Total Referendum Revenue} &= \text{Adjusted Pupil Units} \times \text{Referendum Allowance} \\
 \text{Tier 1 Revenue} &= \text{the lesser of:} \\
 &\quad (1) \$460 \text{ per adjusted pupil unit; or} \\
 &\quad (2) \text{the district's Total Referendum Revenue} \\
 \text{Tier 1 Equalization Levy} &= \text{Tier 1 Revenue} \times \text{the lesser of:} \\
 &\quad (1) 1; \text{ or} \\
 &\quad (2) \frac{\text{district referendum market value per pupil unit}}{\$576,000} \\
 \text{Tier 1 Equalization Aid} &= \text{Tier 1 Revenue} - \text{Tier 1 Equalized Levy} \\
 \text{Tier 2 Revenue} &= (1) \text{the lesser of:} \\
 &\quad (i) \text{the district's referendum revenue; or} \\
 &\quad (ii) \text{an amount equal to 25 percent of the basic formula allowance} \\
 &\quad \quad \text{times the district's resident pupil units less,} \\
 &\quad (2) \text{its tier 1 referendum revenue} \\
 \text{Tier 2 Equalization Levy} &= \text{Tier 2 Revenue} \times \text{the lesser of:} \\
 &\quad (1) 1; \text{ or} \\
 &\quad (2) \frac{\text{district's market value per pupil unit}}{\$290,000} \\
 \text{Tier 2 Equalization Aid} &= \text{Tier 2 Revenue} - \text{Tier 2 Equalized Levy} \\
 \text{Total Referendum Equalization Aid} &= \text{Tier 1 Equalization Aid} + \text{Tier 2 Equalization Aid} \\
 \text{Total Referendum Levy} &= \text{Total Referendum Revenue} - \text{Total Referendum Equalization Aid}
 \end{aligned}$$

Referendum Tax Base Replacement Aid. Referendum tax base replacement aid was implemented by the 2001 Legislature as a mechanism designed to compensate school districts for the loss of agricultural land and cabin tax base. Tax base replacement aid is a frozen dollar amount based on fiscal year 2003 characteristics. Any referendum equalization aid earned by the school district is first offset by referendum tax base replacement aid. The remaining equalization aid, if any, is the amount used when computing the referendum aid accompanying charter schools and open enrollment pupils.

Election Requirements. A district's general levy can be increased with the approval of the voters at a referendum called by the school board. The election must be held during the November election only, unless the election is held by mail ballot or upon approval of the Commissioner of Education, if the district is in statutory operating debt. If the election is conducted by mail ballot, it must be in accordance with state election law, and each taxpayer must receive notice of the election and of the proposed tax increase at least 20 days before the referendum.

Referendum Market Value. Unlike most other school district levies, referendum levies are spread on referendum market value instead of net tax capacity. Referendum market value is the market value of all property within the school district with two exceptions. First, all seasonal recreational property (cabins) and farmland are excluded from referendum market value. Second, any property with a class rate of less than 1.0 percent is taxed at its market value times its class rate.

(Minn. Stat. § 126C.17)

Table 17: Referendum Revenue Allowances and Equalizing Factors

Fiscal Year	Referendum Cap Per Pupil	First-tier Allowance Per Pupil	First-tier Equalizing Factor	Second-tier Allowance Per Pupil	Second-tier Equalizing Factor	Third-tier Allowance Per Pupil	Third-tier Equalizing Factor
2023	\$2,051	\$460	\$567,000	>\$460	\$290,000	NA	NA
2022	1,840	460	567,000	>460	290,000	NA	NA
2021	1,779	460	567,000	>460	290,000	NA	NA
2020	2,005	300	880,000	460	510,000	> \$760	\$290,000
2019	1,974	300	880,000	460	510,000	> 760	290,000
2018	1,934	300	880,000	460	510,000	> 760	290,000

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Table 18: Referendum Revenue Amounts

Fiscal Year	Referendum Aid Entitlement	Referendum Levy
2023	\$25,292,000	\$805,351,000
2022	29,175,000	740,262,000
2021	29,917,000	686,368,000
2020	130,907,000	796,657,000
2019	152,044,000	698,416,000
2018	149,545,000	625,149,000

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Permanent School Fund Income

The Permanent School Fund (PSF) of Minnesota consists of the proceeds of the lands granted to the state by the federal government for the use of schools, proceeds from swamplands granted to the state, and cash and investments credited to the fund. While much of the initial land granted to the state has been sold, the state Department of Natural Resources is responsible for managing about 2.5 million acres of school trust land. The net proceeds from the land management activities (timber sales, minerals activities, lease revenue, etc.) annually are added to the principal of the fund.

The state holds the land and accumulated revenues from the land in trust for the benefit of public schools in Minnesota. The State Board of Investment is responsible for investing the principal of the fund, subject to direction from the Constitution and the legislature. The interest and dividends arising from the fund are required by the Constitution to be distributed to the state's school districts according to the method described in statute.

Prior to fiscal year 2010, the earnings from the PSF were simply offset against each district's general education aid.

Beginning in 2010, the offset was eliminated and school districts began receiving income from the PSF as additional state aid. The aid payments are distributed to schools through a formula that provides two semiannual payments of aid to schools based on each school's count of pupils. The PSF payments to schools are based on pupils served, and payments go to both traditional school districts and charter schools.

Table 19: Permanent School Fund Endowment and Income

Fiscal Year	Endowment Fund Balance	Payment to Schools	Payment per pupil
2023	\$2,005,000,000*	\$42,051,000*	\$50.76*
2022	1,986,744,000	35,567,000	41.89

Fiscal Year	Endowment Fund Balance	Payment to Schools	Payment per pupil
2021	1,939,972,000	36,678,000	42.15
2020	1,621,486,000	39,090,000	45.04
2019	1,416,194,000	35,996,000	41.67
2018	1,391,420,000	32,822,000	38.36
* Estimated			

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(Minn. Stat. §§ 127A.30-127A.34)

Other General Fund Programs

Shared Time Foundation Aid. Districts receive a proportionate amount of general education aid for nonpublic school pupils who attend public school programs for part of the school day. For nonpublic students without an IEP, the public school district may determine which classes, if any, into which the nonpublic student may enroll. For fiscal year 2023, the state estimates there will be about 548 shared time pupil units.

(Minn. Stat. §§ 126C.01, subds. 6-8; 126C.19)

County Apportionment Aid Reduction. General education aid is reduced by an amount equal to the school district's share of county apportionment funds (miscellaneous fines and fees, collected by counties and apportioned to school districts). A school district receives no added revenue from county apportionment payments. Instead, the district's general education aid is reduced by the amount of the county apportionment payment. For fiscal year 2023, county apportionment payments reduces general education aid by roughly \$22 million.

(Minn. Stat. §§ 127A.34; 126C.21, subd. 3)

School Transportation

School Transportation Background

The 1995 Legislature made substantial changes to the pupil transportation funding programs. Categorical funding programs were replaced with an across-the-board increase in the general education formula allowance of \$170 per pupil unit, and the remaining categorical transportation formulas were reduced in size and scope.

The previous categorical pupil transportation funding formulas provided varying amounts of revenue for each of three different categories of transportation services: regular services, nonregular services, and excess cost services. As a result, the distinction between required pupil transportation services (state-mandated services) and authorized pupil transportation services, where additional funding was generated if the service was provided, was somewhat blurred. The 1995 legislative changes attempted to clarify the state mandate as well as eliminate a series of formulas that were seen by some as creating disincentives for cost efficiency in pupil transportation.

A school district may provide pupil transportation services by operating its own fleet of school buses, contracting with a private vendor of transportation services, or mixing district-operated and contracted services.³

Required Transportation

The state's basic pupil transportation mandate requires a school board to provide transportation to and from school, or to provide board and lodging for all pupils (regardless of age) who live **two** miles or more from schools. A school board is required to provide equal transportation for nonpublic school children (a more detailed description of nonpublic pupil transportation can be found on page 105).

A school board is also required to:

- provide certain transportation services for disabled children;
- provide transportation for a nonresident open enrollment pupil from the nonresident (serving) district's border to the school attended; and
- provide transportation services for resident pupils attending a charter school that is located within the district if the charter school has declined to provide transportation services to its students.

The statute grants school boards sole discretion, control, and management over:

- scheduling of routes;

³ More information about pupil transportation may be found in the House Research publication, [School Transportation Regulation](#), January 2020.

- establishing location of bus stops;
- manner and method of transportation;
- control and discipline of school children; and
- “any other matter related thereto.”

(Minn. Stat. §§ 124D.03, subd. 8; 124D.10, subd. 16; 123B.84-123B.88)

Fees for Transportation Services

A school district may charge fees for some but not all transportation services in accordance with the state’s general fee policy regarding public school education. Several categories of fees for transportation services are specifically authorized, and fees are specifically prohibited for certain other services.

A school district may charge a fee for:

- transportation to and from extracurricular activities, where attendance is optional;
- transportation of pupils to and from school for pupils living within two miles from school as well as all other transportation services not required by law, if a district charging fees for transportation of pupils establishes guidelines to ensure that no pupil is denied transportation solely because of inability to pay; and
- transportation to and from postsecondary institutions for pupils enrolled under the postsecondary enrollment options program under section 123B.88, subdivision 22. Fees collected for this service must be reasonable and must be used to reduce the cost of operating the route. Families who qualify for mileage reimbursement under section 124D.09, subdivision 22, may use their state mileage reimbursement to pay this fee.

A school board may waive any fee if any pupil or the pupil’s parent or guardian is unable to pay it.

A school district is prohibited from charging a fee for:

- field trips that are required as a part of a basic education program or course; and
- transportation to and from school for pupils living two miles or more from school.

(Minn. Stat. §§ 123B.34-123B.37)

Capital Finance

School districts must finance both ongoing capital needs, such as equipment purchases, repairs, and maintenance, as well as major building construction projects. Major building projects are usually financed at the local level, often with the assistance of state-paid debt service equalization aid. Districts borrow money through the sale of bonds and levy an annual tax to repay the money over a period of years. Smaller remodeling projects, equipment purchases, and other ongoing capital needs are normally financed by capital revenue programs.

Beginning with the 1996-97 school year, two of the largest capital funding formulas—the equipment formula and the facilities formula—were moved from the capital fund to a reserved account in the general fund. The purpose of this change was to allow districts greater discretion in the use of operating money for capital needs. The new formulas, named operating capital revenue, are a component of the general education revenue program. School districts may now use general fund operating revenue for capital programs, but operating capital revenue must be used for specified capital purposes and may not be used for general operating purposes.

This section explains the financing methods available to districts to obtain funds for ongoing capital needs and major construction projects.

Review and Comment on Construction Projects. When a new school building is constructed or when an existing facility is substantially remodeled, a district incurs a substantial financial obligation that must be met immediately. School districts issue bonds to obtain the funds necessary to pay the contractors. The district then pays back the bonds over a period of years with money raised from the debt service levy and any debt service aid received from the state. Because of the importance and cost of major construction projects, the Department of Education provides a review and comment on each major project. Any project that requires an expenditure of more than \$2,000,000, except for certain deferred maintenance projects, must be submitted by the district to the commissioner for review and comment, unless the school district has an outstanding capital loan, in which case the project must be submitted for review and comment for any expenditure in excess of \$500,000.

The commissioner may give the project a positive, unfavorable, or negative review and comment. If the project receives a positive review and comment, the district may hold a referendum to authorize the sale of bonds; upon approval of a simple majority of the voters, the project may proceed. If the commissioner submits an unfavorable review and comment, the local school board must reconsider the project. If the local school board decides to continue with the project, the referendum to authorize the sale of bonds must receive the approval of at least 60 percent of the voters. If the commissioner submits a negative review and comment, the school board cannot proceed with the project.

The findings of the commissioner's review and comment must be published in the legal newspaper of the district prior to a referendum on the construction project.

(Minn. Stat. §§ 123B.70; 123B.71)

Debt Service Revenue

Minnesota's local school districts have generally financed the construction of new school buildings through the sale of bonds. The bonds are repaid with revenue raised from the local district's property tax receipts. The total amount of building bonds issued by the district determines the yearly debt service that the district must pay; and the amount of bonds issued is, of course, directly related to the district's building needs. The tax rate that the district levies in order to make its debt service payments depends both on the amount of debt and the size of the district's property tax base. The larger the debt, and the smaller the property tax base, the greater the district's tax rate for debt service needs.

Debt Service Equalization Aid

The debt service equalization aid program provides state aid to local school districts to help repay the bonds issued to finance construction. The amount of a school district's debt service that the state will pay depends on two factors: the district's total amount of annual debt service and the district's taxable property tax base (net tax capacity) per pupil.

Debt service equalization aid is available for a school district's qualifying debt service. Debt service amounts that qualify for debt equalization are general debt service amounts for land acquisition, construction costs, and capital energy loans. Net debt is the sum of these amounts reduced by any excess balance that the district has in its debt redemption account and must be for facilities that:

- receive a positive review and comment from the Commissioner of Education;
- are comparable in size and quality to facilities in other districts; and
- have been reviewed by all neighboring school districts.

The debt service revenue is divided into tiers. The first tier applies to the portion of a school district's debt that is below 15.74 percent of the district's adjusted net tax capacity. The first tier must be provided entirely through the local levy. The second tier applies to the portion of debt revenue between 15.74 percent and 26.24 percent of adjusted net tax capacity. This tier is equalized at a relatively low level. The remaining debt revenue makes up the third tier.

The equalizing factors for each of the tiers are as follows:

Table 20: Debt Service Equalizing Factors

Fiscal Year	1st Tier	2nd Tier Greater of \$4,430 or 55.33% of average tax base per pupil	3rd Tier Greater of \$8,000 or 100% of average tax base per pupil
2023	Unequalized	\$5,637	\$10,188
2022	Unequalized	5,366	9,699
2021	Unequalized	5,060	9,146
2020	Unequalized	4,814	8,700
2019	Unequalized	4,598	8,311
2018	Unequalized	4,430	8,003

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The following example shows the calculation of debt service equalization aid for a hypothetical district for fiscal year 2023.

Table 21: Debt Service Equalization Aid Calculation for a Hypothetical District

a	Debt revenue (amount needed to make annual bond payment)		\$6,000,000
b	Initial unequalized tax rate	(a)/(d)	30.0%
c	Pupil units used for debt calculation		5,000
d	Tax base (adjusted net tax capacity)		\$20,000,000
e	Tax base/per pupil unit	(d)/(c)	\$4,000
f	Tier 2 equalizing factor for FY 22		\$5,637
g	Tier 3 equalizing factor for FY 22		\$10,188
h	Tier 1: 15.74% paid locally	(d) x .1574	\$3,148,000
	Tier 2: 15.74% to 26.24% equalized at \$5,366		
i	Debt revenue in this category	(d) x .105	\$2,100,000
j	Aid percentage	1 – (k)	29.04%
k	Levy percentage	(e)/(f)	70.96%
l	First-tier aid	(j) x (i)	\$609,840
m	First-tier levy	(k) x (i)	\$1,490,160
o	Tier 3: Remaining debt above 26.24% at enhanced rate	(a) – ((h) + (i))	\$752,000
p	Aid percentage	1 – (q)	60.74%
q	Levy percentage	(e)/(g)	39.26%
r	Second-tier aid	(p) x (o)	\$456,764
s	Second-tier levy	(q) x (o)	\$295,235

t	Total annual aid	(l) + (r)	\$1,066,604
u	Total annual levy	(a) – (t)	\$4,933,396
v	Total net equalized tax rate	(u)/(d)	24.67%
w	Percent of debt revenue from state	(t)/(a)	17.78%

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(Minn. Stat. §§ 123B.53; 123B.55)

Natural Disaster Debt Service Equalization

For fiscal year 2017 and later, a school district that has sustained more than \$500,000 in damage to its facilities because of a natural disaster is eligible for enhanced debt service equalization. All facilities debt service in excess of 10 percent of ANTC is equalized at 300 percent of the statewide average amount of ANTC per pupil (\$30,564 for fiscal year 2023). Currently, only two school districts (Rushford-Peterson and Moose Lake) qualify for enhanced debt service equalization aid under this program.

(Minn. Stat. § 123B.535)

Table 22: Total Statewide Debt Service Amounts; Regular and Enhanced Equalization Aid

School Year	Debt Service Aid Entitlement	Net Debt Service Fund Levy Certified
2022-23	\$21,297,000	\$1,043,149,000
2021-22	21,939,000	1,110,113,000
2020-21	25,398,000	1,107,409,000
2019-20	20,684,000	998,302,000
2018-19	22,920,000	916,368,000

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School Building Bond Agricultural Credit

The 2017 Legislature created a new tax credit to reduce the property tax impact of school building projects on agricultural properties. Beginning with school taxes payable in 2018, the school building bond agricultural credit reduces the school taxes paid by agricultural property. The credit applies to existing debt levies and to debt levies attributable to any newly authorized school bond issues.

The tax credit applies to all property classified as agricultural (identified as class 2a, 2b, and 2c, property under Minnesota Statutes, section 273.13, subdivision 23) excluding the house, garage, and surrounding one acre of land of an agricultural homestead. The credit, first effective for taxes payable in 2018, equaled 40 percent of the tax on the property attributable

to school district-bonded debt levies. This percentage remained at 40 percent for taxes payable in 2019, increased to 50 percent for taxes payable in 2020, 55 percent for 2021, 60 percent for 2022, and is set at 70 percent for taxes payable in 2023 and later.

As with other property tax credits, the state replaces the local levy lost through the credit to the school district with state aid through an open and standing appropriation.

Table 23: School Building Bond Agricultural Credit

Fiscal Year	Payable Year	Ag Credit Entitlement	Total Est. School Debt	Initial % of Debt Levy Paid by Ag Lands	Ag Credit Percent
2023	2022	\$70,499,000	\$1,043,149,000	10.0%	60%
2022	2021	62,672,000	1,110,198,000	10.1	55
2021	2020	57,040,000	1,107,419,000	9.8	50
2020	2019	40,137,000	998,123,000	10.1	40
2019	2018	36,642,000	889,935,000	11.1	40

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(Minn. Stat. §§ 273.1387; 273.1392)

Capital Project Referendum

A school district may conduct an election to approve funds for certain capital projects. When approved by the voters, a school district may levy the amount approved by the voters for the designated capital projects for a period of time not to exceed ten years. Proceeds of the levy must be placed in a special account and used only for the approved purposes, which include facilities repairs and equipment purchases.

(Minn. Stat. § 123B.63)

Table 24: Capital Project Levy

Fiscal Year	Capital Project Levy Certified	Number of Districts
2023	\$148,190,000	58
2022	129,583,000	55
2021	121,354,000	53
2020	113,308,000	51
2019	98,847,000	51
2018	91,190,000	48

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Maximum Effort School Aid Law

Some districts find it difficult or impossible to finance construction projects through conventional bond sales because the district property tax base is too small to support the repayment of bonds necessary to finance the school's construction. These districts may qualify for state assistance under the Maximum Effort School Aid Law. Under this program, the state borrows money via a state general obligation bond sale and grants or lends the proceeds to a qualifying school district through a capital loan for new construction projects. The maximum effort capital loan program was first enacted in 1959, and over time, the qualifying criteria for school districts has narrowed significantly. Initially, most school districts receiving a capital loan were fast-growing suburban districts that were able to repay the capital loan over time as the districts' tax bases matured. Over the last 30 years, most of the loan recipients have been awarded to low property value districts with very limited likelihood of having their tax bases grow to a level sufficient to begin repaying the loans. The recent program changes, including the option for a school to receive a grant instead of a loan, reflect this reality. In the program's current form, a school district is eligible for a capital grant or loan only if its net debt tax rate, after any state-paid debt service equalization aid, is more than 41.98 percent of ANTC.

(Minn. Stat. §§ 126C.62-126C.72)

Capital Grant or Loan. The process to obtain a capital grant or loan follows.

- 1) A school district that intends to apply for a capital grant or loan must submit the project proposal to the Commissioner of Education for review and comment by July 1. Capital grants or loans may not be used to pay for swimming pools, ice arenas, athletic facilities, day care centers, bus garages, or heating system improvements.
- 2) The commissioner must prepare a review and comment of the proposed project. In order to grant a positive review and comment, the commissioner must determine that all of the following conditions have been met:
 - no adequate facilities currently exist
 - no form of cooperation with other districts would provide the needed facilities
 - the facilities are comparable to facilities recently constructed in other districts of similar enrollment
 - the facilities are comparable to facilities recently constructed in other districts that are financed without a capital grant or loan
 - the district is projected to have adequate funds to support a quality education program during the next five years
 - the current facility poses a health and safety threat and cannot be brought into compliance with code
 - the district has made an effort to adequately maintain the existing facility
 - the district has shared its plans and received comments from neighboring school districts

- 3) The school board of a district that wants a capital grant or loan must adopt a resolution that describes the project and submit an application for a capital grant or loan to the commissioner by November 1.
- 4) The commissioner makes a recommendation for each capital grant or loan to the education committees of the legislature by February 1.
- 5) Each capital grant or loan must be approved in law.
- 6) A district must conduct a successful referendum on the project before February 1.

If the capital grant or loan is approved, the district must issue bonds up to the amount of: (1) the district's net debt limit, as defined in Minnesota Statutes, section 475.53, or (2) 637 percent of ANTC, whichever is less. The amount of the capital grant or loan the district is eligible for is the difference between the total cost of the project and the amount of the local bond issue.

The district's repayment of the loan is determined by one of several formulas, depending upon when the loan was obtained. For districts obtaining loans approved by the commissioner after January 1, 1990, the district must levy the greater of:

- 1) 29.39 percent of ANTC; or
- 2) the amount needed to pay the annual principal on the local bond issue. Beginning July 1, 2020, interest assessments are no longer added to the outstanding capital loan balance.

In any year, if 29.39 percent of ANTC is the greater amount, the difference between (1) and (2) is applied to repayment of the state loan. If the amount needed for local debt service is the greater amount, no payment is required on the state loan in that year. Maximum effort capital loans are forgiven if they are not paid within 50 years of issue.

Early Repayment. A special law that passed in 2011 and was amended in 2016 allows school districts with outstanding maximum effort capital loans to refinance those loans and pay back only the outstanding principal amount to the state. Any outstanding interest is then forgiven. The law initially only applied to school districts that received maximum effort capital loans prior to January 1, 1997, and required the districts to refinance the loan and repay the outstanding principal on the capital loan to the state prior to July 1, 2012. Six districts took advantage of this opportunity and repaid \$42.3 million to the state; those same districts had a total of \$73.6 million of outstanding interest forgiven (note that some of these districts would have had their outstanding interest forgiven at the end of the loan period under the general law).

In 2016, the legislature extended the early repayment offer to school districts with outstanding maximum effort capital loan balances for loans issued prior to January 1, 2007. Because the legislation also eliminated the authority for all maximum effort school districts to issue one-day bonds, it is expected that most of the remaining capital loan districts will refinance their existing debt and repay the outstanding loan principal owed to the state. The legislation contains a new replacement aid of \$2.2 million per year for five years to compensate some of the maximum effort capital loan districts for a portion of the expected foregone revenue from one-day bond sales.

Remaining Capital Loans. As of July 1, 2022, after the opportunities for early repayment, only two school districts, Red Lake and Nett Lake, have outstanding capital loans.

Funding. Capital loans are initially funded by the sale of state general obligation bonds. In addition to the bond proceeds, supplemental appropriations by the legislature are often necessary to make principal and interest payments because repayments of loans by districts occur at a slower rate than that needed to meet the state's obligations to its bondholders.

Table 25: Maximum Effort Bond Sales
Most Recent Bond Sales Approved

Year Authorized	Amount of Bonds Authorized	Approved Project Recipient
2018	\$14,000,000	Red Lake Schools
2014	5,491,000	Red Lake Schools
2006	10,700,000	Nett Lake Schools
2005	18,000,000	Red Lake Schools
2002	12,400,000	Red Lake Schools
2001	19,000,000	East Central Schools

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Bonds for Certain Capital Facilities

A district may issue general obligation bonds without voter approval for certain capital projects. The bonds must be repaid within 15 years of issuance with the district's annual operating capital revenue.

(Minn. Stat. § 123B.62, subd. 9)

Long-Term Facilities Maintenance Revenue

The 2015 Legislature created a new program to support facilities maintenance needs for school districts, charter schools, and cooperatives, including intermediate school districts. The program, Long-Term Facilities Maintenance Revenue, is a per pupil, formula-driven revenue source that replaces health and safety revenue, alternative facilities revenue, and deferred maintenance revenue beginning with the 2016-17 school year.

Qualifications and Revenue Uses

To qualify for Long-Term Facilities Maintenance Revenue (LTFMR), a school district or cooperative unit must develop a ten-year facilities plan and submit that plan to the Commissioner of Education. The plan must be updated annually, and every two years the updated plan must be forwarded to the Commissioner of Education. LTFMR must be reserved and may only be used for deferred maintenance projects, increasing facility accessibility, and health and safety purposes. LTFMR may not be used for the construction of new facilities, for the purchase of portable classrooms, to finance lease purchase agreements, for energy-

efficiency projects, or for violence prevention and facility security, ergonomics, or emergency communications devices.

A district may sell and issue general obligation bonds without voter approval to fund qualifying LTFMR projects and may use the annual revenue received under the program to repay the bonds.

Revenue Calculation

LTFMR is primarily provided through a per pupil allowance. For school districts, the per pupil allowance is \$380. To determine the initial revenue, multiply: (i) the district's pupil units; (ii) the allowance for that year; and (iii) the lesser of one, or the ratio of the district's average building age to 35.

A school district may add to its per pupil amount the costs for health and safety for indoor air quality projects, asbestos abatement projects, and fire alarm and suppression where the cost of any of these projects at any site exceeds \$100,000. If this amount is less than the amount the district would have received under the former alternative facilities and health and safety formulas, the district is grandfathered in at the higher level of revenue. Districts may add to their revenue amount the proportional share of any qualifying costs allocated from any cooperatives to which the district belongs.

For charter schools, the per pupil allowance is \$132. A charter school's LTFMR is provided entirely in state aid. A charter school is not required to submit a ten-year plan in order to receive LTFMR.

Equalized Long-Term Facilities Maintenance Revenue, Levy, and Aid

A school district's equalized alternative facilities revenue equals the lesser of the per pupil formula amount for that year or the actual amount of the initial revenue.

Equalized Revenue for FY 23 = lesser of: (1) initial LTFMR, or
(2) \$380 x pupil units

Equalized Levy = Initial Revenue – greater of: (1) the lesser of: (a) the initial revenue, or
(b) the district's alternative facilities aid for FY 15; or
(2) equalized revenue x the greater of:
(a) zero, or
(b) district ANTC/pupil unit
1.23 x (statewide ANTC/pupil unit)

Equalized Aid = Equalized Revenue – Equalized Levy

Total LTFMR Levy = Equalized Levy + Unequalized Levy

The calculation of the equalized levy is made in such a way that no district will receive less aid under the LTFMR program than it formerly received under the alternative facilities program.

Table 26: Long-Term Facilities Maintenance Revenue; Appropriation and Levy

Fiscal Year	LTFM General Fund Aid	LTFM General Fund Equalized Levy	LTFM General Fund Unequalized Levy	LTFM Bond Fund Aid	Net LTFM Bond Fund Levy	Total
2023	\$61,385,000	\$105,983,000	\$177,872,000	\$47,585,000	\$191,991,000	\$584,816,000
2022	60,389,000	115,003,000	163,992,000	47,585,000	191,991,000	578,960,000
2021	60,628,000	120,679,000	119,782,000	45,127,000	179,670,000	525,886,000
2020	61,948,000	129,133,000	110,673,000	41,430,000	143,072,000	486,256,000
2019	64,515,000	135,020,000	99,393,000	38,308,000	131,919,000	469,155,000
2018	46,704,000	102,579,000	110,428,000	33,534,000	122,550,000	415,795,000

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(Minn. Stat. § 123B.595)

Disabled Access and Fire Safety Levy

A district that has insufficient money in its capital expenditure fund to either remove architectural access barriers from a building, or to make fire safety modifications required by the fire inspector, may submit an application to the commissioner for approval of levy authority of up to \$300,000 spread over an eight-year period. For disabled access projects, the commissioner develops criteria to determine the cost effectiveness of removing barriers in consultation with the council on disabilities. The commissioner must approve or disapprove an application within 60 days of receiving it. While most districts have used their full authority under this program, two districts (Centennial and Maple Lake) exercised a portion of this authority for taxes payable in 2022, and 36 districts have the full remaining levy authority as these districts have not yet started to levy under the program.

The state has also provided state bond proceeds to help small school districts remove accessibility barriers: \$1 million was approved in 1993, \$4 million was approved in 1994, \$2 million was approved in 1996, and \$1 million was approved in 1998.

(Minn. Stat. § 123B.58)

Building Lease Levy

The leased facilities levy authority allows districts to levy to pay rent on leased facilities. The levy authority has been modified many times in the last two decades. The allowable purposes of the levy were narrowed and then expanded. Currently, upon the commissioner's approval, districts may levy for leased facilities when the leased facility would be economically

advantageous. The lease levy must not exceed the lesser of the lease costs or \$212 per pupil unit, except that a school district that is a member of an intermediate school district may levy an additional \$65 per pupil unit for space in intermediate facilities. The facilities must be used for instructional purposes.

(Minn. Stat. § 126C.40, subds. 1, 2, and 6)

Table 27: Building Lease Levy Amounts

Fiscal Year	Total Levy
2023	\$98,425,000
2022	95,638,000
2021	85,868,000
2020	84,989,000
2019	80,849,000
2018	75,257,000

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Telecommunications/Internet Access Aid

School districts, charter schools, and nonpublic schools are eligible for state aid to pay for a portion of their telecommunications and Internet access costs. The telecommunications/Internet access aid program grants school districts and charter schools that belong to a telecommunication cluster state aid equal to 90 percent of the schools' unreimbursed telecommunications costs; if the district or charter school is not a member of a telecommunications cluster, the aid equals 90 percent of the unreimbursed cost exceeding \$16 per pupil unit.

School districts are required to provide telecommunications and Internet access to nonpublic schools (excluding a homeschool) located within the district's boundaries through a reimbursement equal to 90 percent of the nonpublic school's unreimbursed costs exceeding \$10 per pupil unit. The school district receives additional telecommunications/Internet access aid from the state for this purpose.

In order to qualify for the aid, school districts and charter schools must submit their actual telecommunications and Internet access costs to the Commissioner of Education and file applications for federal Internet funds (commonly referred to as e-rate funds). The aid amount is prorated to the state appropriations cap, which substantially reduces each school district's aid payment.

Table 28: Telecommunications/Internet Access Aid

Fiscal Year	Aid
2023	\$3,750,000
2022	3,750,000
2021	3,750,000
2020	3,750,000
2019	3,750,000
2018	3,750,000

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(Minn. Stat. § 125B.26)

Special Education

Special Education Mandate

Local school districts are required by state law to provide appropriate and necessary special education to children with disabilities from birth through 21 years of age. Children with disabilities are defined in statute to include children who have a hearing impairment, visual disability, speech or language impairment, physical disability, mental disability, emotional/behavioral disorder, specific learning disability, deaf/blind disability, or other health impairment. The definition of a child with a disability also includes every child under age five who needs special instruction and services, as determined by state standards, because the child has a substantial delay or an identifiable and known physical or mental condition. The mandate for service does not include pupils with short-term or temporary physical or emotional disabilities.

Special instruction and services for children with disabilities must be based on the assessment and individualized education program (IEP). The statutes and rules specify school district responsibilities for program decisions for children with disabilities and for the education of children who are placed outside the district where their parents reside. Districts are required to provide special education on a shared time basis to pupils enrolled in nonpublic schools.

As of December 1, 2021, a total of 151,532 students, or 17.2 percent, received some special education services.⁴

(Minn. Stat. §§ 125A.01-125A.03; 125A.08)

Table 29: Special Education Unduplicated Child Count by Disability Category (All Ages) as of December 1, 2021

Category	Count
Speech Language Impaired	23,667
Developmentally Cognitive Disability, Mild-Moderate	5,269
Developmentally Cognitive Disability, Severe-Profound	1,691
Severely Multiple Impaired	1,555
Physically Impaired	1,558
Hearing Impaired	2,492
Blind/Visually Impaired	482
Specific Learning Disabilities	36,911
Emotional Behavior Disorder	16,212

⁴ This percentage is based on the December 2021 unduplicated child count (birth through age 21) conducted by the Department of Education.

Category	Count
Deaf/Blind	124
Other Health Impaired	20,116
Autism Spectrum Disorder	22,562
Traumatic Brain Injury	405
Early Childhood/Developmentally Delayed	18,488
Total	151,532
Source: Minnesota Department of Education	

House Research Department

Special Education Funding Formulas

School districts receive state aid and some federal aid to pay for special education services. If these funds are insufficient to pay for the costs of the programs, districts must rely on their other undesignated general fund revenue.

(Minn. Stat. §§ 125A.75-125A.79)

Special Education Revenue

Minnesota's special education formula is a multistep hybrid formula. The formula combines a cost-reimbursement formula with a modified "census style" of funding, provides a floor of funding based on fiscal year 2016 funding amounts, and authorizes serving school districts and charter schools to bill a portion of their unfunded special education costs attributable to nonresident students back to the student's resident school district. The partial costs are based on the salaries paid to special education teachers and other essential personnel. The census amounts are set in statute and provide differing levels of reimbursement based on the district's characteristics and the students' category of disability.

Initial Aid. For fiscal year 2021 and later, a district's initial special education revenue is the sum of its special education-related pupil transportation services, and the **least** of:

- 1) 50 percent of the district's nonfederal expenditures for the previous year, including fringe benefits;
- 2) 62 percent of the district's special education expenditures under the old special education formulas, which excluded fringe benefits; or
- 3) 56 percent of the sum of:
 - a) the district's average daily membership times the sum of:
 - i. \$460;
 - ii. \$405 times the district's percent eligible for free and reduced-price meals; and
 - iii. .008 times the district's average daily membership;

- b) \$13,300 times the count of students with autism spectrum disorder, developmental delay, or severely multiply impaired;
- c) \$19,100 times the count of students who are deaf/hard of hearing or have an emotional behavioral disorder; and
- d) \$25,200 times the count of students who are developmentally cognitive mild-moderate, developmentally cognitive severe-profound, physically impaired, visually impaired, or deafblind.

Excess Cost Aid. Excess cost aid provides additional special education funding for districts that have extremely high levels of unreimbursed special education expenses. A district's special education excess cost aid equals the greater of: (1) 56 percent of the difference between the district's unreimbursed nonfederal special education expenditures and 7.0 percent of the district's general revenue; or (2) 62 percent of the difference between the district's unreimbursed "old formula" special education expenditures and 2.5 percent of the district's general revenue.

Tuition adjustments. State and federal special education revenue amounts are insufficient to cover school district special education costs. Under Minnesota's special education formulas, charter schools and school districts charge back to the student's resident school district a portion of the unreimbursed special education costs. This amount is called the "tuition adjustment." For fiscal year 2021 and later, 80 percent of the unreimbursed special education costs are billed back to the resident district. For charter schools only, for fiscal years 2021 and later, the state will pay an additional 10 percentage points of the charter school's unreimbursed costs (bringing to 90 percent, the total amount of the charter school's unreimbursed special education costs that are ultimately reimbursed).

Cross Subsidy Aid. A school district's special education cross subsidy is the difference between the amount the district spends on qualifying special education services and the sum of the state and federal special education revenue and the general education revenue generated by special education students served primarily outside of the regular classroom for that year. A school district's special education cross subsidy aid equals 6.43 percent of its cross subsidy for the previous fiscal year.

Special Education Aid. A district's special education aid is the sum of its initial aid, excess cost aid, and tuition adjustments all constrained by the special education limits. This amount is then increased by the amount of the district's cross subsidy aid.

Special Education Aid Limits. A district's initial special education aid, excess cost aid, and tuition adjustments are subject to several caps and floors. First, for fiscal year 2023, the special education aid cannot exceed the greater of: (1) 56 percent of the district's nonfederal special education expenditures plus 100 percent of its special education transportation costs plus its current year tuition adjustment; or (2) the sum of its 2016 special education revenue adjusted for changes in enrollment and adjusted upward by 4.6 percent per year for fiscal years 2016 to 2020, by 4.4 percent for fiscal year 2021, 4.2 percent for fiscal year 2022, and 4.0 percent for fiscal year 2023, plus \$220 times its average daily membership. Further, the district's special education aid cannot be less than the lesser of: (1) 90 percent of its nonfederal special

education expenditures, plus 100 percent of its special education transportation costs, plus its current year tuition adjustment; or (2) its 2016 special education revenue adjusted for changes in enrollment and adjusted by 4.6 percent for fiscal years 2016 to 2020, and decreasing by 0.2 percent for each subsequent fiscal year. This has the effect of pulling school districts more consistently toward 56 percent of each district's nonfederal special education expenditures (plus the special education transportation costs).

(Minn. Stat. §§ 125A.76-125A.79)

Home-based Travel Aid

The state pays 50 percent of the expenditures on necessary travel of essential personnel to provide home-based services to children with a disability who are under five years old.

Aid for Children with Disabilities (Special Pupil Aid)

Some disabled children don't have a resident district because their parents' rights have been terminated, or their custodial parent or guardian lives outside Minnesota or is an inmate or resident of a state correctional facility. In these cases, the state pays to the serving school district 100 percent of the costs of instruction and services, less the general education basic revenue allowance and any other aid earned on their behalf.

Court-placed Special Education Revenue

When a school district serves a child from another state who was placed by a court in Minnesota and when the school district responsible for providing services for that student is unable to collect tuition from the resident state or school district, the school district may request reimbursement from the state for the unreimbursed special education costs.

Out-of-State Tuition for Special Education Students

When a court places a Minnesota child in a care and treatment facility in another state and when the resident school district receives a bill for services from the out-of-state provider, the Minnesota district may seek reimbursement for the unfunded services.

Table 30: Special Education Appropriations

Fiscal Year	Regular Special Education Aid	Home-based Services Travel Aid	Special Pupil Aid	Court-placed Aid	Out-of-State Tuition
2023	\$1,885,422,000	\$384,000	\$1,887,000	\$25,000	\$250,000
2022	1,744,588,000	341,000	1,674,000	0	250,000
2021	1,725,490,000	237,000	1,644,000	0	250,000
2020	1,585,929,000	284,000	1,489,000	0	250,000
2019	1,513,013,000	404,000	1,217,000	30,000	250,000
2018	1,342,297,000	382,000	1,118,000	0	250,000

House Research Department

American Indian Programs

Minnesota has a variety of programs in place to provide funds for American Indian students and American Indian education programs.

American Indian Education Aid

The 2015 Legislature changed the American Indian education grants program into an aid program directed to all school districts, charter schools, and Tribal contract schools operating an American Indian education program and serving more than 20 American Indian students. This aid replaced the Success for the Future program.

To qualify for American Indian education aid, the qualifying school must develop and submit a plan to the Indian education director at the Minnesota Department of Education. American Indian education aid equals the greater of the district's previous grant amount under the American Indian education grant program or the sum of \$20,000 plus \$358 for the 21st and each subsequent enrolled American Indian student. For fiscal year 2023, 152 school districts, four Tribal schools, and 18 charter schools qualify for aid.

(Minn. Stat. § 124D.81)

American Indian Teacher Preparation Grants

The Commissioner of Education makes joint grants to pairs of school districts and postsecondary institutions to assist American Indians in becoming teachers. Grants under this program are statutorily prescribed to: University of Minnesota at Duluth and the Duluth school district; Bemidji State University and the Red Lake school district; Minnesota State Moorhead and a school district located within the White Earth Reservation; and Augsburg College and the Minneapolis and St. Paul school districts. Grant money may be used for programs operated by the paired institutions and student scholarships. Student scholarships must be coordinated with the American Indian Scholarship program under Minnesota Statutes, section 136A.126.

(Minn. Stat. § 122A.63)

Tribal Contract School Aid

The Bureau of Indian Education (BIE) oversees Tribal contract K-12 schools and Tribal colleges and universities and is part of the federal Department of the Interior. The BIE provides federal funding for Minnesota's four K-12 Tribal contract schools including: Bug-O-Nay-Ge-Shig School in Bena (Leech Lake Tribe); Circle of Life School in White Earth (White Earth Tribe); Fond du Lac Ojibwe School in Cloquet (Fond du Lac Tribe); and Nay-Ah-Shing School in Onamia (Mille Lacs Tribe). These schools are located on reservations, operated by the Tribes, and are designed to provide Indian students with educational services that are responsive to the needs and desires of the Indian communities.

Minnesota pays a supplementary state school aid, called Tribal Contract School Aid, to the four Tribal contract schools. The Tribal contract schools must generally comply with Minnesota's education statutes, and state aid must supplement, not replace, funds provided by the federal government. The state aid is for operating purposes, not facilities needs.

The Tribal Contract School Aid provides state education aid based on the Tribal school's pupil count, after offsetting the federal aid received by the school. Tribal Contract School Aid is calculated as follows:

- 1) Add the sum of: (i) the product of the general education formula allowance and the school's weighted average daily membership (WADM); and (ii) the school's compensatory revenue;
- 2) Subtract from (1) the amount of federal money allocated through the Indian School Equalization Program;
- 3) Divide the result in (2) by the school's Weighted Average Daily Membership (WADM);
- 4) Multiply the school's combined weighted pupil count (pupils plus free or reduced lunch eligible pupil units) by the lesser of (3) 51.17% of the basic formula allowance (\$3,512 for fiscal year 2023).

Tribal contract schools that receive state aid are also eligible for early childhood family education revenue. The revenue equals 1.5 times the statewide average expenditure per ECFE participant times the number of Tribal contract school participants (children and adults).

(Minn. Stat. § 124D.83)

Table 31: Tribal Contract School Estimated Enrollment and Initial Estimated Aid Entitlement for FY 23

School Name/#	Bug-O-Nay-Ge-Shig School (#1115)	Fond Du Lac Ojibwe School (#1094)*	Circle of Life Survival School (#1435)	Nay Ah Shing School (#1480)	Statewide Totals
Avg. Daily Membership (ADM)	212	185	139	189	725
Grade-weighted ADM	231	202	154	196	783
Free/Reduced Lunch pupil units	76	100	86	0	262
Total funding pupil units	306	301	241	196	1,045
Est. Federal Funds (Indian School Equalization Program)	\$729,045	\$801,805	\$1,257,405	\$908,905	\$3,697,160
Est. State Aid	\$1,054,712	\$1,037,774	\$309,414	\$378,103	\$2,780,002
State Aid per ADM pupil	\$4,976	\$5,597	\$2,226	\$2,005	\$3,835
* In some years, Fond Du Lac chooses to have their students counted by the Cloquet school district and enters into a tuition agreement to transfer the funds from Cloquet to the Fond Du Lac school.					

House Research Department

Table 32: Appropriations for American Indian Programs

Fiscal Year	American Indian Education Aid	Tribal Contract School Aid	American Indian Teacher Preparation Grants	Early Childhood at Tribal Contract Schools
2023	\$11,889,000	\$3,167,000	\$600,000	\$68,000
2022	11,295,000	2,808,000	600,000	68,000
2021	10,814,000	2,161,000	460,000	68,000
2020	8,710,000	1,254,000	460,000	68,000
2019	9,501,000	2,948,000	460,000	68,000
2018	9,004,000	2,954,000	460,000	68,000

House Research Department

Community, Early Childhood, and Adult Education

Community Education

Community education programs are intended to maximize the community's use of public schools and to expand the involvement of community members who have skills and knowledge to share. Districts establishing a community education program must provide for a citizens' advisory council to advise the school administration on how best to use school facilities and community resources. Fees may be charged for community education programs.

Districts with a community education program may also prepare a youth development plan to improve coordination of agencies that address the needs and develop the resources of youth in the community. A participating district may also offer a youth service program to provide meaningful opportunities for community involvement and citizenship.

(Minn. Stat. §§ 124D.18-124D.21)

Community Education Revenue. Community education programs are funded through a partially equalized aid and levy. Districts that prepare a youth service program and a youth development plan are eligible for additional revenue. Districts that establish youth after-school enrichment programs are authorized to levy an additional amount.

The basic community education revenue allowance is \$5.42. Community education revenue, aid, and levy for fiscal year 2023 are computed as follows:

Total Community Education Revenue	=	General Community Education Revenue	+	Youth Service Revenue	+	Youth After-School Enrichment Revenue
General Community Education Revenue	=	\$5.42, times the greater of: (a) 1,335; or (b) population of the district				
Youth Service Revenue	=	\$1.00, times the greater of (a) 1,335; or (b) population of the district				
Youth After-School Enrichment Revenue	=	(1) \$1.85, times the greater of: (a) 1,335; or (b) population of the district not to exceed 10,000; plus (2) \$0.43, times the population of the district in excess of 10,000				
Community Education Levy	=	0.0094 times ANTC				
Community Education Aid	=	Total Community Education Revenue	-	Community Education Levy		

The amount of community education aid a district receives is reduced for any district that levies less than the maximum for community education, in proportion to the amount of the underlevy.

Table 33: Community Education Revenue

School Year	Tax Rate	Basic Community Education Revenue per Capita	Youth Service Revenue per Capita	After-School Enrichment Revenue per Capita*	Minimum Revenue per District	Appropriations	Levy	Number of Participating Districts
2022-23	.940%	\$5.42	\$1.00	\$1.85 + 0.43	\$11,040	\$175,000	\$41,544,000	324/329
2021-22	.940	5.42	1.00	1.85 + 0.43	11,040	180,000	40,634,000	324/329
2020-21	.940	5.42	1.00	1.85 + 0.43	11,040	236,000	40,380,000	328/330
2019-20	.940	5.42	1.00	1.85 + 0.43	11,040	321,000	39,989,000	329/331
2018-19	.940	5.42	1.00	1.85 + 0.43	11,040	410,000	39,749,000	329/331
2017-18	.940	5.42	1.00	1.85 + 0.43	11,040	477,000	39,523,000	329/331

* After-school enrichment revenue per capita equals \$1.85 times the district’s first 10,000 residents, plus 43 cents per capita for each resident in excess of 10,000.

House Research Department

Programs for Adults with Disabilities. Districts with an approved program may offer programs for adults with disabilities as part of their community education programs. These programs may include outreach activities to identify adults needing service, classes specifically for adults with disabilities, services enabling the adults to participate in community education, and activities to increase public awareness and enhance the role of people with disabilities in the community.

State aid is provided to districts with approval for educational programs for adults with disabilities. State aid is equal to the lesser of \$30,000 or one-half of the actual program expenditures. The remainder of a district’s program revenue is composed of funds from other public or private sources, or an optional levy not to exceed \$30,000 or one-half of the approved program budget.

(Minn. Stat. §§ 124D.19, subds. 7, 8; 124D.56)

Table 34: Programs for Adults with Disabilities

Fiscal Year	Appropriations	Levy	Number of Programs
2023	\$710,000	\$669,000	77
2022	710,000	667,000	77
2021	710,000	670,000	77
2020	710,000	670,000	77
2019	710,000	670,000	77
2018	706,000	670,000	77

House Research Department

Early Childhood Family Education

Districts that provide community education programs may also establish early childhood family education programs (ECFE) for children from birth to kindergarten, for their parents, and for expectant parents. These programs include parent education to promote children’s learning and development. All ECFE programming must require substantial parental involvement.

Districts must appoint an advisory council to assist in planning and implementing ECFE programs. Districts are encouraged to coordinate ECFE programs with their special education and vocational education programs, as well as with other public or nonprofit agencies providing similar services.

(Minn. Stat. §§ 124D.13; 124D.135)

Early Childhood Family Education Revenue. ECFE programs are funded through state aid, local levy, and participant fees. The formula for calculating ECFE revenue is based on the district’s population of young children (under the age of five), not the number of children actually served.

The ECFE allowance equals 2.3 percent of the general education basic formula allowance (\$157.85 for fiscal year 2023). ECFE revenue is calculated as follows:

ECFE Revenue = \$157.85, times the greater of:
 (a) 150; or
 (b) number of district residents under 5 years old

ECFE Levy = the commissioner must establish a tax rate for ECFE revenue that, when multiplied by each district’s adjusted net tax capacity, raises \$22,135,000 statewide (.00247890 for 2023)

ECFE Aid = ECFE Revenue – ECFE Levy

Home-visiting Revenue = \$3.00 times the number of district residents under 5 years old

The amount of ECFE aid is reduced for any district that levies less than the maximum early childhood levy allowed to the district, in proportion to the amount of the underlevy.

Since fiscal year 2000, districts are required to charge fees for ECFE programs, but may waive fees for participants who are unable to pay. Districts may also obtain funds from other sources to support early childhood programs. Districts must maintain ECFE funds in a separate account.

Table 35: Early Childhood Family Education Revenue

School Year	ECFE Tax Rate	ECFE Formula Allowance	Appropriations	Levy	Number of Participating Districts
2022-23	.24789%	\$157.85	\$35,126,000	\$22,172,000	322/329
2021-22	.258580	154.74	34,158,000	21,958,000	322/329
2020-21	.276411	151.04	33,188,000	22,115,000	324/330
2019-20	.291619	148.07	32,000,000	21,924,000	329/331
2018-19	.312018	145.18	30,870,000	22,170,000	329/331
2017-18	.327606	142.33	29,759,000	22,115,000	329/331

House Research Department

Early Childhood Home-visiting Program. A school district participating in a collaborative agreement to provide education services and social services through a home-visiting program is eligible for revenue equal to \$3.00 times the number of district residents under the age of five. The revenue is provided through an equalized aid and levy with the equalizing factor set at \$17,250.

(Minn. Stat. § 124D.13)

Table 36: Early Childhood Home-visiting Program

School Year	Allowance per Child Age 4 or Younger	Appropriation	Levy	Number of Participating Districts
2023	\$3.00	\$426,000	\$638,000	277
2022	3.00	455,000	608,000	276
2021	3.00	481,000	577,000	277
2020	3.00	516,000	539,000	278
2019	3.00	571,000	511,000	281
2018	3.00	527,000	488,000	289

House Research Department

Voluntary Prekindergarten Program

Beginning in fiscal year 2017, about \$25 million per year is appropriated through the regular school aid formulas to Minnesota's school districts and charter schools to fund voluntary prekindergarten programs providing at least 350 hours of annual service to children who are four years old by September 1 in the calendar year in which the school year commences. The Voluntary Prekindergarten (VPK) Program divides the state into four regions: (1) Minneapolis and St. Paul school districts; (2) suburban school districts; (3) greater Minnesota school districts; and (4) charter schools. Within each region, each school site is prioritized based on its percent of free and reduced lunch eligible kindergarten students at that site. Sites may be prioritized by the distance from early learning sites that have three- or four-star ratings from Parent Aware. The statewide appropriation is split among the four regions based on each region's proportionate share of kindergarten pupils, and the program serves about 3,160 students per year.

School district and charter school VPK programs are funded by including the prekindergarten pupils in the regular pupil weighting system and incorporating that count in all parts of Minnesota's school finance system. For fiscal year 2017 and later, a prekindergarten pupil who attends a VPK program at a qualifying site generates a pupil weight of 0.6 if that student receives at least 510 hours of instruction during the year. This is the maximum weight allowed to any individual prekindergarten pupil without a disability. A qualifying site must offer at least 350 hours of instruction during the year. A prekindergarten pupil receiving 350 hours of annual instruction generates a pupil weight of 0.412. For programs offering between 350 and 510 hours of instruction, the voluntary prekindergarten weight equals the ratio of the actual hours of instruction to 850. On average, the funding (state aid and local levy) for each VPK student amounts to a little less than \$8,000.

VPK programs may be offered in conjunction with other early learning programs; however, students in a VPK program do not qualify for other early learning program funding during the period of time that the student is enrolled in a voluntary prekindergarten program. A school must separately apply for voluntary prekindergarten funding for each qualifying school site. The VPK program must employ qualified instructors, but the instructors need not be licensed teachers. Class sizes must be limited to no more than ten students to each adult, and no more than 20 students for each qualified instructor.

(Minn. Stat. § 124D.151)

School Readiness

A school district or group of school districts may establish a school readiness program to enable children to enter school with the necessary skills and behavior to succeed. A child may participate in a school readiness program if the child is at least three years old and has had a developmental screening. Children under the age of three-and-one-half years can be enrolled if the district determines that serving young children makes the program more effective.

Districts may establish a sliding fee for school readiness programs. Fees must be waived for participants who are unable to pay. The state also provides state school readiness aid. School readiness aid is calculated as follows:

- (1) the number of eligible 4-year-olds in the district on October 1 of the previous school year \times the ratio of 50% of the total aid to the total number of eligible 4-year-olds in the state on October 1 of the previous school year; plus
- (2) the number of students enrolled in the district from families eligible for free and reduced lunch for the second previous school year \times the ratio of 50% of the total aid to the total number of students in the state eligible for free and reduced lunch for the second previous school year

Districts must place school readiness aid in a reserve account within the community service fund.

(Minn. Stat. §§ 124D.15; 124D.16)

Table 37: School Readiness Aid

Fiscal Year	Appropriations
2023	\$33,683,000
2022	33,683,000
2021	33,683,000
2020	33,683,000
2019	33,683,000
2018	33,683,000

House Research Department

School Readiness Plus

School Readiness Plus is a hybrid funding program providing early education services to eligible children. The program began as a two-year program in fiscal year 2018 and has been extended twice by the legislature, each time for a two-year period (currently through fiscal year 2023). Schools apply to the commissioner to participate in the program, and the commissioner chooses qualifying school sites based on the same criteria as for VPK programs (concentration of poverty and lack of proximity to three- or four-star Parent Aware rated early learning sites). VPK funding for the 2017-18 school year allowed the commissioner to select 95 school sites serving 3,160 children, and the School Readiness Plus funding for fiscal years 2019 through 2023 serves an additional 4,000 children per year. The program allows qualifying schools to choose between the VPK program model or the enhanced school readiness program model. About a dozen school sites receiving funding under this provision choose to participate in the school readiness plus program and all of the remaining sites participate in the VPK program.

Student Eligibility

A child who is four years of age on September 1 of the calendar year in which the school year commences and meets at least one of the at-risk factors for the program may apply to enroll in a school readiness plus program. The at-risk factors for the child are:

- eligibility for free or reduced-price meals;
- English language learning needs;
- homelessness or placement in a foster care family; and
- an early education special education designation or identification through early childhood screening of a risk factor that may affect learning.

Program Requirements

The school readiness plus program requires participating schools to:

- employ teachers knowledgeable in early childhood learning;
- ensure a child-to-staff ratio of not more than ten children for each staff person and not more than 20 children for each licensed teacher working with the program;
- provide at least 350 instructional hours per year;
- assess each child at program entry and exit;
- provide instruction aligned with state guidelines;
- include kindergarten transition planning in the program;
- encourage parental involvement; and
- cooperate and coordinate with community services including ABE and adult literacy programs.

Funding

School readiness plus (similar to voluntary prekindergarten) is funded through the regular school aid formulas at a cost of roughly \$28 million per year. No funding is statutorily approved for this program for fiscal year 2024 and later.

(Laws 2017, 1st Spec. Sess. ch. 5, art. 8, § 9)

Early Learning Scholarship Program

Minnesota children age four years old and younger may first qualify for an Early Learning Scholarship. The maximum annual scholarship amounts are established by the commissioner according to a schedule depending on the program provider's Parent Aware ranking and the child's priority status (a child receives priority status if the child has a teen parent, is in foster care or child protection, or is experiencing homelessness). The current maximum scholarship for fiscal year 2023 is \$12,000 per child. The Early Learning Scholarship may be used at an eligible public or private early learning program. For fiscal year 2023, roughly \$70 million is expected to be awarded in scholarships to about 12,500 participants (not all children receive the maximum scholarship amount). An Early Learning Scholarship may be used in combination

with other publicly funded programs (e.g., child care assistance payments, school readiness programs, voluntary prekindergarten programs, etc.).

Child Eligibility

A child who is three or four years old on September 1 of the current year and not yet enrolled in kindergarten is eligible for an Early Learning Scholarship if the child’s family income is equal to or less than 185 percent of the federal poverty level income for that year. Any younger siblings of a child who qualifies for a scholarship are also eligible for a scholarship, as are the younger children of any parent who is 21 or younger if the parent is finishing high school or pursuing a GED. For fiscal year 2021, about 26 percent of scholarship recipients were awarded to children less than three years of age.

Scholarship Amounts

A child’s maximum scholarship amount is set by the Commissioner of Education and varies depending on the provider’s rating under the Parent Aware quality rating improvement system and the child’s priority status.

Table 38: Early Learning Scholarships; Maximum Amounts for FY 23

Parent Aware Ranking	“Priority” Populations	All Other Participants
Four Stars	\$12,000	\$8,500
Three Stars	9,000	6,000
One and Two Stars	5,000	5,000
Cohort for Ranking	4,000	4,000

House Research Department

Pathway I and Pathway II Options

MDE has developed two pathways for scholarships. Pathway I scholarships are awarded directly to eligible children. As of the date of this report, Pathway I scholarships may be used at any Parent Aware-rated program, but beginning July 1, 2024, Pathway I scholarships must be used only to attend three- or four-star Parent Aware-rated programs. Pathway II scholarships are awarded to qualifying four-star rated programs on behalf of qualifying children.

MDE divides the annual appropriation for scholarships among economic development regions based on the region’s levels of poverty, number of schools identified as “priority schools” under the state’s accountability system, and number of current scholarship recipients. Since fiscal year 2018, the amount of scholarship money that MDE can designate for Pathway II scholarships has been capped—the amount cannot exceed the amount that was designated for fiscal year 2017, which was about \$28 million.

In fiscal year 2021, 6,829 Pathway I scholarships were awarded to qualifying families and 5,466 Pathway II scholarship spaces were awarded directly to eligible providers. In fiscal year 2021,

about 60 percent of the scholarship money was awarded through the Pathway I option and the other 40 percent was awarded through the Pathway II option.

Program Provider Eligibility

A Minnesota public or private early learning program that has a Parent Aware rating may qualify as an Early Learning Scholarship program provider. These providers include public programs such as school district early education programs and Head Start centers, and private programs such as child care centers and licensed family child care providers.

Program Administration

The MDE contracts with organizations in each economic development region of the state to administer Pathway I scholarships (several of the grant administrators are community action programs). A family that wishes to receive a Pathway I Early Learning Scholarship may apply through the regional administering agency. The MDE administers many aspects of Pathway II scholarships, but MDE contracts with one organization to provide statewide administration of Pathway II scholarships for child care programs.

Table 39: Early Learning Scholarship Appropriations

Fiscal Year	Appropriation
2023	\$70,709,000
2022	70,709,000
2021	70,709,000
2020	75,209,000
2019	65,709,000
2018	70,209,000

House Research Department

(Minn. Stat. §§ 124D.142 and 124D.165)

Health and Developmental Screening

School districts are required to provide developmental screening for children before they start school, targeting children who are between three and five years old. A screening program must include:

- a developmental assessment;
- a hearing and vision screening or referral;
- an immunization review and referral;
- child's height and weight; and
- an identification of risk factors that may influence learning and referral.

Optional screening components include:

- nutritional, physical, and dental assessments;
- review of family circumstances that affect development; and
- laboratory tests, blood tests, and health history.

All students must be screened prior to enrollment in a public school unless the child’s parent provides a signed statement of conscientiously held beliefs against screening. A student may be screened by a school district, or by a public or private health care provider.

A district receives \$75 for each three-year-old screened, \$50 for each four-year-old screened, \$40 for each five- or six-year-old screened before enrolling in kindergarten, and \$30 for all other students screened within the first 30 days of kindergarten enrollment. The district may transfer money from the general fund to make up the difference between state aid and the cost of the program.

Note: For fiscal years 2020 and 2021, because of COVID-19 restrictions and a reduction of the number of children screened, a school district’s screening revenue is equal to its fiscal year 2019 screening revenue. Beginning in fiscal year 2022, each school’s developmental screening revenue will once again be based on the actual number of children screened.

(Minn. Stat. §§ 121A.16-121A.19)

Table 40: Developmental Screening Aid

Fiscal Year	Appropriations
2023	\$3,583,000
2022	3,655,000
2021	3,608,000
2020	3,608,000
2019	3,629,000
2018	3,606,000

House Research Department

Head Start

Head Start is primarily a federally funded program designed to provide a comprehensive family-oriented program that improves school readiness and social competence of children from low-income families. State funds were first appropriated for Head Start programs in fiscal year 1989.

Head Start funds do not flow to school districts but instead to the 35 community organizations that are Minnesota’s Head Start grantees. In Minnesota, the most common type of grantee is a community action program.

(Minn. Stat. §§ 119A.50-119A.53)

Table 41: Head Start Revenue

Fiscal Year	State Aid	Federal Funds for Head Start (including Early Head Start)
2023	\$25,100,000	\$153,941,000*
2022	25,100,000	148,160,000*
2021	25,100,000	141,696,000*
2020	25,100,000	149,436,000*
2019	25,100,000	134,206,000
2018	25,100,000	113,498,000

* Does not include onetime COVID-19 related funding.

House Research Department

School-age Care

A school district may offer a school-age care program for children in kindergarten through grade six. The program must provide supervised activities during nonschool hours. Programs are primarily funded through participant fees on a sliding-fee scale based on family income. This program was formerly called the extended day program. About one-half of the Minnesota’s school districts participate in the school-age care program.

Districts with school-age care programs receive school-age care revenue for the additional costs of providing services to children with disabilities or children experiencing temporary family or related problems. School-age care aid and levy are calculated as follows:

$$\text{School-age Care Revenue} = \text{Program costs approved by the Department of Education}$$

$$\text{School-age Care Levy} = \text{School-age Care Revenue} \times \begin{matrix} \text{the lesser of:} \\ \text{(1) one; or} \\ \text{(2) } \underline{\text{ANTC/pupil units}} \\ \text{\$2,318} \end{matrix}$$

$$\text{School-age Care Aid} = \text{School-age Care Revenue} - \text{School-age Care Levy}$$

Table 42: School-age Care Program

Fiscal Year	Aid	Levy
2023	\$1,000	\$21,880,000
2022	0	20,403,000
2021	1,000	19,759,000
2020	0	18,578,000
2019	1,000	17,147,000
2018	0	15,661,000

House Research Department

(Minn. Stat. §§ 124D.13; 124D.22)

Adult Basic Education

Adult basic education (ABE) programs provide academic instruction for persons who are not subject to the state’s compulsory instruction law and do not otherwise attend school. The purpose of the instruction is to enable students to obtain high school diplomas or equivalency certificates.

The Commissioner of Education must approve a district’s ABE program. The commissioner may also contract with private nonprofit organizations to provide these programs.

A district or an organization offering an ABE program may charge a sliding fee to program participants.

School districts may use funds from the community education levy and state community education aid for ABE programs. In addition, ABE programs are funded with state aid and federal funds. The total amount from all sources cannot exceed the actual cost of providing adult education programs.

Minnesota High School Equivalency Tests. Reimburses testing centers for the costs of administering general education development (GED) and other high school equivalency tests. For fiscal years 2017, 2020, and 2021 only, the state reimbursed testing centers for 100 percent of the costs for one full battery of tests. For fiscal year 2022 and later, the reimbursement falls to not more than the lesser of \$40 per person or 60 percent of the test costs. GED tests, which qualify students for a high school equivalency certificate, are available to Minnesota residents over age 19 whether or not the students have taken a refresher course.

(Minn. Stat. §§ 124D.52; 124D.53; 124D.531; 124D.55)

Adult Basic Education Revenue. Minnesota’s ABE funding formula is based on contact hours, population, the enrollment of English learner students, and the number of adults age 25 or older with no diploma residing in a district. The formula caps the growth of state total ABE aid by setting in statute an overall statewide revenue limit.

For fiscal years 2009 through 2011, the statewide aid cap grew by 3 percent. For fiscal years 2012 to 2014, the statewide aid cap grew by 2 percent. For fiscal year 2015 and later, the cap growth is the lesser of 3 percent or the average growth in contact hours over the previous ten years (\$50,662,000 for fiscal year 2023).

The program also caps an individual program's growth. For years prior to fiscal year 2008, the individual program growth was capped at 8 percent per year. For fiscal year 2008 only, an individual program's growth was entirely uncapped. For fiscal year 2009 and later, an annual cap of 11 percent is imposed on an individual program's growth. For each individual program, the total adult basic aid must not exceed \$22 per prior year contact hour.

For fiscal year 2023, state aid to ABE programs is equal to:

Initial State Total ABE Aid	=	\$50,662,000
ABE Basic Population Aid	=	the greater of: (1) \$3,844; or (2) \$1.73 times the population of the district
Remaining ABE Revenue	=	State Total ABE Aid – ABE Basic Population Aid
ABE Program Revenue	=	(1) ABE Basic Population Aid; plus (2) 84% times Remaining ABE Revenue, times the ratio of contact hours for students participating in the program during the first prior program year to the state total contact hours during the first prior program year; plus (3) 8% times Remaining ABE Revenue, times the ratio of the enrollment of students with limited English proficiency during the second prior program year to the state total enrollment of students with limited English proficiency during the second prior program year; plus (4) 8% times Remaining ABE Revenue, times the ratio of the latest federal census count of the number of adults age 25 or older with no diploma residing in the district during the current program year to the state total number of adults age 25 or older with no diploma residing in all participating districts

Three percent of state total ABE aid must be set aside for ABE supplemental service grants.

Each recipient's ABE aid must be proportionately reduced if the appropriation is insufficient to meet the formula amounts.

Table 43: Adult Basic Education Programs

Fiscal Year	Appropriations
2023	\$51,760,000
2022	51,764,000
2021	51,613,000
2020	50,048,000
2019	48,686,000
2018	48,604,000

House Research Department

Cooperative Programs

Minnesota's school districts and students participate in a variety of cooperative programs. The programs are of two general types: programs that are provided by groups of school districts and programs that allow student movement.

School District Cooperative Programs

School districts belong to a variety of group organizations in order to both provide expanded educational opportunities for students and to provide support of administrative functions. Membership in most group structures (cooperatives) is voluntary.

Consolidation Transition Revenue. School districts that have reorganized after June 30, 1994, are eligible for consolidation transition revenue. (Consolidation transition revenue replaced cooperation and combination revenue.) Consolidation transition aid is equal to \$200 per pupil in the first year of consolidation and \$100 per pupil in the year after consolidation. Aid is based on a maximum of 1,500 pupils. The revenue must be used to offer early retirement incentives, reduce operating debt, enhance learning opportunities, and for other costs of reorganization. If the aid is insufficient to cover early retirement costs, the district may levy for the additional amount over a three-year period. For consolidations that include one or more districts that have received consolidation transition revenue or cooperation and combination revenue within the previous six years, the basis for calculating aid is the number of pupils in only those districts that have not previously reorganized. If all of the reorganizing districts have received aid within six years, consolidation transition revenue is based on one-fourth of the pupils in the newly created district.

From 1990 until July 1, 2001, more than 150 school districts consolidated using this program or its predecessor, the Cooperation and Combination Program. Since July 1, 2001, only 21 school districts have consolidated.

(Minn. Stat. § 123A.485)

Table 44: Consolidation Transition Revenue

Fiscal Year	Appropriation
2023	\$372,000
2022	309,000
2021	270,000
2020	0
2019	0
2018	0

House Research Department

Student Movement Programs

Students in Minnesota schools can choose from a variety of programs that offer alternative or expanded educational opportunities. Often these programs are referred to as “choice” programs. These programs include Open Enrollment, the Postsecondary Enrollment Options (PSEO) Program, Area Learning Center Programs, the Graduation Incentives Program, and Charter School programs. Funding for these programs is as follows (charter schools and PSEO are discussed in separate sections).

Open Enrollment Funding. Minnesota’s Open Enrollment program allows students to attend school in districts other than the student’s resident district. A resident district may not prevent a student from leaving the student’s home district, but the potential serving school district is not required to accept nonresident students once the serving district has accepted students equal to 1 percent of its total enrollment. General education revenue automatically follows the pupil from the resident district to the district providing instruction (the serving school district) because the general education program funding is based on students served, not resident students.

Transportation of an open enrollment pupil is the responsibility of the nonresident (serving) district from the nonresident district’s border to the school attended (the resident district has no transportation responsibilities for an open enrollment pupil).

(Minn. Stat. § 127A.47, subd. 7)

Graduation Incentives Program Funding. The Graduation Incentives Program (previously the High School Graduation Incentives Program and renamed the Education Options Program for one year only) allows certain eligible pupils to receive instruction in a variety of alternative settings. A pupil may attend:

- a program approved by the Commissioner of Education or an area learning center;
- a postsecondary institution under the PSEO program;
- any public elementary or secondary education program;
- a nonprofit, nonpublic, and nonsectarian school that has contracted with the district of residence to provide educational services; or
- an adult basic education program operated under the community education program (for pupils ages 17 to 21).

A district may contract with any nonprofit, nonpublic school to provide nonsectarian educational services for certain students who are eligible for the Graduation Incentives Program.

The method of funding students participating in the Graduation Incentive Program depends on the type of program providing educational services. Revenue distribution for students in an area learning center, a public school, an adult basic education course, or in a board-approved program is the same as the funding for open enrollment students. Funding for education option students in PSEO is the same as for other PSEO students. For Graduation Incentives

Program students who receive educational services from a private organization under a contract with a school district, the basic revenue is allocated to both the contracting district and the private organization. The Department of Education pays 90 percent of the revenue generated by an education options student to the private provider and 10 percent to the contracting district. The share of basic revenue is reduced proportionately for part-time students who receive services from a private organization under contract. During the term of the contract, state aid is placed into an account that is reserved for the site providing the alternative education.

(Minn. Stat. §§ 124D.68; 127A.47, subd. 7)

Area Learning Center Program Funding. An area learning center may be established by a school district by itself or in cooperation with a cooperative organization, or other public and private organizations. Area learning centers often operate alternative high schools, summer school programs, and other cooperative activities and serve both resident and nonresident pupils. All area learning centers outside first-class cities must serve at least two school districts. Revenue for nonresident students is transferred from the student's resident district to the district operating the area learning center in the same way revenue is transferred for open enrollment students.

(Minn. Stat. § 123A.08)

Early Graduation Incentives Programs. For fiscal years 2012 and 2013 only, the early graduation incentives program allowed an 11th or 12th grade student who graduated early to apply to the state for an early graduation achievement scholarship. The scholarship equaled \$2,500 if the student graduated one semester early, \$5,000 if the student graduated two semesters early, and \$7,500 if the student graduated three semesters early. The qualifying student could use the scholarship at any accredited postsecondary institution located anywhere in the United States. The same incentive was awarded as cash to a qualifying early-graduating student who enters the military. This program was repealed by the 2013 Legislature.

(Minn. Stat. §§ 120B.08; 120B.081)

Dual Enrollment Programs

Minnesota's extensive dual enrollment programs⁵ (programs that allow a student to receive high school and college course credit for the same class) have evolved over the last 35 years since the postsecondary enrollment options (PSEO) program was first passed by the legislature in 1985. While there is not universal agreement on the terminology, it may be easiest to classify dual enrollment programs as one of three different types: traditional PSEO; courses according to an agreement; and early middle college programs. The following is a brief description of each type of program, a list of student eligibility, and a summary of how the program is funded.

Traditional PSEO

Under the traditional PSEO program, an eligible student leaves the high school and takes a college course taught by a member of the college faculty on the campus of a qualifying postsecondary institution (PSI). In some cases, the student may take the college course online directly from the PSI.

Student Eligibility. All 11th and 12th grade Minnesota pupils (public, nonpublic, and homeschool students), and some Minnesota pupils in 10th grade who have achieved proficiency on the 8th grade Minnesota Comprehensive Assessments (MCAs) and first enroll in a career and technical course at the PSI, may apply to a PSI in order to participate in the traditional PSEO program. A student may participate part-time or full-time in the traditional PSEO program. A public high school may not prohibit a student from participating in the traditional PSEO program.

Qualifying PSI. A qualifying PSI means: a Minnesota public postsecondary institution (University of Minnesota or Minnesota State (formerly MnSCU) institution); a private, residential, two- or four-year, liberal arts, degree-granting college or university with a physical presence in Minnesota (e.g., Bethel University); a nonprofit two-year trade and technical school granting an associate degree (e.g., Dunwoody); or an accredited opportunities industrial center (e.g., Summit Academy OIC). A qualifying PSI sets its own admission requirements for high school students, may choose to limit the number of PSEO students who may enroll in its programs, and may limit the course offerings available to the high school students.

PSEO Funding. Under the traditional PSEO program, for a full-time student, 88 percent of the basic general education revenue is paid by the Minnesota Department of Education (MDE) directly from the state to the PSI. The public school district in turn counts the student as 0.12 pupils in average daily membership across all school funding formulas. The remaining money

⁵ For a more detailed description of dual enrollment programs, see the MDE document "Postsecondary Enrollment Options (PSEO) Reference Guide" updated August 2019, on MDE's website:

https://education.mn.gov/mdeproduct/idcplg?IdcService=GET_FILE&dDocName=MDE058445&RevisionSelectionMethod=latestReleased&Rendition=primary.

that would otherwise follow the student (88 percent of all school funding formulas other than the basic general education revenue) is “saved” by the state. For nonpublic pupils, there is no residual payment to the school district of residence—the state simply pays 88 percent of the basic general education revenue directly to the PSI. For each part-time PSEO pupil, the district receives a proportionate share of the total school revenue attributable to that pupil, based on the amount of time that the PSEO pupil attends the high school. The state basic formula payment to the PSI is converted from the general education basic formula allowance to a standard rate per credit hour. For fiscal year 2023, this equals \$171.68 for each quarter credit hour ($[88\% \times (\$6,863 - \$425) \times 1.2]/45$) and \$257.52 for each semester hour ($[88\% \times (\$6,863 - \$425) \times 1.2]/30$). The payment to the PSI may not exceed the lesser of the actual tuition at the college or the standard rate per credit hour.

Program Participation. For fiscal year 2020, 7,419 public school pupils, 1,156 nonpublic pupils, and 1,888 homeschool pupils attended classes at a PSI taking a total of 170,117 credits, and the state aid payments directly to the PSIs through the traditional PSEO funding formula amounted to \$36.012 million.

Courses According to Agreement

An alternative form of PSEO occurs when the school district and the PSI enter into a contract for services for a dual enrollment course. In 1992, the legislature specifically authorized school districts and PSIs to provide PSEO courses taught in the high school. These programs are sometimes referred to as concurrent enrollment programs or by the program name of the institution offering the course (e.g., College in the Schools—University of Minnesota; Seniors to Sophomores (S2S)—St. Cloud State; Program for Advanced College Credit—St. Mary’s University, etc.). Instructors in these programs are most often high school teachers specially trained by the sponsoring postsecondary institution to teach the course using curriculum developed by faculty at the PSI. A contract for a course according to an agreement may be for a concurrent enrollment course offered at the high school or for a course the student attends on the college campus (this option has become more prevalent in the last few years because more funding is generated by the student as a concurrent enrollment student than under the traditional PSEO program).

Student Eligibility. In addition to 11th and 12th grade students and 10th grade students who have taken a career and technical course, public school 9th and 10th grade pupils may participate in a qualifying world language course or another concurrent enrollment course subject to space limitations and the agreement with the partnering PSI.

Funding. Under a concurrent enrollment course or other PSEO course offered through an agreement with a partnering institution, the funding for a participating student is the same as for any other high school student at the school and the aid amounts are paid by MDE directly from the state to the school district. Additionally, if the course qualifies as a concurrent enrollment course, the public school will receive additional aid under the concurrent enrollment aid formula. The contract with the PSI determines how much revenue the school district pays to the PSI for the teacher training, curriculum, and support, and the contract also specifies whether the course will be taught by a college instructor or a high school teacher.

Program Participation. For fiscal year 2020, roughly 32,000 students participated in the concurrent enrollment program taking a total of 76,295 college credit-bearing courses.

Early Middle College Program

The 2014 Legislature established the early middle college program as an option under PSEO. Across the states, early middle college programs may have one of several different forms but they are most often targeted to students who are in the academic “middle” and may not otherwise view college as a viable option. Minnesota’s explicit addition of early middle college programs to the PSEO program is intended to increase participation in PSEO for underserved students. Unlike Minnesota’s traditional PSEO and concurrent enrollment programs, under some circumstances, an early middle college program may allow a student to take developmental coursework as part of the dual enrollment curriculum.

Student Eligibility. An 11th or 12th grade student who qualifies for the graduation incentives program and who is enrolled in a state-approved alternative program, including an alternative learning center (ALC), alternative learning program (ALP), or contract alternative program may participate in PSEO through an early middle college program.

Funding. Some early middle college programs are funded through the traditional PSEO model while other early middle college programs are provided under contract and are funded as courses according to an agreement.

(Minn. Stat. §§ 124D.09; 124D.091)

Table 45: Concurrent Enrollment Aid

Fiscal Year	Concurrent Enrollment Aid	Statutory Aid Per Pupil	Proration Factor	Participating Pupils	# of Participating School Districts and Charters
2023	\$4,000,000	\$150	NA	NA	NA
2022	4,000,000	150	35.28%	NA	NA
2021	4,000,000	150	33.65	NA	NA
2020	4,000,000	150	34.95	NA	327
2019	4,000,000	150	35.00	32,403	330
2018	4,000,000	150	34.99	32,608	325

House Research Department

Charter Schools

As of July 15, 2022, there were 178 charter schools operating in Minnesota serving an estimated 71,811 pupils. Charter schools are eligible for general education revenue, special education revenue, building lease revenue, start-up grants, and certain other school district revenue.

General Education Revenue. A charter school earns general education revenue on a per pupil unit basis just as though it were a school district except for approximately \$320 per pupil unit (4.66 percent of the basic formula allowance) for transportation expenses, which the charter school receives only if it provides transportation services. The general education revenue paid to a charter school is paid entirely through state aid. Operating capital revenue received by the charter school may be used for any purpose.

Referendum Revenue. A charter school receives only the aid portion of each enrolling student's referendum revenue based on the student's resident district referendum aid amount.

Special Education Revenue. A charter school receives special education revenue as though it were a school district. In addition, a charter school bills back to a disabled student's resident school district certain eligible unreimbursed special education costs and 90 percent of the unreimbursed costs are covered through these tuition billbacks.

For years prior to 2015, the charter school billed back to the resident school district 100 percent of eligible unreimbursed costs. For fiscal years 2015 through 2019, for most charter schools, the charter school billed back to the resident school district 90 percent of the eligible unreimbursed costs. For fiscal year 2020, the charter school billed back to the resident school district 85 percent of the eligible unreimbursed costs, and the state directly paid 5 percent of the eligible unreimbursed costs to the charter school. For fiscal year 2021 and later, the charter school bills back to the resident school district 80 percent of the eligible unreimbursed costs, and the state directly pays 10 percent of the eligible unreimbursed costs to the charter school.

However, if at least 70 percent of the charter school's student population qualifies for special education services, the full 100 percent of the eligible unreimbursed costs are billed back to the resident district.

Transportation Revenue. A charter school is eligible for an additional amount of general education revenue of approximately \$320 per pupil unit if it elects to provide transportation services. In the alternative, a charter school may choose to have the school district in which it is located provide transportation services. In this case, the charter school does not receive any transportation funding, and the school district must provide transportation services to the charter school attendees in the same manner as it provides transportation to its resident students and students entering the school district under the enrollment options (open enrollment) program.

Building Lease Aid. A charter school is eligible for building lease aid equal to the lesser of \$1,314 per pupil or 90 percent of the charter school's lease costs.

Integration Revenue. Prior to fiscal year 2004, a charter school was eligible for the aid portion of integration revenue for enrolled students who are residents of a district that is eligible for integration revenue if the enrollment of the pupil in the charter school contributes to integration or desegregation purposes. This aid was separately appropriated and was prorated if the appropriation was insufficient. This revenue was eliminated for fiscal year 2004 and later.

Long-Term Facilities Maintenance Revenue. A charter school is eligible for long-term facilities maintenance aid equal to \$132 per pupil.

Other Aid, Grants, Revenue. A charter school is eligible to receive other aids, grants, and revenue according to the school funding formulas as though it were a school district, unless the receipt of the revenue would require a local property tax levy. A charter school may receive money from any source for capital facilities needs. Any unexpended capital facilities revenue must be reserved and must be expended only for future capital facilities purposes.

Federal Aid. A charter school is eligible for any federal aid received by the state as if the charter school were a school district. A new charter school may apply for federal start-up grants.

Use of State Money. A charter school may not use state aid to purchase land or buildings.

Property Tax Status of Charter Schools. The 2010 Legislature clarified the property tax status of charter schools. Property that is leased to a charter school is exempt from taxation if: (1) the lease is for at least one year; (2) the property is owned by a school, political subdivision, church, or nonprofit; (3) the property is used for instructional and administrative purposes; and (4) the charter school has exclusive use of the facility or has a shared use agreement with a school, church, or political subdivision.

Table 46: Charter School General Education, Special Education, and Building Lease Aid

Fiscal Year	General Education Aid Entitlement*	Special Education Direct Aid*	Building Lease Aid Appropriation	Start-up Aid Appropriation
2023	\$685,857,000	\$242,845,000	\$95,819,000	\$0
2022	641,198,000	215,173,000	89,868,000	0
2021	597,663,000	180,098,000	83,778,000	0
2020	557,776,000	178,951,000	85,332,000	0
2019	539,034,000	166,743,000	78,223,000	0
2018	494,356,000	140,396,000	74,038,000	0
2017	461,475,000	122,273,000	68,969,000	0
2016	438,130,000	100,080,000	63,718,000	0
2015	410,026,000	84,486,000	60,327,000	0
2014	346,109,000	79,310,000	52,704,000	0

Fiscal Year	General Education Aid Entitlement*	Special Education Direct Aid*	Building Lease Aid Appropriation	Start-up Aid Appropriation
2013	323,015,000	63,395,000	49,124,000	22,000
2012	297,639,000	56,703,000	46,869,000	161,000
2011	279,960,000	47,963,000	43,176,000	743,000
2010	264,342,000	39,377,000	41,015,000	1,218,000
2009	247,483,000	34,070,000	37,376,000	1,987,000
2008	213,448,000	26,225,000	32,602,000	1,801,000
2007	172,401,000	21,520,000	27,803,000	2,347,000
2006	142,488,000	8,735,000	24,253,000	1,291,000
2005	116,385,000	7,459,000	20,634,000	156,000
2004	93,689,000	6,416,000	17,542,000	829,000
2003	79,661,000	5,287,000	15,625,000	1,215,000
2002	61,850,000	3,739,000	12,272,000	2,026,000
2001	52,741,000	4,278,000	10,667,000	2,664,000

* General education aid and special education aid paid to charter schools are subsumed within the regular appropriations for general education and special education aid.

House Research Department

(Minn. Stat. §§ 124E.01-124E.26; 272.02, subd. 42)

School Desegregation and Integration

Minnesota funds a variety of programs designed to promote integration within and among its school districts.

Integration Revenue

The 2011 Legislature set in motion a process to repeal and replace Minnesota’s integration funding program. A task force formed, convened meetings, and developed and submitted a report to the 2012 Legislature. The 2013 Legislature responded to the report by creating a new funding program called Achievement and Integration for Minnesota (AIM), first effective for the 2013-14 school year. The new program’s language declares the purposes of the law to “pursue racial and economic integration and increase student academic achievement, create equitable educational opportunities, and reduce academic disparities based on students’ diverse racial, ethnic, and economic backgrounds in Minnesota public schools.”

School districts that file integration plans with the Department of Education are eligible for AIM revenue. During the 2022-23 school year, 181 school districts are implementing integration plans and are receiving AIM revenue. AIM revenue is provided through a mix of aid and levy, with 70 percent of the revenue provided in state aid and the remaining 30 percent provided through the local levy or other local resources.

Each qualifying district’s AIM revenue equals the sum of: (1) \$350 times the district’s adjusted pupil units times the ratio of the district’s number of students of color to its total enrollment, and (2) the greater of zero or 0.66 times the difference between the district’s integration revenue for fiscal year 2013 and its AIM revenue under clause (1). Additionally, a district may qualify for incentive revenue equal to an additional \$10 per pupil unit.

Table 47: Achievement and Integration Maximum Revenue for Fiscal Year 2023
Selected District Characteristics

District #	District Name	FY 23 Adjusted Pupil Units	Percent Students of Color	Estimated FY 23 AIM Revenue	AIM Revenue Per Pupil	AIM Aid Per Pupil	AIM Levy Per Pupil
13	Columbia Heights	3,666	84.4%	\$1,123,000	306	214	92
625	St. Paul	38,537	78.3	16,048,000	416	292	125
518	Worthington	4,295	74.2	1,162,000	271	189	81
1	Minneapolis	31,199	61.5	13,519,000	433	303	130
535	Rochester	19,159	45.4	3,382,000	177	124	53
284	Wayzata	13,594	40.2	2,373,000	175	122	52
11	Anoka	42,129	39.9	7,778,000	185	129	55
709	Duluth	8,757	22.7	1,193,000	195	136	58

District #	District Name	FY 23 Adjusted Pupil Units	Percent Students of Color	Estimated FY 23 AIM Revenue	AIM Revenue Per Pupil	AIM Aid Per Pupil	AIM Levy Per Pupil
276	Minnetonka	12,290	21.1	0	0	0	0
885	St. Michael-Albertville	7,026	2.1	0	0	0	0
State Total (Districts Only)		869,017	36.9%	\$121,820,000	\$140	\$98	\$42

House Research Department

For fiscal years 2001 to 2013, formula amounts for different types of districts were specified in statute by type of district.

Table 48: Integration Revenue Allowances Per Pupil Fiscal Years 2001 to 2013

Fiscal Year	Minneapolis	St. Paul	Duluth	Eligible District with More than 15% Students of Color	Other Eligible Districts	% of Revenue Paid in State Aid
2004 – 2013	\$445 + \$35 levy	\$445	\$206	\$129	\$92	77%
2003	446 + 35 levy	446	207	130	93	63
2002	446	446	207	130	93	78
2001	536	446	207	130	93	78

House Research Department

(Minn. Stat. §§ 124D.861 and 124D.862)

Table 49: Estimated Appropriations and Levies for Integration Activities Based on 100% Aid Entitlement; Amounts for Aid Fiscal Year

Fiscal Year/ Payable Year	Minneapolis		St. Paul		Duluth		Other Districts		Total	
	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy
2023/2022	\$9,463,000	\$4,056,000	\$11,234,000	\$4,814,000	\$1,193,000	\$511,000	\$63,384,000	\$30,979,000	\$85,274,000	\$36,546,000
2022/2021	9,709,000	4,161,000	11,396,000	4,884,000	1,211,000	519,000	61,517,000	26,407,000	83,933,000	35,971,000
2021/2020	10,152,000	4,351,000	11,188,000	4,795,000	1,236,000	530,000	63,795,000	27,310,000	86,301,000	36,986,000
2020/2019	10,441,000	4,475,000	11,321,000	4,852,000	1,214,000	520,000	58,197,000	24,941,000	81,173,000	34,788,000
2019/2018	10,732,000	4,600,000	11,417,000	4,893,000	1,178,000	505,000	50,494,000	21,640,000	73,822,000	31,638,000
2018/2017	10,964,000	4,699,000	11,462,000	4,912,000	1,171,000	502,000	48,589,000	20,824,000	72,185,000	30,936,000
2017/2016	10,680,000	4,577,000	11,351,000	4,759,000	1,159,000	494,000	43,573,000	18,900,000	66,763,000	28,730,000
2016/2015	10,877,000	4,662,000	11,751,000	5,036,000	1,140,000	488,000	44,189,000	18,936,000	67,952,000	29,122,000

House Research Department

Interdistrict Desegregation Transportation

School districts are reimbursed in the form of grants for the costs incurred providing pupil transportation services to students who participate in interdistrict desegregation and integrations efforts, such as The Choice is Yours Program or other interdistrict integration programs.

(Minn. Stat. § 124D.87)

Table 50: Appropriations for Interdistrict Desegregation Grants

Fiscal Year	Interdistrict Integration Transportation
2023	\$10,974,000
2022	9,900,000
2021	15,367,000
2020	14,231,000
2019	13,193,000
2018	14,328,000

House Research Department

Teacher Supply Programs

The Minnesota Legislature provides ongoing K-12 funding to expand the ranks of teachers currently underrepresented in Minnesota’s K-12 teacher workforce. These programs include the Collaborative Urban and Greater Minnesota Educators of Color grant program, Grow Your Own programs, mentoring and retention bonuses, and the teacher recruitment and marketing program.

Collaborative Urban and Greater Minnesota Educators of Color grant program. The Collaborative Urban and Greater Minnesota Educators of Color (CUGMEC) grant program was first funded in 1998 and called Collaborative Urban Educator (CUE) program. The CUE program provided grant funding to higher education institutions to expand the pool of underrepresented teachers. Specific teacher preparation programs, each with a different focus, located at Concordia, Hamline, St. Thomas, and Augsburg, were specifically named in the annual appropriations as grant recipients until 2017 when the program was modified. Under the program's current design, the Professional Educator Licensing and Standards Board (PELSB) awards competitive grants each year to applicant teacher preparation programs. For fiscal year 2022, ten Minnesota postsecondary institutions received grants to help support underrepresented students in their teacher preparation programs.

(Minn. Stat. § 122A.635)

Grow Your Own programs. The Grow Your Own program was first systematically funded by the 2017 Legislature. Grow Your Own programs are typically designed to help nonlicensed school staff, parents, and other interested community members become licensed teachers in the sponsoring school districts. Some of Minnesota's Grow Your Own programs predated the state's formal statutory program. Minnesota's Grow Your Own program awards two types of grants: grants for programs for adults wishing to become teachers, and grants for programs intended to heighten high school students' interest in the teaching profession. In fiscal year 2022, six districts received grants for their Grow Your Own programs for adults, and five districts received grants for high school student programs. The grants may be up to \$750,000 and the proceeds of the grant may be used over a five-year period. MDE, following the statutory criteria, ranks applicants and awards grants accordingly.

(Minn. Stat. § 122A.73)

Mentoring, Induction, and Retention grants. The teacher mentoring program was first enacted by the 1987 Legislature and initially funded at \$250,000 per year for fiscal years 1988 and 1989. Funds continued to be appropriated through 1995 when the program went dormant. In 2019, the legislature reworked the program and began providing ongoing funding beginning in fiscal year 2020. In its current configuration, school districts are required to develop mentoring programs for teachers new to the district, teachers with special needs, and teachers in need of peer coaching. PELSB awards grants to applicants interested in developing or expanding mentoring programs to: school districts; groups of school districts; coalitions of school districts, teachers, and teacher education institutions; and coalitions of schools, teachers, and nonlicensed educators. For fiscal year 2022, PELSB awarded \$1.925 million in grants to 37 applicants. Common uses of the funds include professional development, affinity group activities, substitute teacher costs for mentors, and stipends to mentors.

(Minn. Stat. § 12A.70)

Teacher Recruitment Marketing grants. Beginning in fiscal year 2022, ongoing funding of \$250,000 per year is appropriated to PELSB for grants for outreach and marketing to elevate the teaching profession and to recruit teachers. The law requires the marketing to be directed

at two groups: (1) American Indian Students and Students of Color who attend high school or college and who have not yet chosen a career path; and (2) adults from racial or ethnic groups underrepresented in the teaching workforce who may be seeking to change careers.

(Laws 2021, 1st spec. sess. ch. 13, art. 3, § 8, subd. 4)

Table 51: Appropriations for Teacher Supply Programs

Fiscal Year	Collaborative Educator Grants	Grow Your Own Programs	Mentoring and Retention Grants	Come Teach In Minnesota Bonuses	Teacher Recruitment Marketing
2023	\$1,000,000	\$6,500,000	\$2,996,000	\$200,000	\$250,000
2022	1,000,000	6,500,000	3,004,000	200,000	250,000
2021	1,000,000	1,500,000	750,000	--	--
2020	1,099,000	1,500,000	750,000	--	--
2019	1,000,000	1,500,000	--	--	--
2018	1,000,000	1,500,000	--	--	--

House Research Department

Inactive and Repealed Integration Funding Programs

Magnet School Grants. Metropolitan magnet schools have been eligible for grants to help operate the magnet programs. Grants could be used for teachers, aides, instructional services, equipment, field trips, and other programs designed to enhance metropolitan integration. Beginning in fiscal year 2001, start-up grants were also available to a metropolitan magnet school program for its first two years of operation. Start-up cost aid equaled \$500 times the magnet school’s pupil units served for that year. Capital funding has also been provided to help construct metropolitan magnet school facilities. This program was repealed for the 2011-12 school year and later years.

(Minn. Stat. § 124D.88)

Other Former Integration Programs. Other former integration programs included minority fellowship grants, the minority teacher incentives program, teachers of color program grants, and cultural exchange grants. These programs have not been funded since fiscal year 2003.

(Minn. Stat. §§ 122A.64; 122A.65; 124D.89; Laws 1994, ch. 647, art. 8, § 29)

Career and Technical Education

Career and Technical Revenue

Career and technical education services include courses that were formerly called vocational programs and include agricultural, business, technology, and health occupations courses. A district that offers career and technical programming is eligible for revenue under this program.

Career and technical revenue is an equalized aid and levy. Each school district’s career and technical revenue equals 35 percent of the district’s approved expenditures on career and technical programming. The revenue cannot be less than the revenue authority for the previous year, provided that the revenue does not exceed 100 percent of the district’s career and technical expenditures for that year. The career and technical levy is 100 percent forward-shifted, meaning that the levy for taxes payable in 2022 is recognized as revenue in fiscal year 2022.

$$\text{Career and Technical Revenue} = .35 \times \text{Approved Program Expenditures}$$

$$\text{Career and Technical Levy} = \text{Career and Technical Revenue} \times \frac{\text{District's ANTC per pupil unit}}{\$7,612}$$

$$\text{Career and Technical Aid} = \text{Career and Technical Revenue} - \text{Career and Technical Levy}$$

Table 52: Funding Formulas for Career and Technical Revenue

Fiscal Year	Revenue Formula	Aid	Levy
2015 and later	35% of approved expenditures but not less than previous years’ revenue	Equalized	Levy equalized and uncapped
2014	35% of approved expenditures but not less than previous years’ revenue	Equalized	Levy equalized but capped at \$20.65 million
2012 through 2013	Previous year’s revenue adjusted to match statewide levy cap	No aid	All levy; capped at \$17.85 million for FY 12 and \$15.52 million for FY 13
2008 through 2011	Lesser of (1) \$80 per pupil in grades 10 to 12, (2) 25% of approved career and tech expenditures, (3) \$10,000, or (4) previous years’ levy	No aid	All levy
2001 through 2007		No aid	All levy
Prior to 2001	Formula driven-based on previous years’ program spending	All aid	No levy

House Research Department

Table 53: Career and Technical Revenue

Fiscal Year	Payable Year	Aid	Levy
2023*	2023	\$1,980,000	\$36,301,000
2022	2022	2,560,000	35,912,000
2021	2021	3,233,000	32,657,000
2020	2020	3,867,000	30,347,000
2019	2019	4,247,000	28,272,000
2018	2018	4,505,000	25,876,000
* Estimated. Levy 100% forward shifted.			

House Research Department

(Minn. Stat. § 124D.4531)

ServeMinnesota Aid

ServeMinnesota is the name of a state grant program designed to work in concert with federal youth service programs. Prior to 2011, this program was called “Youth Works.” In Minnesota, ServeMinnesota is the statutorily designated recipient of federal Americorps funds. Youth service programs are generally designed to provide the participant with skills and training while creating an opportunity for the participant to perform tasks that benefit the community. The ServeMinnesota program awards grants to program providers on a competitive-grant basis. The program provider combines the state grant money with federal money and provides the participants with living expenses or a stipend, health insurance, child care if needed, and a postservice educational award of up to \$6,895 for the 2022-23 school year, which may be used for higher education costs or to repay student loans.

ServeMinnesota programs are encouraged to channel participants into tutoring and other children’s literacy and numeracy programs. Other program activities include working on affordable housing projects, family stability programs, environmental restoration projects, and disaster relief programs.

Early Childhood Literacy and Numeracy Programs

State aid is appropriated for grants for early childhood literacy and numeracy programs. These grants may be awarded to the Minnesota Reading Corps and Minnesota Math Corps, which are programs operated by ServeMinnesota.

Table 54: Appropriations for ServeMinnesota and the Minnesota Reading and Math Corps

Fiscal Year	ServeMinnesota Aid	Early Childhood Literacy Program Grants	Minnesota Math Corps	Federal Operating Funds for Reading Corps*	Federal Funds Scholarship*
2023	\$900,000	\$7,950,000	\$1,000,000	\$23,867,000**	\$7,703,000
2022	900,000	7,950,000	1,000,000	21,355,000***	7,287,000
2021	900,000	7,950,000	500,000	14,343,000	6,677,000
2020	900,000	7,950,000	500,000	14,684,000	6,500,000
2019	900,000	6,950,000	500,000	13,516,000	6,306,000
2018	900,000	6,950,000	500,000	13,512,000	6,519,000
* Amounts leveraged by state appropriation for ServeMinnesota Americorps programs ** Includes \$7.419 million from the ARP Act. *** Includes \$4.392 million from the American Relief Plan (ARP) Act.					

House Research Department

(Minn. Stat. §§ 124D.37-124D.45)

State Academies

Minnesota State Academies for the Deaf and Blind

Minnesota operates two residential academies for deaf and blind students in Faribault. The academies are both public schools and state institutions and annually serve more than 403 students through residential programs, summer school, preschool programs, and outreach efforts. In fiscal year 2021, the Minnesota State Academy for the Blind enrolled 54 full-time pupils, and the Minnesota State Academy for the Deaf enrolled 103 full-time pupils.

The budget for the Minnesota State Academy for the Deaf and Blind (MSA) is primarily funded through direct state appropriations, but also includes funding from some other school finance formulas as well. The MSA counts its students for purposes of compensatory revenue and this amount is paid directly from MDE to the MSA. The MSA also receives funding for the costs of one-to-one instructional staff (aides or licensed staff) from the state special education formula and uses the tuition bill-back formula to charge any unreimbursed costs for the one-to-one staff back to the resident district. If the MSA's student enrollment exceeds 175 students, the MSA receives the general education basic formula allowance for each student in excess of 175 students. For fiscal year 2020, the MSA received about \$168,000 in federal funding, \$232,000 in compensatory revenue, and \$3.19 million from the state special education formulas for one-to-one staff (including the tuition bill-back amount from the resident districts).

The resident school district of a student attending the MSA counts the student in its pupil count and receives revenue for that student as if the student were attending the resident district, except for the general education basic revenue attributable to that student, which is subtracted from the amount paid to the resident district and the compensatory revenue for that student, which is calculated at the site the student actually attends (MSA). The resident school district is responsible for the cost of transporting academy students to and from the academies on weekends during the school year and includes these costs in the resident district's special education funding requests. The resident district's special education funding is reduced by the amount of any unreimbursed special education costs for the one-to-one staff processed through the tuition bill-back formula.

Table 55: Direct Appropriations for the Minnesota State Academies for the Deaf and Blind

Fiscal Year	Appropriation
2023	\$14,317,000
2022	14,056,000
2021	13,787,000
2020	13,746,000
2019	14,572,000
2018	13,796,000

House Research Department

(Minn. Stat. §§ 125A.61-125A.72)

Perpich Center for Arts Education

The 1985 Legislature established the Minnesota School of the Arts and Resource Center. In 1987, the legislature explicitly expanded the center's mission to include operating an 11th and 12th grade arts high school. In the mid-1990s, the center was renamed the Lola and Rudy Perpich Center for Arts Education, and in 1999, the name was shortened to the Perpich Center for Arts Education. The center's mission includes arts outreach activities, professional development opportunities, and operating the arts high school. The center is located in Golden Valley on the former campus of Golden Valley Lutheran College and is funded through direct state appropriations. Students enrolled in the center's arts high school do not generate general education aid for either the arts high school or for their home school districts.

Governance and management. The center is governed by an independent board appointed by the governor. The 16-member board includes the Commissioner of Education as an ex officio member. The board manages and controls the center. The board appoints the center's director who must hold a superintendent's license.

Students served. The arts high school is limited by statute to serving not more than 310 students in grades 11 and 12. The arts high school enrolled 166 11th and 12th grade students during the 2021-22 school year. Students from across the state attend the arts high school. The arts high school provides room and board to students and may charge a reasonable fee for the room and board. Approximately 55 percent of the arts high school students live in the dorms on campus.

Funding. The center, including the arts high school, is funded through a direct state appropriation. Students enrolled in the center's arts high school do not generate general education aid for either the arts high school or for their home school districts.

Crosswinds school. The Crosswinds school was initially established as a magnet program by the East Metro Integration District (EMID), and state bond proceeds were used to build the facility. After EMID decided to close the school, parents of Crosswinds students convinced the Perpich Center to operate the school. In July 2013, the board of the Perpich Center for Arts Education entered into a one-year agreement with EMID to operate the Crosswinds school. The 2014 Legislature acted to convey the school building to the Perpich Center and explicitly granted the center authority to operate the Crosswinds school. After operating the Crosswinds school under an agreement for the 2013-14 school year, the center owned the building, employed the staff, and operated the Crosswinds program outright for the 2014-15, 2015-16, and 2016-17 school years. During this time period, the Crosswinds school was funded on the per pupil formulas in a similar manner to charter schools, based on the number of pupils actually served by the Crosswinds school. The 2017 Legislature enacted legislation closing the Crosswinds school at the end of the 2016-17 school year and instructed the Department of Administration to sell the facility. In February 2018, the state solicited bids for the facility, and receiving only one bid, sold the Crosswinds school building to the St. Paul school district for the appraised

price of \$15.3 million. In September 2019, the St. Paul school district opened an environmental magnet middle school on the site called the E-STEM school.

(Minn. Stat. § 129C.10)

Table 56: Minnesota Center for Arts Education

Fiscal Year	Total Direct Appropriation
2023	\$7,527,000
2022	7,406,000
2021	7,283,000
2020	7,292,000
2019	8,195,000*
2018	6,949,000*

* Includes onetime money related to the costs of closing the Crosswinds school.

House Research Department

Residential Academies

In fiscal year 1999, \$12 million was appropriated to fund capital and start-up costs for residential academies. Two grants for residential academies were awarded. One grant was to Catholic Charities in an amount of \$5,840,810. The Catholic Charities facility was located in Faribault, Minnesota. The second grant was to Synergy (which was located in Minneapolis) in an amount of \$6,159,190.

Enrollment at a residential academy was voluntary and was available to students in grades four through 12 who were either performing below suitable performance levels or who experienced homelessness or an unstable family environment. A parent, county worker, health care provider, school employee, or judicial employee recommended a student for admission to a residential academy. Educational and social service funding for a student attending the academy was deemed to follow the student from the student's school district or county of residence to the residential academy, as provided by law.

Each residential academy determined that the most effective way to provide educational services to the children placed at the residential facility would be to affiliate the residential academy with a specific charter school. Harvest Preparatory Academy provided educational services for residents of Synergy Academy. Synergy Residential Academy closed in 2003 due to a lack of funding for noneducational costs. Since that time, the facility has been used for early childhood educational services by Seed Academy, a preschool affiliated with Harvest Preparatory Academy.

Covenant Academy Charter School provided educational services to residents of the Catholic Charities facility, which was named Covenant Residential Academy. On June 30, 2005, the

Covenant Residential Academy suspended residential services. Covenant Academy Charter School renamed itself Discovery Public School of Faribault and is currently providing services to about 65 students from the Faribault area. The facility that initially housed Covenant Academy was sold in 2009 to Shattuck-St. Mary's School, and the net proceeds of the sale (\$775,000) were returned to the state treasury.

(Laws 1998, ch. 398, art. 5, § 46)

Miscellaneous Funds for Education

Alternative Compensation (Q-Comp) Revenue

Alternative compensation revenue was added to the general education program by the 2005 Legislature as a funding mechanism for the alternative teacher professional pay system. Beginning in fiscal year 2015, Q-Comp was removed from general education revenue and became a separate categorical revenue program. The alternative teacher professional pay system, referred to as Q-comp (short for quality compensation), often requires participating school districts and their teachers to develop an educational improvement plan and an alternative teacher pay system. A school district's alternative teacher compensation plan must be approved by the Commissioner of Education before a school district can access alternative compensation revenue. As of August 15, 2022, the Commissioner of Education had approved Q-comp plans for 109 school districts, 72 charter schools, and two cooperative units. Q-comp revenue is capped; 13 school districts, 12 charter schools, and two cooperative units are on the waiting list and approved for funding if the legislature increases the program's total revenue.

Alternative Compensation Revenue. A school district that has an approved alternative compensation plan is eligible for alternative compensation revenue. The statewide amount of aid for the program is capped at \$88.118 million. The revenue program consists of a basic revenue amount provided entirely in state aid plus an equalized aid and levy. The basic revenue amount is \$169 per enrollee and the equalized aid and levy makes up the remaining \$91 per enrollee unit. An intermediate school district or other cooperative unit qualifies for aid equal to \$3,000 times the number of licensed teachers employed by the cooperative.

Table 57: Q-Comp Revenue

Fiscal Year	Aid Entitlement	Levy	No. of Participating Districts	No. of Participating Charters
2023	\$88,453,000	\$39,969,000	109	73
2022	88,559,000	41,440,000	109	72
2021	88,851,000	40,826,000	109	72
2020	89,166,000	39,948,000	109	72
2019	88,762,000	37,834,000	109	75
2018	89,870,000	35,190,000	108	79

House Research Department

$$\begin{aligned} \text{Alternative Compensation Revenue} &= \$260 \times \frac{\text{the number of enrollees at the participating site}}{\text{the participating site}} \\ \text{Alternative Compensation Levy} &= (\$91 \times \text{number of enrollees}) \times \begin{matrix} \text{the lesser of:} \\ (1) \text{ one; or} \\ (2) (\text{ANTC}/\text{adjusted pupil units})/\$6,100 \end{matrix} \\ \text{Alternative Compensation Aid} &= \text{Alternative Compensation Revenue} - \text{Alternative Compensation Levy} \end{aligned}$$

(Minn. Stat. §§ 122A.413-122A.415)

Literacy Incentive Aid

Beginning in fiscal year 2013, school districts and charter schools qualify for literacy incentive aid. The aid consists of two parts, Proficiency Aid and Growth Aid, which are both based on 3rd and 4th grade students’ performance on the state reading test called the Minnesota Comprehensive Assessment (MCA).

Proficiency Aid rewards schools based on the percentage of their 3rd grade students that meet or exceed proficiency levels on the reading MCA. Aid equals \$530 times the average number of 3rd grade students meeting or exceeding proficiency levels on the MCA during the past three years.

$$\text{Proficiency Aid} = \$530 \times \text{average number of 3rd grade students at the school meeting or exceeding proficiency}$$

Growth Aid rewards districts based on the three-year average number of 4th grade students who make medium or high growth on the 4th grade reading MCA. Aid equals \$530 times the average number of 4th graders making medium or high growth on the reading MCA.

$$\text{Growth Aid} = \$530 \times \text{average number of 4th grade students at the school making growth standards}$$

$$\text{Literacy Incentive Aid} = \text{Proficiency Aid} + \text{Growth Aid}$$

Note: For fiscal years 2020 and 2021, the literacy aid amounts are adjusted to match the program’s February 2020 Forecast appropriations level because of MCA testing canceled due to COVID-19.

Table 58: Literacy Incentive Aid

Fiscal Year	Appropriation
2023	\$45,968,000
2022	45,075,000
2021	44,658,000

Fiscal Year	Appropriation
2020	44,976,000
2019	45,838,000
2018	46,267,000

House Research Department

(Minn. Stat. § 124D.98)

Abatement Aid

Abatement adjustments occur when the tax capacity of any school district is lowered after the property taxes for the year have been spread by the county auditor. An abatement adjustment is different from the authority a school district has to levy for economic development abatement activities. If a school district is subject to an abatement adjustment, the district receives an aid payment from the state for the major equalized programs. The aid entitlement is computed as follows:

$$\text{Abatement Aid Entitlement} = \frac{\text{net revenue loss as certified by the county auditor}}{\text{district's total certified equalized levies}} \times \text{district's total certified levy for that year}$$

In essence, the purpose of the formula is to compensate school districts for the loss of tax base with additional state aid payments for the portion of the district's levy share attributable to equalized school levies.

The district is allowed to make a levy for the remainder of the revenue loss and any interest owed on abatements. A school district may levy for each year's abatement loss over a three-year period.

(Minn. Stat. §§ 126C.46; 127A.49, subd. 2)

Table 59: Abatement Aid and Levy

Fiscal Year	Appropriation	Levy
2023	\$2,003,000	\$7,760,000
2022	2,042,000	9,083,000
2021	2,595,000	10,400,000
2020	1,770,000	12,116,000
2019	2,939,000	12,369,000
2018	2,374,000	10,844,000

House Research Department

A district may levy for the portion of abatement aid owed but not paid by the state because of aid proration.

Excess Tax Increment Payments

Tax increment districts capture the growth in tax capacity values for property within the tax increment district. If the tax increment project generates excess tax increment, and if that excess is returned to a school district, the district's aid is reduced by the following subtraction:

$$\begin{array}{l} \text{Excess Tax} \\ \text{Increment} \\ \text{Subtraction} \end{array} = \begin{array}{l} \text{the amount of the excess} \\ \text{tax increment payment} \end{array} \times \frac{\text{district's total certified equalized levies}}{\text{district's total certified levy for that year}}$$

The purpose of this calculation is to allocate excess tax increment payments between state aid and the local property tax levies that would otherwise have been larger had that portion of the property tax increment value been included in the district's property tax base.

(Minn. Stat. § 127A.49, subd. 3)

Aid for Nonpublic School Students

Minnesota's nonpublic students include 69,971 students attending traditional nonpublic schools (e.g., Cretin-Derham Hall) and 27,801 homeschool students.

Books, Materials, Tests, Health Services, Guidance, and Counseling. School districts are required to provide nonpublic school pupils with textbooks, individualized instructional materials, and standardized tests, all of which must be secular in nature and cannot be used for religious instruction or worship. In addition, a district must provide the same health services to pupils of nonpublic schools as it provides to public school pupils. Nonpublic secondary pupils must also be offered guidance and counseling services by the public secondary schools. The state reimburses districts for their costs up to the amount of the statewide average expenditure per pupil (determined as of February 1 of the preceding school year) times the number of nonpublic school pupils served, with an inflation adjustment equal to the percent of increase in the general education revenue program formula allowance from the second preceding school year. For fiscal year 2023, the reimbursement rates are set at 100 percent of the statewide average expenditures per pupil unit, which are as follows: for textbooks, \$81.31; for pupil health services, \$73.71, and for secondary guidance and counseling, \$298.05.

(Minn. Stat. §§ 123B.40-123B.43)

Table 60: Nonpublic School Student Aid

Fiscal Year	Appropriation
2023	\$19,029,000
2022	16,919,000
2021	18,918,000
2020	17,925,000
2019	17,816,000
2018	17,396,000

House Research Department

If the state appropriation for nonpublic pupil aid is insufficient to cover school districts' expenditures, the districts may correspondingly reduce their expenditures to the amount of aid actually provided by the state.

Shared Time Programs. Nonpublic school pupils may be admitted by school districts to public school programs for part of the school day. A district that admits nonpublic pupils receives general education basic revenue for these pupils in an amount proportional to the time the pupils spend in the public schools. The appropriation for shared time programs is included in the regular appropriation for general education aid.

(Minn. Stat. §§ 126C.01, subds. 6-8; 126C.19)

Table 61: Shared Time Programs

Fiscal Year	Estimated Shared Time Weighted Pupil Count	Aid Entitlement*
2023	548	\$3,759,000
2022	531	3,572,000
2021	550	3,417,000
2020	544	3,508,000
2019	530	3,346,000
2018	565	3,380,000

* Appropriation included in general education appropriation.

House Research Department

Shared Time Special Education. School districts are required to provide special education programs for children with disabilities. (See page 57 for description of program requirements.) These programs must be made available to disabled nonpublic school pupils, and the district receives shared time general education aid for these pupils (as well as special education aid). For the 2021-22 school year, about one-third of the total shared time average daily membership was for students with an IEP.

(Minn. Stat. § 125A.18)

Transportation. School districts are also required to provide equal transportation for nonpublic school pupils. This means that the district within which a nondisabled pupil resides must provide transportation for the pupil to a nonpublic school within the district if he or she lives at least the same distance from the nonpublic school as public school students in the district who are transported to school. Public schools are also permitted to transport nonpublic school pupils to regular shared time programs and must transport disabled nonpublic school pupils to and from the facility where special education is provided. Public schools must also provide nonpublic school pupils with transportation within the district boundaries between the nonpublic school and public school or neutral site⁶ for the purpose of receiving health and guidance and counseling services. State transportation aid is available for all of these transportation services to nonpublic school pupils.

Prior to fiscal year 1998, the appropriation for the transportation of nonpublic school pupils was contained in the transportation aid appropriation. For fiscal year 1998 and later, there is a line-item appropriation for nonpublic pupil transportation.

Nonpublic pupil transportation aid equals the sum of:

- 1) the product of the district’s actual expenditures in the second preceding year for all pupils transported in the regular and excess categories, the number of nonpublic pupils receiving those services in the current year, and the ratio of the formula allowance in the current year to the allowance for the second previous year; and
- 2) the district’s actual expenditure for nonpublic, nonregular transportation in the second preceding year times the ratio of the formula allowance in the current year to the allowance for the second preceding year.

(Minn. Stat. §§ 123B.84-123B.87; 123B.92, subd. 9)

Table 62: Nonpublic Pupil Transportation

Fiscal Year	Appropriations
2023	\$19,796,000
2022	19,050,000
2021	20,100,000
2020	19,079,000
2019	19,483,000
2018	17,564,000

House Research Department

⁶ Neutral site is defined by Minnesota Statutes, section 123B.41, subdivision 13, and means a public center, a nonsectarian, nonpublic school, a mobile unit located off the nonpublic school premises, or any other location off the nonpublic school premises that is neither physically nor educationally identified with the functions of the nonpublic school.

Education for English Language Learners. The English Language Learners Act requires districts providing state-funded English learning programs to offer nonpublic school pupils access to the same programs on the same terms as public school pupils. (See page 26 for additional information on English learners programs.) In addition to counting nonpublic school pupils for purposes of English learners funding, those pupils may also be counted by the district serving them for purposes of shared time general education aid.

(Minn. Stat. §§ 124D.65, subd. 6; 124D.58-124D.64)

Nutrition Programs

The National School Lunch Program, first established in 1946, provides meal assistance to students in public and private schools. The program provides nutritional standards and funding for school lunch and breakfast programs. The federally assisted meal programs are administered by the Minnesota Department of Education under the rules established by the United States Department of Agriculture. The federal government sets reimbursement levels for each meal served and provides funding for the meals for students whose families qualify for free or reduced-price meals based on their family income.

For the 2020-21, 2021-22, and part of the 2022-23 school years only, all school meals served to students are free to the student, regardless of the student's family income status and the federal government is paying the free meals breakfast and lunch reimbursement rates to all participating schools. As of August 15, 2022, these basic reimbursement rates are expected to revert to their regularly scheduled levels for the remainder of the 2022-23 school year and later.

School Lunch. The state pays aid to school districts for each school lunch served to a student. The state aid amount is 12.5 cents per student lunch served for each free or fully-paid meal, and 52.5 cents for each reduced price lunch served. The state aid is in addition to federal funds provided to districts for fully paid (35 cents per lunch served), reduced-price (\$3.26 per lunch served), and free lunches (\$3.66 per lunch served). Each lunch served in a severe need building and each lunch qualifying for a performance-based award qualifies for an extra federal payment up to 24 cents more per meal. As of August 15, 2022, for fiscal year 2023 only, the federal government is providing an additional 40 cents for each lunch served and 15 cents for each breakfast served.

Minnesota Statutes require all Minnesota students qualifying for a free or reduced-price lunch to receive their school lunch at no cost to the student.

School Breakfast. The state pays aid to school districts that participate in the federal school breakfast program. The state pays 55 cents for each fully paid breakfast served and 30 cents for each reduced-price breakfast served for students in first grade through grade 12. For kindergarten pupils and prekindergarten pupils participating in an approved voluntary prekindergarten program, the state pays \$1.30 for each fully paid breakfast, and all qualifying prekindergarten and kindergarten students are eligible for breakfast at no cost to the student. A school district may not charge a fee to students for free or reduced-price breakfast.

The federal government provides a reimbursement for each school breakfast served ranging from 33 cents for full-paid students to \$2.35 for free meal eligible students attending a “severe need” school.

Kindergarten Milk. The state pays 20 cents for each half-pint of milk that is served to kindergarten students outside of the breakfast or lunch programs.

Federal support for school nutrition programs is substantial. For fiscal year 2023 in Minnesota, this support for major food service programs is expected to include \$173 million for school lunch programs, \$4 million in fresh fruits and vegetables, \$53 million for school breakfast programs, and \$87 million for the child and adult care food program.

(Minn. Stat. §§ 124D.111-124D.119)

Table 63: State and Federal Funds for School Nutrition Programs

Fiscal Year	State Appropriations for School Lunch Aid	State Appropriations for School Breakfast Aid	State Appropriations Kindergarten Milk (not included in school breakfast amount)	Federal Funds for School Nutrition Programs
2023*	\$15,984,000	\$10,519,000	\$659,000	\$327,475,000
2022*	14,187,000	20,000	566,000	364,396,000**
2021*	4,796,000	3,242,000	494,000	365,000,000**
2020	16,245,000	8,047,000	457,000	335,490,000**
2019	15,590,000	10,660,000	691,000	301,726,000
2018	15,670,000	10,053,000	690,000	324,916,000

* Estimated
 ** Reflects significant increases in federal funding due to COVID

House Research Department

Safe Schools Levy

The safe schools levy, formerly known as the crime levy, allows school districts to levy for costs associated with student and staff safety issues. Eligible expenses include:

- police liaison services;
- drug abuse prevention programs (DARE);
- gang resistance education training;
- school security;
- the other crime prevention and student and staff safety measures; and
- counseling, social working, and chemical dependency services provided by licensed professionals.

The safe schools levy equals \$36 per pupil plus for members of an intermediate school district, up to \$15 per pupil unit for safe schools activities at the intermediate school district.

Table 64: Safe Schools Levy

Fiscal Year	School District Safe Schools Per Pupil Allowance	Allowance for Member of Intermediate School Districts Per Pupil	Revenue Restrictions	Total Levy Amount	Included Intermediate School District Levy Amounts
2023	\$36	\$15	None	\$34,772,000	\$4,009,000
2022	36	15	None	35,324,000	4,060,000
2021	36	15	None	34,604,000	3,845,000
2020	36	15	None	35,500,000	3,845,000
2019	36	15	None	35,410,000	3,845,000
2018	36	15	None	34,680,000	3,689,000

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(Minn. Stat. § 126C.44)

Miscellaneous Levies

The following is a list of miscellaneous levies that have been statutorily authorized.

Liabilities of dissolved districts. A district that has had attached to it a portion of a dissolved district may levy for any liabilities of the dissolved district. This levy has not been used in the last decade.

(Minn. Stat. §§ 123A.67; 126C.43)

Transition expenses of a district created by consolidation. A consolidated district may levy for certain reorganization operating debt levies, severance pay, and early retirement expenses.

(Minn. Stat. §§ 123A.73; 126C.43)

Judgments. A district may levy the amount necessary to pay judgments from lawsuits.

(Minn. Stat. §§ 126C.43; 126C.47)

Reemployment (unemployment) insurance costs. A district may levy the amount necessary to pay the district's unemployment insurance costs.

(Minn. Stat. §§ 126C.43, subd. 2; 268.052, subd. 1; 268.085)

Swimming pool levy. In 2001, school districts were given authority to levy for swimming pool operating costs, as long as the school district is located in a county that: borders Canada; has a

population density of less than ten persons per square mile; and includes portions of more than one school district. These current eligibility restrictions limit the levy’s availability to just four school districts: International Falls, Warroad, Lake of the Woods, and Roseau.

(Minn. Stat. § 126C.455)

Ice arena levy. A school district that operates and maintains an ice arena may levy for the net operational costs of the ice arena.

(Minn. Stat. § 126C.45)

Tree Growth replacement revenue. Prior to 2001, certain forested properties were exempt from the ad valorem property tax and instead made an annual payment to local governments based on the yield and stumpage of the property. In 2002, this form of taxation was eliminated and the property was included in the tax base used for calculating property taxes. Because the payments were revenue to school districts, a special levy was created to replace the loss in tree growth revenue. Since that time, a school district may levy for an amount equal to its miscellaneous revenue for tree growth revenue for taxes payable in 2001.

(Minn. Stat. § 126C.445)

Economic development abatements. A school district may participate with a county or city in abating taxes for an economic development-related project. To replace the revenue that would otherwise be lost to the economic development abatement, a school district may separately levy for this amount.⁷

Table 65: Miscellaneous Levy Amounts

Payable Year	Reorganization/ Consolidation Expenses	Judgment	Unemployment Insurance	Swimming Pool Levy	Ice Arena Levy	Tree Growth Levy	Economic Development Abatements*
2022	\$413,000	\$363,000	\$6,775,000	\$652,000	\$3,264,000	\$680,000	\$347,000
2021	268,000	490,000	14,823,000	642,000	2,968,000	694,000	893,000
2020	0	75,000	5,217,000	682,000	2,184,000	694,000	1,249,000
2019	0	1,068,000	4,867,000	633,000	2,117,000	667,000	1,510,000
2018	30,000	1,035,000	5,584,000	623,000	2,274,000	667,000	1,609,000
2017	642,000	278,000	6,358,000	597,000	2,229,000	683,000	1,248,000

* Note that the economic development abatement levy does not include amounts in a district’s debt service fund attributable to parking lot repairs.

House Research Department

⁷ For more information, see [Property Tax Abatements for Economic Development](#), House Research Department Short Subject, September 2018.

Income Tax Deductions and Credits

Education Income Tax Credit

Minnesota enacted an education tax credit in the first special session of 1997, with the credit first available in tax year 1998. Parents may claim the credit for all education-related expenses that qualify for the dependent education expense deduction, except nonpublic school tuition. Thus, the credit is allowed for transportation, tuition for academic summer school and summer camps, tutoring, and textbooks, defined to include instructional materials and equipment, including up to \$200 per family of computer hardware and educational software. The credit equals 75 percent of the amount of qualified education-related expenses.

The maximum credit is \$1,000 per child and there is no family cap (prior to 2004 the family cap was \$2,000). The credit is refundable. Any amount that exceeds tax liability is paid to the claimant as a refund. Claimants with incomes under \$33,500 may claim the full credit. The maximum credit is phased out for claimants with household income above \$33,500 depending on the number of children for whom the credit is claimed. The income measure used to determine eligibility for the credit is a broad measure that includes nontaxable interest, Social Security, and public welfare benefits; the same income measure is used under the property tax refund and the dependent care credit.

Tax credits directly offset tax liability (taxes owed), unlike deductions, which reduce taxable income. In the case of refundable credits, the benefit to the taxpayer exactly equals the amount of the credit claimed. If a refundable credit exceeds a taxpayer's income tax liability, the excess is refunded to the taxpayer. This is accomplished by providing an open appropriation to the Commissioner of Revenue to pay refunds allowed under the credit.

A refundable credit provides the same benefit to all qualifying claimants. As a result, all filers who claim an education tax credit of \$1,000 will receive a \$1,000 benefit. For those with tax liability, the benefit comes in the form of reduced taxes. Filers without tax liability receive a \$1,000 refund check. Taxpayers may not claim the deduction and credit for the same expenses. Parents who qualify for both the deduction and credit will receive the greatest benefit by first claiming up to the maximum allowable under the credit, and then claiming any remaining expenses under the deduction. The Department of Revenue estimates that roughly 33,000 taxpayers claim the state K12 income tax credit.

A qualifying taxpayer may assign all or a part of an anticipated income tax refund to a financial institution or a tax-exempt organization.

(Minn. Stat. § 290.0674)

Education Income Tax Deductions

For state income tax purposes, taxpayers may deduct from federal taxable income the amounts they spend for tuition, secular textbooks, tutoring, academic summer school and camps, up to \$200 of the costs of a computer or education-related software, and transportation of

dependents attending public or nonpublic elementary or secondary schools in Minnesota, North Dakota, South Dakota, Iowa, or Wisconsin. The maximum deductions are \$1,625 per dependent in grades kindergarten through six, and \$2,500 per dependent in grades seven through 12. The Department of Revenue estimates that about 180,000 taxpayers claim some amount as part of the K-12 education income tax subtraction.

A deduction reduces the amount of income subject to tax; the benefit a taxpayer receives equals the taxpayer's marginal tax rate times the amount of the deduction. Many Minnesota taxpayers take the subtraction against income in the second tier bracket which has a rate of 6.8 percent, where a \$2,500 deduction decreases state income taxes by \$170 ($.068 \times \$2,500$).

The constitutionality of this tax deduction was upheld in 1983 by the U.S. Supreme Court in the case of *Mueller v. Allen*. In a 5-4 decision affirming the lower courts' decisions, the Supreme Court held that the tuition tax deduction statute did not violate the establishment clause of the First Amendment.

(Minn. Stat. § 290.01, subd. 19b)

Table 66: Estimated Cost to State in Foregone Tax Revenue

Fiscal Year	Tax Expenditure Amount for Credit	Tax Expenditure Amount for Deduction
2023	\$6,700,000	\$16,500,000
2022	7,200,000	16,700,000
2021	8,600,000	16,700,000
2020	9,000,000	16,500,000
2019	11,600,000	18,100,000
2018	11,800,000	17,900,000

Source: Minnesota Department of Revenue tax expenditure estimates

House Research Department

For more detailed information about Minnesota's K-12 education tax credit and deduction, see the House Research Department publication, [Income Tax Deductions and Credits for Public and Nonpublic Education in Minnesota](#), June 2017.

Taconite Revenue for School Districts

There are 14 school districts in northern Minnesota located in the taconite relief area—the part of the state where taconite ore is mined and concentrated. The finances of these school districts, along with the finances of the area’s other municipalities, are affected by the state treatment of taconite because the taconite industry is generally exempt from local property taxes. As a result, Minnesota’s municipal funding formulas have special aid adjustments to compensate for the loss of this potential tax base through formulas that provide both additional property tax relief and additional revenue.

What follows is a brief summary of taconite taxes and the distribution of taconite revenue to school districts. For more complete information on taconite revenues and the interrelationship between school districts and taconite revenue see the *Minnesota Mining Tax Guide*, published annually by the Department of Revenue (online at <https://www.revenue.state.mn.us/minnesota-mining-tax-guides>).

Taconite Taxes Affecting School Districts

The taconite industry is generally exempt from local property taxes and, instead, is subject to a series of taxes including production taxes, occupation taxes, excise taxes, and royalty taxes. The majority of mining industry revenues are received through the taconite production tax and nearly all the school district taconite revenue is provided through the production tax.

The overall taconite production tax rate is set in statute. For concentrate produced in 2020, the rate is \$2.856 per ton. The production tax rate is inflated each year by multiplying the production tax rate for 2013 times the change in the implicit price deflator since that time.

Taconite Revenue Programs for Schools

The proceeds of the taconite production tax are required by statute to be deposited into a variety of funds, and state statutes also contain formulas to provide for the distribution of revenues, primarily to local units of government, including school districts. School districts located in the taconite relief area received about \$21 million out of a total of \$109 million raised by the production tax for production year 2020 (distributed in 2021). Minnesota Statutes require school districts to use some of the taconite revenue for property tax relief, and the remainder of the taconite revenue is set aside as additional revenue for the school districts.

Taconite Revenue—Regular School Fund 24.72 Cents per Ton—\$9.648 Million

Regular School Fund Added Aid. Taconite area school districts receive some taconite aid that may be used for any spending purpose. For fiscal year 2014 and later, of the 24.72 cents per ton of taconite production tax revenue in the regular school fund, 11 cents per ton is distributed to all school districts located in the taconite relief area as additional revenue and may be used for any purpose.

Regular School Fund Property Tax Relief. The remainder of the regular school fund taconite revenue is used for direct school district property tax relief. This portion is determined by calculating an index for each district equal to its pupil units, times the ratio of the average adjusted net tax capacity per pupil unit for all districts in the taconite relief area to the district’s adjusted net tax capacity per pupil unit. This amount then reduces the districts’ school levies.

Table 67: Estimated Taconite Revenue Used to Reduce School District Levies

Payable Year	Levy Reduction
2022	\$8,353,000
2021	10,219,000
2020	8,995,000
2019	7,851,000
2018	8,088,000
2017	8,598,000

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Taconite Referendum Fund—\$6.179 Million

In 1981, the legislature acted to allow taconite revenue to be used to equalize referendum levies in taconite districts. A taconite district receives an additional \$175 per pupil unit if the district has passed a referendum levy or had a referendum in place prior to the 2001 legislative session. Taconite referendum revenue essentially “equalizes” a qualifying school district’s referendum levy. The lower the district’s tax base, the higher the amount of taconite referendum revenue. The district receives additional taconite revenue according to the following formula:

$$\begin{aligned} \text{Taconite} \\ \text{Referendum} \\ \text{Revenue} &= [(\$175 \times \text{Pupil Units}) - (1.8\% \times \text{ANTC})] \times \text{the lesser of:} \\ &\quad (1) \text{ one; or} \\ &\quad (2) \text{ referendum levy certified in the previous year} \\ &\quad \quad \quad 1.8\% \times \text{ANTC} \end{aligned}$$

For purposes of the above calculation, the number of pupil units in the district in 1983-84 is used if that number is higher than the number of pupil units in the current year, and beginning in fiscal year 2015, the adjusted net tax capacity is fixed at the amount for 2011.

Beginning in fiscal year 2015, a second set of calculations is added to this formula to distribute additional taconite aid to school districts. This formula is as follows:

$$\text{Added Taconite Referendum Revenue} = 22.5\% \times [(\$415 + \text{Referendum Allowance for FY15}) \times \text{FY12 Pupil Units}] - (1.8\% \times 2011 \text{ ANTC})$$

Table 68: Estimated Taconite Revenue Used to Equalize Referendum Levies

Fiscal Year	Equalization Revenue
2023	\$6,179,000
2022	6,179,000
2021	6,179,000
2020	6,179,000
2019	6,179,000
2018	6,179,000

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(Minn. Stat. §§ 126C.48, subd. 8; 298.28, subds.3, 4; 477A.15)

Taconite Money for Facilities Purposes

A portion of the taconite production tax is used for school facilities purposes through a couple of different programs.

Building Maintenance Fund—\$1.418 Million. Annually, 4 cents per ton of the production tax is reserved for building maintenance and repairs and is distributed to the school districts where the taconite facilities are located. For taconite facilities with more than one district listed, the 4 cents per ton is distributed among the school districts based on each district’s share of enrollment.

Table 69: Taconite Revenue for Building Maintenance: 4.0 Cents per Ton

School District	Amount Distributed 2020 Production Year	Producer
ISD #316, Greenway	\$112,683	U.S. Steel-Keewatin Taconite
ISD #319, Nashwauk-Keewatin	48,528	US Steel-Keewatin Taconite
ISD #381, Lake Superior	82,097	Northshore Mining
ISD #695, Chisholm	69,047	Hibbing Taconite
ISD #701, Hibbing	196,617	Hibbing Taconite

School District	Amount Distributed 2020 Production Year	Producer
ISD #712, Mountain Iron-Buhl	86,222	Minorca/U.S. Steel-Minntac
ISD #2142, St. Louis County	200,905	Northshore/United Taconite
ISD #2711, Mesabi East	148,832	Minorca/U.S. Steel-Minntac
ISD #2909, Rock Ridge	472,953	Minorca/U.S. Steel-Minntac/United Taconite
Source: Mining Tax Guide 2020		

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Iron Range School Consolidation and Cooperatively Operated School Account. The 2014 Legislature charged the Department of Iron Range Resources and Rehabilitation (IRRR), formerly called the Iron Range Resources and Rehabilitation Board (IRRRB) with the task of administrating the newly created Iron Range school consolidation and cooperatively operated school account. Taconite tax proceeds are transferred into the account and the IRRR is responsible for determining the application process, approving qualifying projects, and allocating the funds to qualifying school district projects. The revenue and expenditures were first available for production year 2014.

Revenue

The Iron Range school consolidation and cooperatively operated school account is funded through taconite production and occupation taxes. The proceeds into the account include:

- 1) 10 cents per ton of the production tax under Minnesota Statutes, section 298.24, for distributions from 2015 to 2023 and 5 cents per ton each year thereafter;
- 2) an amount equal to 6 cents per ton of the proceeds that would otherwise have been distributed according to the occupation tax;
- 3) for distribution years 2015 to 2017 only, two-thirds of the increased tax proceeds attributable to the increase in the implicit price deflator; and
- 4) any other amounts authorized by law (including the transfer of taconite funds that were previously used to repay other school district bonds that have been repaid).

Table 70: Iron Range School Account

	FY 18	FY 19	FY 20	FY 21	FY 22	FY 23*
Balance Forward In	\$15,703,000	\$17,272,000	\$24,110,000	\$29,338,000	\$17,160,000	\$16,583,000
Taconite Revenue In	\$7,360,000	\$11,235,000	\$9,583,000	\$8,314,000	\$8,403,000	\$8,546,000
School Account Aid to Districts	\$5,791,000	\$4,397,000	\$4,355,000	\$20,492,000	\$8,980,000	\$8,966,000
* Estimated						

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Expenditures

Expenditures may be made from the Iron Range school consolidation and cooperatively operated school account for the reduction in school district bond payments that are being made for a qualifying school project or for other school projects as determined by the IRRR. A qualifying school project is a school facility project that was approved by the voters after April 3, 2006, received a positive review and comment from the Commissioner of Education, and is located in the taconite assistance area. At least seven members of the IRRR must approve any expenditure from the account.

Table 71: Iron Range School Consolidation and Cooperatively Operated School Account Distributions Awarded to School Districts

Date of Award	Recipient Name	Estimated FY 23 Annual Amount	Duration in Years	Total Amount Approved	Purpose
Feb. 2016	St Louis County School District	\$2,000,000	12	\$24,000,000	Reduce tax impact of existing building bonds
Feb. 2016	Mesabi East School District	\$500,000	10	\$5,000,000	Reduce tax impact of existing building bonds
Feb. 2016	Mountain Iron-Buhl School District	\$1,566,080	20	\$35,200,000	Reduce tax impact of newly issued building bonds
Feb. 2016	STEM initiative; Itasca Community College and Nashwauk-Keewatin, Greenway, and Grand Rapids school districts	\$0	3 Fully distributed	\$2,505,000	Three-phased Science, Technology, Engineering, and Math (STEM) initiative
Feb. 2016	Applied Learning Institute (ALI); Aitkin, Crosby-Ironton,	\$0	Onetime FY 17	\$500,000	Upgrading shop facilities in each district and accessing additional instructional and curriculum

Date of Award	Recipient Name	Estimated FY 23 Annual Amount	Duration in Years	Total Amount Approved	Purpose
	and Cook County school districts		Fully distributed		development assistance necessary to bring the classes online through ALI
Oct. 2017	Education Innovation Partners (EIP)	\$0	Onetime FY 18 Fully distributed	\$2,000,000	Initiating and supporting regional multi-district high-quality education and training initiatives for students, teachers and communities and to assist EIP members with technology equipment infrastructure upgrades
Jan. 2018	Grand Rapids School District	\$0	Onetime FY 19 Fully distributed	\$4,700,000	Demolition and infrastructure needs of the Grand Rapids school district on a onetime basis
Aug. 2018	Mt. Iron-Buhl School District	\$0	1 Fully distributed	\$25,000	Expanding Chinese language instruction to include students from other Range districts
Aug. 2018	Chisholm School District and Deer River School District	\$0	4 Fully distributed	\$700,000	4-year project to provide one-to-one devices and to connect homeschool students and poor attendance students to school
Aug. 2018	Virginia and Eveleth-Gilbert School Districts	\$0	1 Fully distributed	\$100,000	Feasibility study for cooperative academy-style high school
Feb. 2019	Virginia and Eveleth-Gilbert School Districts	\$4,900,000	20	\$98,000,000	Reduce tax impact of newly issued building bonds
June 2019	Hibbing, Chisholm, St. Louis County, Mt. Iron-Buhl, Mesabi East, and Ely Districts	\$0	1 Fully distributed	\$350,000	6-District Innovative Summer STEAM programming
Dec. 2019	Education Innovation Partners	\$0	1 Fully distributed	\$350,000	Distance Learning Project
March 2020	Ely School District	\$0	1	\$7,000,000	School renovations
Dec. 2021	Nashwauk-Keewatin School District	\$720,000	25	\$18,000,000	Reduce tax impact of newly issued building bonds
	Totals	\$9,686,080		\$198,330,000	

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(Minn. Stat. § 298.28, subd. 7a)

Taconite School Bond Payments. Over the 40 years prior to the creation of the Iron Range School Consolidation and Cooperatively Operated School Account, the legislature occasionally authorized in session law the use of taconite production tax revenue for the full or partial repayment of locally issued school building bonds. In most of these cases, the legislation named the school districts, specified the approved bonding authority, and set the share of the bond repayment coming from the taconite production tax.

These school bond payments have been satisfied for all but one of the recipient school districts. The Lake Superior School District will make a payment of \$355,000 in 2022 and has one final payment due in 2023 of roughly \$150,000.

On two occasions, the legislature authorized the IRRR to issue revenue bonds backed by a portion of the production tax for school building projects. The legislature has also authorized repayment of existing bonded indebtedness to certain taconite-area school districts.

Table 72: Taconite Debt Service Assistance Provided by Enacted Laws

Year of Legislation	Amount Authorized	Type of Assistance Supported by Production Tax	Citation
2013	\$38,000,000	IRRRB revenue bonds	Chapter 143, article 11, section 11
2008	15,250,000	Reduction to existing bonds	Chapter 154, article 8, section 18
2005	15,000,000	IRRRB revenue bonds	Chapter 152, article 1, section 39
2000	12,750,000	Locally issued bonds	Chapter 490, article 5, sections 24 to 26
1998	5,300,000	Locally issued bonds	Chapter 398, article 4, sections 17 and 18
1996	31,940,000	Locally issued bonds	Chapter 412, article 5, sections 20 to 24
1992	11,379,500	Locally issued bonds	Chapter 499, article 5, section 29
1990	12,500,000	Locally issued bonds	Chapter 604, article 8, section 13
1989	1,000,000	Locally issued bonds	Chapter 329, article 5, section 20
1988	9,000,000	Locally issued bonds	Chapter 718, article 2, sections 62 and 63
1982	6,000,000	Reduction to existing bonds	Chapter 523, article 30, section 4
1982	6,330,000	Locally issued bonds	Chapter 523, article 30, section 3

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Tax Relief Aids and Aids in Lieu of Taxes

Property taxes have traditionally provided the revenue necessary to operate local governments and provide services at the local (city, town, county, or school district) level. Prior to taxes payable in 2002, nearly all tax proceeds remained at the local level. The reforms instituted by the 2001 Legislature created a statewide property tax paid by commercial/industrial and cabin property owners. In addition to direct state aids for specific programs, the state also provides general property tax relief for certain classes of property through property tax aids, credits, and reimbursements.⁸ State aid payments are primarily from revenue raised by income and sales and use taxes and are used to reduce the property taxes that would otherwise be necessary to fund the specified levels of local services.

For school districts, a number of state aids are paid either to provide tax relief or to compensate for the presence in the district of particular types of property—property that is not taxable or that is taxed in some way by the state. The amounts of these tax relief aids and aids in lieu of taxes are deducted from local levies so that districts receiving these aids do not have excessive funds available beyond the amount provided by the general education aid formula.

The property tax aids and credits to school districts were significantly altered for fiscal year 2003 due to the state taking over the general education revenue program. Two large credits that were applied to school district levies, the education homestead credit and the education agricultural credit, have been eliminated and replaced with two smaller credits called the homestead market value credit and the agricultural market value credit, and beginning for taxes payable in 2012, the homestead market value exemption replaces the homestead market value credit.

School Building Bond Agricultural Credit

For information about the school building bond agricultural credit, see page 48.

Agricultural Market Value Credit

The agricultural market value credit is a property tax credit first effective for taxes payable in 2002. Each property classified as an agricultural homestead will receive the credit. The credit is computed as a percentage of the property's market value; it excludes the market value of the house, garage, and surrounding one acre of land. The formula is a sliding scale that reduces credit as a property's market value is higher. The formula for determining each property's credit is 0.3 percent of the property's market value, to a maximum of \$345. The maximum credit of \$345 is reached at a market value of \$115,000. As the market value increases above

⁸ A property tax aid is a state payment to a local unit of government to help pay for services. A property tax credit is defined as a reduction in a taxpayer's property tax payment, and the taxing jurisdiction receives payment from the state to make up for the tax reduction. A property tax reimbursement is a payment in lieu of taxes from the state to the local unit of government for a piece of property that would not normally generate property tax revenue.

\$115,000, the credit is reduced by .05 percent of the amount between \$115,000 and \$345,000 of value; until for properties in excess of \$345,000, the credit's maximum is \$230.

The credit is subtracted from each property's net tax capacity tax (which is determined by multiplying the property's net tax capacity by the local tax rate of each jurisdiction with taxing authority over the property). The credit subtraction is distributed across taxing jurisdictions in proportion to each jurisdiction's share of the net tax capacity tax. The state makes a payment to each taxing jurisdiction in the state to compensate for the reduction in each taxpayer's tax resulting from the credit in the calendar year in which the taxes are paid.

(Minn. Stat. § 273.1384, subd. 2)

Disparity Reduction Aid

Disparity reduction aid is designed to provide property tax relief to taxing areas that have relatively high tax rates. Disparity aid is calculated on the basis of unique taxing areas (UTAs) based on taxes payable in 1988 property tax characteristics. Disparity reduction aid serves to reduce the total tax rate of UTAs that have relatively high tax rates.

Disparity reduction aid is equal to the previous year's disparity reduction aid multiplied by the ratio of:

- 1) the area's tax capacity using class rates for taxes payable in the year for which aid is being computed, to
- 2) its tax capacity using the class rates for taxes payable in the prior year, both based upon market values for taxes payable in the prior year.

Disparity reduction aid is calculated on the basis of unique taxing areas. The amount of disparity reduction aid allocated to each local unit of government is in proportion to that unit of government's gross taxes payable to total gross taxes payable.

(Minn. Stat. § 273.1398, subd. 3)

Taconite Homestead Credit

Homeowners in a taconite property tax relief area have their property taxes reduced by the taconite homestead credit. The taconite homestead credit is subtracted from each homestead taxpayer's gross property tax. For taxes payable in 2002 and later, the definition of "taconite tax relief area" was amended to exclude a school district whose boundaries are more than 20 miles from a taconite mine or plant. This definition excludes the Aitkin, Crosby-Ironton, and Grand Rapids school districts from receiving taconite property tax relief under this program. However, taxpayers in these districts continue to receive the same amount of relief through a state-funded program called the "supplemental homestead credit."

For homestead property located in a city or town that has a taconite facility, taconite power plant, or on which more than 40 percent of its valuation in 1941 was iron ore, the taconite homestead credit is 66 percent of the tax on the property, up to a maximum credit of \$315.10.

For homestead property located outside such a city or town, but located within a school district that contains a taconite city or town, the taconite homestead credit is 57 percent of the tax on the property, up to a maximum credit of \$289.80.

For taxes payable in 2021, the taconite homestead and supplemental credit reduced school district property taxes by \$2,057,000.

(Minn. Stat. §§ 273.134; 273.135)

Other Property Tax Aids, Credits, and Reimbursements

There are a variety of other property tax credits and reimbursements that are authorized by statute. These property tax aids and credits include county conservation credit, disaster reduction credit, disparity reduction credit, powerline credit, and agricultural preserves.

Table 73: Property Tax Credits Reducing School District Levies for Taxes Payable in 2021 (Fiscal Year 2022)

Tax Credits Affecting School Levies	State Aid and Credit Amount
School Building Bonding Ag Credit	\$62,667,000
Disparity Reduction Aid	8,023,000
Agricultural Homestead Market Value Credit	7,726,000
Disparity Reduction Credit	3,267,000
Taconite Homestead Credit	2,057,000
Local Option Disaster Credit	408,000
Agricultural Preserves/County Conservation Credit	90,000
Homestead Disaster Credit	3,000
Local Option Disaster Abatement	1,000
Disaster Credit	0
Prior Year: Other Miscellaneous Credits	-511,000
School Share; Total All State Credits	\$83,731,000

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(Minn. Stat. §§ 473H.10, 273.119 – Ag Preserves; 273.123 – Homestead Disaster; 273.124 – Local Option Disaster Credit; 273.1398 – Disparity Reduction Credit; 273.1384 – Agricultural Market Value Homestead Credit; 273.1398 – Disparity Reduction Aid; 273.1387 – School Building Bonding Agricultural Credit; 273.1233 – Local Optional Disaster Abatement)

Teacher Retirement

Teachers, administrators, nurses, librarians, social workers, counselors, and other professional personnel employed in Minnesota's public schools, including charter schools, are provided retirement benefits through two teacher retirement fund associations. The largest of the funds is the statewide Teachers Retirement Association (TRA). The smaller fund is a separate retirement fund association for teachers employed by the St. Paul school district.

Prior to fiscal year 1987, the state paid all employer obligations to the teacher retirement funds and Social Security. For fiscal years 1987 and 1988, a new state aid formula for teacher retirement was instituted that required school districts to make employer contributions for amounts in excess of the state aid payments. Since fiscal year 1989, school districts have been required to make all employer contributions for teacher retirement and Social Security directly from their undesignated general fund revenue. Additionally, special state aid is paid from the state to the statewide retirement fund for teachers employed by Minneapolis and Duluth and to the St. Paul retirement fund, to reduce the unfunded liability accrued by those funds.

Minneapolis Teacher Retirement Fund

The 2006 Legislature abolished the Minneapolis teacher retirement fund and transferred its employees, retirees, assets, and liabilities to the statewide teacher retirement fund effective July 1, 2006. The Minneapolis school district continues to pay a higher employer contribution rate into the fund, but its teacher employees are now covered and will receive their retiree benefits from the statewide teacher retirement fund.

Duluth Teacher Retirement Fund

The 2014 Legislature consolidated the Duluth teacher retirement fund into the statewide teacher retirement fund effective July 1, 2015.

Employer Contributions

Prior to the 1987 changes, the employer's share of retirement contributions on behalf of all TRA members had been paid by the state since the establishment of the fund in 1915. Employer contributions for teachers employed in first-class cities had been solely the state's responsibility since 1975, although state aid for first-class city teacher retirement costs began in 1968. The state had also paid employer contributions to Social Security for all members of coordinated retirement plans (a coordinated plan is a plan that also provides Social Security benefits upon retirement). Coordinated plans include Social Security coverage; employer contributions to Social Security are required. Basic plans do not include Social Security coverage and, therefore, require higher employer contribution rates to the retirement fund. Since 1959, all new members of the statewide TRA have been required to be covered under the coordinated plan. Minneapolis and St. Paul offered coordinated plans beginning July 1, 1978, and teachers first hired after that date are in the coordinated plans. The St. Paul School District no longer has any active employees in its basic plan. Minneapolis has one part-time basic active employee.

Employer contributions to the retirement funds are calculated as a percentage of each employee’s total qualifying payroll. These rates are recommended by the Legislative Commission on Pensions and Retirement and are set in statute. The following tables show the number of active members for whom employer contributions are made as of July 1, 2020, the fund assets and liabilities as of July 1, 2020, and the employer and employee contribution rates.

(Minn. Stat. §§ 354.42; 354.43; 354.435; 354.436; 355.01-355.08 (Statewide TRA); 354A.12 (St. Paul; Cities of the First Class))

Table 74: Membership Counts, Fund Assets, and Liabilities by Retirement Plan

Fund	July 1, 2021 Active Membership	July 1, 2021 Actuarial Assets	July 1, 2021 Liabilities	Ongoing Annual Special State Aid Payments
Statewide TRA		\$24,728,000,000	\$30,815,000,000	\$15,454,000*** 14,377,000****
Coordinated Plan	81,121			
Basic Plan*	1			
St. Paul TRFA		\$1,159,954,000	\$1,729,621,000	\$14,827,000
Coordinated Plan**	3,294			

Note: As of June 30, 2006, the Minneapolis teacher retirement fund was combined into the statewide TRA fund. As of July 1, 2015, the Duluth teacher retirement fund was consolidated into the statewide TRA fund.
 * The “basic” active members in the statewide TRA plan are Minneapolis teachers formerly covered by the Minneapolis TRFA plan. As of July 1, 2021, one part-time basic active member remained employed by the Minneapolis schools.
 ** As of July 1, 2019, there are no active basic members in St. Paul TRFA.
 *** This amount includes \$2,500,000 in matching aid for contributions by the city and school district and \$12,954,000 on behalf of the former Minneapolis Teacher Retirement Fund Association.
 **** This annual aid payment is on behalf of the former Duluth Teacher Retirement Fund Association.
 Source: Legislative Commission on Pensions and Retirement, valuation reports

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Table 75: Employee and Employer Coordinated Plan Contribution Rates (Fiscal Years)

TRA Fund or District	Fiscal Year Contribution Rates													
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 and later
Statewide TRA														
School District (Employers other than Mpls or Duluth) –	5.5	6.0	6.5	7.0	7.5	7.5	7.5	7.5	7.71	7.92	8.13	8.34	8.55	8.75
Minneapolis School District Employer*	9.14	9.64	10.14	10.64	11.14	11.14	11.14	11.14	11.35	11.56	11.77	11.98	12.19	12.39

TRA Fund or District	Fiscal Year Contribution Rates													2024 and later
	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	
Duluth School District Employer**	5.79	6.29	6.79	7.29	7.5	7.5	7.5	7.5	7.71	7.92	8.13	8.34	8.55	8.75
Employees	5.5	6.0	6.5	7.0	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.75
St. Paul TRFA														
Employer	8.34	8.59	8.84	9.09	9.34	9.84	10.09	10.34	11.175	12.01	12.22	12.43	12.64	12.84
Employee	5.5	5.75	6.0	6.25	6.5	7.0	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.75

* Beginning June 30, 2006, Minneapolis teachers are members of the statewide Teacher Retirement Association (TRA) and pay the same employee contribution rates as all other teachers in TRA.
 ** Beginning July 1, 2015, Duluth teachers are members of the statewide TRA and pay the same employee contribution rates as all other teachers in TRA.

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Social Security and Medicare

The employer’s (school district’s) Social Security contribution is determined by Congress. Beginning in 1991, the maximum salary base subject to the Medicare rate is greater than the maximum salary base subject to the Social Security contribution rate. Congress both establishes the rates of taxation and specifies the maximum amount of an employee’s salary that is subject to the taxes. The following contribution rates apply to all employers. The school districts’ Social Security contributions are made on behalf of employees in coordinated plans.

Employees pay a matching amount for Social Security and Medicare and beginning in 2013, employees with higher incomes (over \$200,000 for single filers and over \$250,000 for married filers) pay an additional Medicare tax of 0.9 percent (as a part of the Affordable Care Act) on the amount of income in excess of the limit.

Table 76: Social Security and Medicare Employer Contribution Rates

Calendar Year	Social Security Contribution Rate	Medicare Contribution Rate	Social Security Maximum Salary	Medicare Maximum Salary
2023	6.2%	1.45%	\$155,100	Unlimited
2022	6.2	1.45	147,000	Unlimited
2021	6.2	1.45	142,800	Unlimited
2020	6.2	1.45	137,700	Unlimited
2019	6.2	1.45	132,900	Unlimited
2018	6.2	1.45	128,400	Unlimited

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Postemployment Benefits

Many Minnesota school districts have offered a number of postemployment benefits to their employees. These benefits are in addition to the employee pension benefits provided by the teacher retirement systems for licensed staff (teachers and other licensed staff) and the Public Employee Retirement Association (PERA) for nonlicensed staff. The largest share of these benefits consists of promises to pay certain health costs of retired employees. OPEB is an acronym that stands for Other Postemployment Benefits, which are benefits that give rise to a liability under the Governmental Accounting Standards Board (GASB), and in Minnesota, generally refers to retiree health benefits.

Other Postemployment Benefits (OPEB)

The 2008 Legislature passed a law that authorized municipalities, including school districts, to determine their outstanding OPEB liability and then issue bonds, without voter approval, to fund a trust up to the amount of the OPEB liability. School districts may then levy to repay these bonds as a part of the annual levy needed to make bond payments (nearly all other school district bonds are for capital purposes). Since school districts are limited in their levy authority, without this law, school districts could neither sell the bonds without voter approval nor make an annual levy to pay for the OPEB costs. Specifically, the 2008 law:

- created the authority for municipalities to determine their OPEB liability and establish either an irrevocable or a revocable trust to pay the postemployment benefits (see Minn. Stat. § 471.6175);
- authorized municipalities to bond for actuarial liabilities to pay postemployment benefits to employees after their termination of service (Minn. Stat. § 475.52, subd. 6); and
- exempted the OPEB bond sales from voter approval (Minn. Stat. § 475.58, subd. 1).

The 2009 Legislature narrowed municipalities' OPEB authority. The 2009 changes kept the ability for municipalities to create trusts, but eliminated the ability to sell bonds for this purpose for municipalities other than school districts. For school districts, beginning October 1, 2009, bonding for OPEB liabilities may occur only after the school district has received voter approval.

(Minn. Stat. §§ 471.6175; 475.51, subd. 4; 475.52, subds. 1 and 6; 475.58, subd. 1)

Retired Employee Health Benefits Levy

Another part of the 2009 legislative changes was to expand the retired employee health benefits levy. Prior to the 2008 legislative session, a school district could levy for up to \$600,000 per year for the retired employee health insurance costs required by a collective bargaining agreement in place prior to March 30, 1992. This was for those employees who had retired prior to July 1, 1992.

The 2008 Legislature kept the \$600,000 district cap, but allowed a district to include in its levy the costs for those employees who had retired between July 1, 1992, and July 1, 1998, so long as the provisions in their collective bargaining agreements that had given rise to the employee obligation had been sunset.

The 2009 Legislature expanded the retired employee health benefits levy as a part of the package of changes to the OPEB statutes. The 2009 changes allow a school district, upon school board approval, to levy for OPEB costs that are actually incurred in the previous year as long as the district's contract has sunset certain provisions that gave rise to OPEB obligations.

(Minn. Stat. § 126C.41, subd. 2)

Added retirement. The Minneapolis and St. Paul school districts must levy for a portion of certain costs associated with higher required employer contribution rates to their respective teacher retirement funds and for additional required contributions to the funds for nonteaching employees.

(Minn. Stat. § 126C.41, subd. 3)

Severance pay obligations, St. Paul. The St. Paul school district may levy up to 0.34 percent of ANTC for payment of certain severance pay obligations.

(Minn. Stat. § 126C.41, subd. 5)

Table 77: Postemployment Benefit Levies

Payable Year	OPEB Bonded Debt Levy	OPEB Annual Levy	Retired Employee Health Benefits Levy	Added Retirement Levy	St. Paul Severance Levy
2022	\$41,612,000	\$45,553,000	\$1,251,000	\$26,812,000	\$1,110,000
2021	43,522,000	44,041,000	1,235,000	26,046,000	1,110,000
2020	57,377,000	43,207,000	1,411,000	24,222,000	1,110,000
2019	68,795,000	40,147,000	1,515,000	25,761,000	1,110,000
2018	91,438,000	39,060,000	1,713,000	24,667,000	1,047,000
2017	92,621,000	39,205,000	1,706,000	24,425,000	941,000

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School District Accounting

Two aspects of school district accounting are of major significance to the legislature: the accounting system that school districts are required to use, because it provides an important view of school districts' financial status; and the accounting methods that the legislature uses to pay or meter revenue to school districts, because it provides a way to carefully manage the state's payment of funds to the local school districts.

School District Accounting System

Uniform Financial Accounting and Reporting Standards. The legislature requires school districts to adopt and use a uniform system of records and accounting for public schools. The adopted system, a modified accrual accounting system, is known as Uniform Financial Accounting and Reporting Standards (UFARS). UFARS is important because it provides a uniform basis for comparing and evaluating school district revenue and expenditures. Under UFARS, every district must maintain at least the following funds.

Table 78: School Funds

Fund Number	Operating Funds	Common Purposes
01	General	Money used to pay general operating costs, such as teacher salaries, administrative costs, and to purchase textbooks and equipment
02	Food Service	Money for nutrition programs—primarily school lunch and breakfast
04	Community Service	Money for community education programs
Fund Number	Nonoperating Funds	Common Purposes
06	Building Construction	Proceeds of bond sales used to pay contractors for building projects
07	Debt Redemption	Money necessary to repay bond holders
47	Postemployment Benefits Debt Service Fund	Money from levy proceeds to repay OPEB bonds
Fund Number	Fiduciary Funds	Common Purposes
08	Trust	Money held in trust for others
18	Custodial	Fiduciary activities not reported elsewhere for the benefit of others
45	Postemployment Benefits Irrevocable Trust Fund	Money held in an irrevocable trust for postemployment benefits

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(Minn. Stat. §§ 123B.75-123B.83)

The UFARS statute (Minn. Stat. § 123B.79) generally prohibits a district from permanently transferring money from an operating fund to a nonoperating fund, although a procedure is set forth in statute for the Commissioner of Education to approve transfers in exceptional circumstances. Also, the creation by the 1995 Legislature of operating capital revenue accounts in the general fund means that districts can spend any undesignated or unreserved general fund money for capital equipment and facilities purposes. Additionally, almost every year the legislature approves specific fund transfers for individual school districts.

In contrast to the usual limitations on fund transfers, the 1991 Legislature authorized two types of fund transfers:

- **Reorganization Fund Transfers:** A school district that has reorganized may make permanent transfers between any of the funds in the newly created or enlarged district, with the exception of the debt redemption fund. These fund transfers may be made only during the fiscal year following the effective date of the district's reorganization.
- **Nonoperating Fund Transfer:** On June 30, 1992, a school district could transfer money from its capital expenditure fund and from its debt redemption fund (to the extent the funds are not needed to make debt service payments) to the transportation fund, capital fund, or debt redemption fund.

The UFARS statute also prescribes the fiscal years when revenues and expenditures are to be recognized on district books. The legislature uses these recognition provisions to distribute state aid payments to school districts and to balance the state budget. The revenue recognition procedures established by the legislature determine a district's operating debt and expenditure limitations.

Statutory Operating Debt. Operating debt is defined as the net negative unappropriated fund balance on June 30 of any year in all of the school district's operating funds. Districts for which the operating debt is greater than 2.5 percent of the expenditures in operating funds in the most recent fiscal year are considered to be in statutory operating debt. At the close of fiscal year 2021, one school district and four charter schools were in statutory operating debt.

Statutory Operating Debt Levies. A series of levies were approved in 1977, 1983, 1985, and 1992 that allowed districts to pay off past statutory operating debt amounts. The authority under each of these levies has now expired.

Expenditure Limitations. A school district in statutory operating debt must limit its expenditures in each subsequent fiscal year such that its statutory operating debt is not increasing. A district in statutory operating debt must submit a special operating plan to reduce its deficit expenditures to the Commissioner of Education for approval. If the plan is disapproved, the district receives no state aid until a plan is approved.

(Minn. Stat. § 123B.83)

Temporary Waiver of Fund Transfer Limits. For fiscal years 2012 through 2017, a school district could transfer money from any account or fund (except the community service and food service fund) to any other account or fund as long as that transfer did not affect the school district's state aid or local levy.

For fiscal years 2020 and 2021, a school district could transfer moneys from any operating account or fund to another to adjust the district's budget in response to COVID-19.

State Accounting Measures

Aid Payment Percentage. The state aid share of school district revenue that is promised to the school district through Minnesota's school finance formulas is called the "aid entitlement." The amount paid to school districts by the state during each fiscal year is called the "appropriation." Since school districts use the accrual method of accounting, the full amount of the aid entitlement owed to the district for a fiscal year is booked as revenue for that year, regardless of when the state aid is actually received. On the other hand, for budgetary purposes, the state uses a cash-based system of accounting, not an accrual system of accounting. As a result, the "cost" to the state is only the actual appropriation for a particular school year, not the aid entitlement.

Minnesota statutorily sets the portion of state aid that is paid to a school district for a specific fiscal year. This percentage is sometimes called the "aid payment percentage." In a year in which the aid payment percentage is lowered, the state "saves" money through an accounting shift because the appropriation is smaller than the aid entitlement. For this reason, the shift tends to be used in years when desired state revenues are below desired program funding levels. For fiscal year 2014 and later, the current year aid payment percentage is set equal to 90 percent. The remaining portion, often referred to as the "cleanup payment," is paid during the subsequent fiscal year. This means that the state paid school districts 90 percent of their current year aid entitlement and 10 percent of the previous year's aid entitlement in that year.

Table 79: Aid Payment Percentage

Fiscal Year of Entitlement	Current Year Aid Payment Percentage	Previous Year Aid Payment Percentage	Appropriation Cost to State
2015 – 2023	90.0%	10.0%	100.0%
2014	90.0	13.6	103.6
2013	86.4	35.7	122.1
2012*	64.3	30.0	94.3
2011	70.0	27.0	97.0
2010	73.0	10.0	83.0
2009 – 2007	90.0	10.0	100.0
2006	90.0	15.7	105.7
2005	84.3	20.0	104.3

Fiscal Year of Entitlement	Current Year Aid Payment Percentage	Previous Year Aid Payment Percentage	Appropriation Cost to State
2004	80.0	17.0	97.0
2003	83.0	10.0	93.0
2002 – 1999	90.0	10.0	100.0
1998	90.0	15.0	105.0
1983 – 1997	85.0	15.0	100.0
* Note: During the 2011 special session, the legislature and the governor agreed to set the aid payment percentage at 60, but the allocation of the February 2012 budget surplus restored \$314 million to increase the aid payment percentage to 64.3.			

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The following example shows how the aid payment percentage shift defers a portion of any state aid entitlement increase into the next fiscal year.

Table 80: Example of Appropriation Payments
(Figures are hypothetical for illustrative purposes only and expressed as \$ in millions)

Appropriation	State Fiscal Year									
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
(a) Aid entitlement	\$4,000	\$4,200	\$4,500	\$4,800	\$5,000	\$5,200	\$5,500	\$6,000	\$6,500	\$7,000
(b) Percent share owed for previous fiscal year	30%	35.7%	13.6%	10%	10%	10%	10%	10%	10%	10%
(c) Share still owed for previous fiscal year	\$1,140	\$1,499	\$571	\$480	\$480	\$500	\$520	\$550	\$600	\$650
(d) Percent share owed for current fiscal year	64.3%	86.4%	90%	90%	90%	90%	90%	90%	90%	90%
(e) Share of entitlement paid during the current fiscal year	\$2,572	\$3,629	\$4,050	\$4,320	\$4,500	\$4,680	\$4,950	\$5,400	\$5,850	\$6,300
Appropriation for the current fiscal year (c) + (e)	\$3,712	\$5,128	\$4,621	\$4,800	\$4,980	\$5,180	\$5,470	\$5,950	\$6,450	\$6,950

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Property Tax Shift and Levy Recognition. The property tax early recognition shift alters the way school property taxes are recognized for state accounting purposes. Because the state uses a cash system of accounting when paying school districts, and school districts use an accrual system of accounting when receiving state aids, a change in the recognition of the property taxes that are paid to school districts by the county treasurer in June of each year allows the state to delay a certain portion of state aid payments to school districts until after July 1. This procedure allows the state to balance its books in a current fiscal year by postponing an aid payment to a school district until the following fiscal year (through fiscal year 2009).

The property tax shift was first enacted in 1982. The property tax recognition shift percentage was increased and decreased a number of times until 1998, when it was eliminated. The 2003 Legislature reinstated the property tax recognition shift for fiscal years 2004 and 2005 and beginning in fiscal year 2006, the property tax recognition shift was again eliminated through fiscal year 2009. The 2010 Legislature statutorily implemented the property tax recognition shift beginning in fiscal year 2010.

Prior to the creation of the property tax recognition shift, the full amount of the first-half property tax payment, received by school districts in late May and early June, was revenue attributable to the following fiscal year (which begins July 1). As a result of the shift, the state delays paying a portion of the aid payments to school districts, and instead, requires the school districts to “borrow” or recognize early, the statutorily specified portion of the June property tax payment instead of receiving the state aid payments. The shift is a onetime savings to the state, unless the shift percentage is increased or the total amount of net school levy increases. The net effect for most school districts is that the state aid payments promised for the late spring (primarily April, May, and June) are delayed until the following fiscal year, and the district instead relies on the May and June property tax payments from the county to meet its financial obligations during the late spring. Because of the property tax recognition shift, many school districts engage in short-term borrowing in order to meet their cash flow needs during the late spring. Since the shift was instituted in fiscal year 1983, the shift percentage has fluctuated greatly.

The property tax recognition shift percentage was set at 48.6 percent for fiscal years 2004 and 2005 and was eliminated for fiscal years 2006 through 2010. For fiscal year 2011 and later, the governor proposed an unallotment of state aid designed to mimic the property tax recognition shift at 49.1 percent. This action never took effect because the 2010 Legislature statutorily implemented the property tax recognition shift at 48.6 percent. Sufficient state funds existed in the fund balance following the 2013 legislative session such that the property tax recognition shift was eliminated for fiscal year 2014 and later.

Table 81 shows the amount of the shift percentage for each of the years since its inception and the relationship among the years for the assessment valuation and the certification, collection, and use of levies.

Table 81: Relationship Among the Years

Assessment Year	December When Levy is Certified	Calendar Year When Levy is Collected	Fiscal Year		School Year When Levy is Used (Percent Shifted is in bold)
1980	1981	1982	FY 1983	=	1982-83 school year
1981	1982	1983	FY 1983 FY 1984	= =	1982-83 school year: 32% of levy 1983-84 school year: 68% of levy
1982	1983	1984	FY 1984 FY 1985	= =	1983-84 school year: 32% of levy 1984-85 school year: 68% of levy
1983	1984	1985	FY 1985 FY 1986	= =	1984-85 school year: 24% of levy 1985-86 school year: 76% of levy
1984	1985	1986	FY 1986 FY 1987	= =	1985-86 school year: 24% of levy 1986-87 school year: 76% of levy
1985	1986	1987	FY 1987 FY 1988	= =	1986-87 school year: 24% of levy 1987-88 school year: 76% of levy
1986	1987	1988	FY 1988 FY 1989	= =	1987-88 school year: 27% of levy 1988-89 school year: 73% of levy
1987	1988	1989	FY 1989 FY 1990	= =	1988-89 school year: 27% of levy 1989-90 school year: 73% of levy
1988	1989	1990	FY 1990 FY 1991	= =	1989-90 school year: 31% of levy 1990-91 school year: 69% of levy
1989	1990	1991	FY 1991 FY 1992	= =	1990-91 school year: 31% of levy 1991-92 school year: 69% of levy
1990	1991	1992	FY 1992 FY 1993	= =	1991-92 school year: 37% of levy 1992-93 school year: 63% of levy
1991	1992	1993	FY 1993 FY 1994	= =	1992-93 school year: 50% of levy 1993-94 school year: 50% of levy
1992	1993	1994	FY 1994 FY 1995	= =	1993-94 school year: 37.4% of levy 1994-95 school year: 63.6% of levy
1993	1994	1995	FY 1995 FY 1996	= =	1994-95 school year: 37.4% of levy 1995-96 school year: 81% of levy
1994	1995	1996	FY 1996 FY 1997	= =	1995-96 school year: 19% of levy 1996-97 school year: 93% of levy
1995	1996	1997	FY 1997 FY 1998	= =	1996-97 school year: 7% of levy 1997-98 school year: 93% of levy
1996	1997	1998	FY 1998 FY 1999	= =	1997-98 school year: 7% of levy 1998-99 school year: 100% of levy
1997	1998	1999	FY 1999 FY 2000	= =	1998-99 school year: 0% of levy 1999-00 school year: 100% of levy
1998	1999	2000	FY 2000 FY 2001	= =	1999-00 school year: 0% of levy 2000-01 school year: 100% of levy

Assessment Year	December When Levy is Certified	Calendar Year When Levy is Collected	Fiscal Year		School Year When Levy is Used (Percent Shifted is in bold)
1999	2000	2001	FY 2001 FY 2002	= =	2000-01 school year: 0% of levy 2001-02 school year: 100% of levy
2000	2001	2002	FY 2002 FY 2003	= =	2001-02 school year: 0% of levy 2002-03 school year: 100% of levy
2001	2002	2003	FY 2003 FY 2004	= =	2002-03 school year: 0% of levy 2003-04 school year: 100% of levy
2002	2003	2004	FY 2004 FY 2005	= =	2003-04 school year: 47% of levy 2004-05 school year: 53% of levy
2003	2004	2005	FY 2005 FY 2006	= =	2004-05 school year: 48.6% of levy 2005-06 school year: 51.4% of levy
2004	2005	2006	FY 2006 FY 2007	= =	2005-06 school year: 0% of levy 2006-07 school year: 100% of levy
2005	2006	2007	FY 2007 FY 2008	= =	2006-07 school year: 0% of levy 2007-08 school year: 100% of levy
2006	2007	2008	FY 2008 FY 2009	= =	2007-08 school year: 0% of levy 2008-09 school year: 100% of levy
2007	2008	2009	FY 2009 FY 2010	= =	2008-09 school year: 0% of levy 2009-10 school year: 100% of levy
2008	2009	2010	FY2010 FY2011	= =	2009-10 school year: 48.6% of levy 2010-11 school year: 51.4% of levy
2009	2010	2011	FY2011 FY2012	= =	2010-11 school year: 48.6% of levy 2011-12 school year: 51.4% of levy
2010	2011	2012	FY2012 FY2013	= =	2011-12 school year: 48.6% of levy 2012-13 school year: 51.4% of levy
2011	2012	2013	FY2013 FY2014	= =	2012-13 school year: 48.6% of levy 2013-14 school year: 51.4% of levy
2012	2013	2014	FY2014 FY2015	= =	2013-14 school year: 0% of levy 2014-15 school year: 100% of levy
2013 and later	2014 and later	2015 and later	First year Second year	= =	First year: 0% of levy Second year: 100% of levy

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Metered Payments. State aid payments are metered to school districts on the basis of a statutory schedule. School districts receive bimonthly state aid payments from the Department of Education. The metering schedule is an accounting tool designed to help the state avoid short-term borrowing by providing school districts' state aid payments on a schedule that is supposed to reflect the average school district's cash flow needs. The same cumulative percentage is used for each district regardless of that district's particular cash flow needs. Each school district is guaranteed the cumulative percentage of its revenue.

(Minn. Stat. § 127A.45)

School districts receive state aid payments and property tax payments as shown in the following table (school district fiscal years are the same as state fiscal years and run from July 1 to June 30).

Table 82: Metered Payments

Payment Date	Cumulative Aid Percentage	Comments
July 15	5.5%	
July 30	8.0	
August 15	17.5	
August 30	20.0	
September 15	22.5	
September 30	25.0	
October 15	27.0	
October 30	30.0	District receives second half of property tax receipts from county treasurer in October and early November with a small cleanup payment in December
November 15	32.5	
November 30	36.5	
December 15	42.0	
December 30	45.0	
January 15	50.0	
January 30	54.0	
February 15	58.0	
February 28	63.0	
March 15	68.0	
March 30	74.0	
April 15	78.0	
April 30	85.0	
May 15	90.0	
May 30	95.0	Districts receive first half of property tax receipts in late May and early June with a small cleanup payment in July
June 20	100.0%	

House Research Department

Metered payments distribute 90 percent of the aid entitlement to the school districts during the current fiscal year. In the following fiscal year, the remaining 10 percent is paid to school districts. These payments are often referred to as the “cleanup” payments.

There are four cleanup payments for a school district:

- August 15: for the final adjustment for state paid property tax credits
- August 30: 30 percent of the remaining aid payments for the previous fiscal year
- September 30: 40 percent of the remaining aid payments for the previous fiscal year
- October 30: 30 percent of the remaining aid payments for the previous fiscal year

Charter School Metered Payments. In an effort to speed up cash flow to charter schools, the legislature has modified the aid payment and metering schedule for charter schools in three ways:

- 1) In any year where the aid payment percentage is less than 90, the full amount of the current year payment to charter schools must be paid in the July through February payments (this gives charter schools the current year payments earlier, but means charter schools won’t receive any state aid payments during March, April, May, and June).
- 2) In any year where the aid payment percentage is less than 90, the cleanup payment for charter schools is also accelerated. Seventy-five percent of the cleanup payment is made on July 15, and the remainder (25 percent) is paid on October 30.
- 3) A charter school where at least 90 percent of the students are eligible for special education services has its special education payments made on a 90/10 basis regardless of the general statutory aid payment percentage.

Appendix

The appendix includes historical funding information about certain school finance programs where funding levels may not be easily found elsewhere. It includes information on the general education program, capital projects, integration programs, and school safety funding.

General Education Program

The uniform general education levy was a major part of the funding for general education revenue from 1989 to 2000. Table 83 shows the general education levy, tax rate, equalizing factor, and dollars raised statewide by the levy.

Table 83: General Education Levy

Year Certified	Year Levy Paid	Fiscal year	Adjusted Net Tax Capacity Rate	Dollars Raised Statewide	Equalizing Factor
2017 and later	2018	2019	0.00%	\$0	
2016	2017	2018	0.16	10,000,000	
2015	2016	2017	0.30	20,000,000	
2014	2015	2016	0.33	20,000,000	
2013*	2014	2015	0.35	20,000,000	
2000**	2001	2002	32.38	1,330,000,000	\$12,242
1999	2000	2001	35.78	1,330,000,000	10,970
1998	1999	2000	36.58	1,285,500,000	9,650
1997	1998	1999	36.9	1,292,000,000	9,704
1996	1997	1998	37.4	1,359,000,000	9,372
1995	1996	1997	40.8	1,359,000,000	8,591
1994	1995	1996	34.2	1,055,000,000	9,211
1993	1994	1995	34.9	1,044,000,000	9,025
1992	1993	1994	30.7	969,800,000	9,935
1991	1992	1993	27.9	916,000,000	11,051
1990	1991	1992	26.4	840,000,000	11,553
1989	1990	1991	26.3	792,000,000	11,228
1988	1989	1990	29.3***	1,100,580,000	

* Note: There was no general education levy for taxes payable in 2002 through taxes payable in 2013.

** The general education equalizing factor was based on the general education levy for taxes payable from 1990 to 2001. It was eliminated for subsequent years.

*** Adjusted gross tax capacity

House Research Department

Capital Projects

The following six tables show historical data affecting capital projects including the debt service aid and levy over time (Table 84), health and safety revenue (now subsumed into the long-term facilities maintenance revenue – LTFMR; Table 85), alternative facilities revenue (subsumed into LTFMR; Table 86), maximum effort bond sales (Table 87), cooperative facilities grants (Table 88), and building lease restrictions (Table 89).

**Table 84: Total Statewide Debt Service Amounts;
Regular and Enhanced Equalization Aid**

School Year	Debt Service Aid Entitlement	Net Debt Service Fund Levy Certified
2022-23	\$21,297,000	\$1,043,149,000
2021-22	21,939,000	1,110,113,000
2020-21	25,398,000	1,107,409,000
2019-20	20,684,000	998,302,000
2018-19	22,920,000	916,368,000
2017-18	25,092,000	840,765,000
2016-17	23,244,000	847,542,000
2015-16	20,060,000	797,305,000
2014-15	22,950,000	801,610,000
2013-14	19,778,000	810,155,000
2012-13	17,627,000	810,779,000
2011-12	14,029,000	804,305,000
2010-11	8,679,000	773,012,000
2009-10	7,884,000	763,638,000
2008-09	9,109,000	737,982,000
2007-08	14,393,000	711,525,000
2006-07	18,410,000	665,485,000
2005-06	27,206,000	627,052,000
2004-05	37,575,000	631,000,000
2003-04	34,500,000	572,000,000
2002-03	29,960,000	510,000,000
2001-02	25,987,000	489,000,000
2000-01	29,286,000	423,000,000
1999-00	32,629,000	380,000,000
1998-99	38,193,000	335,000,000

School Year	Debt Service Aid Entitlement	Net Debt Service Fund Levy Certified
1997-98	35,480,000	345,000,000
1996-97	37,320,000	339,000,000
1995-96	30,054,000	296,000,000
1994-95	27,521,000	267,000,000
1993-94	14,000,000	241,000,000
1992-93	6,000,000	217,000,000
1991-92	0	167,000,000

House Research Department

Table 85: Health and Safety Revenue

Fiscal Year	State Aid Appropriation	Levy
2017	\$57,000*	—
2016	588,000	\$61,603,000
2015	651,000	57,720,000
2014	471,000	51,445,000
2013	157,000	53,731,000
2012	98,000	53,332,000
2011	135,000	58,003,000
2010	132,000	62,763,000
2009	103,000	67,759,000
2008	254,000	72,497,000
2007	352,000	73,199,000
2006	823,000	87,974,000
2005	2,099,000	89,326,000
2004	5,322,000	127,277,000
2003	5,494,000	122,776,000
2002	11,437,000	76,623,000
2001	14,920,000	75,569,000
2000	14,202,000	67,508,000
1999	14,179,000	62,242,000
1998	14,081,000	51,643,000

* Ten percent cleanup payment; future amounts in long-term facilities maintenance revenue.

House Research Department

Table 86: Alternative Facilities Revenue

Fiscal Year	State Aid	Pay-as-you-go Alternative Facilities Levy	Alternative Facilities Bonded Debt Levy	Alternate Facilities Health & Safety Levy
2017	\$0	\$0	\$0	\$0
2016	19,287,000	81,086,000	80,185,000	48,119,000
2015	19,287,000	80,816,000	77,473,000	43,214,000
2014	19,982,000	52,227,000	91,208,000	40,242,000
2013	19,287,000	50,901,000	62,117,000	36,779,000
2012	18,187,000	60,320,000	44,469,000	32,722,000
2011	18,708,000	60,957,000	45,469,000	27,016,000
2010	16,008,000	54,671,000	45,469,000	15,137,000
2009	19,287,000	51,169,000	48,187,000	15,137,000
2008	19,287,000	58,928,000	45,469,000	15,137,000
2007	19,287,000	53,636,000	42,274,000	14,976,000
2006	20,387,000	56,399,000	40,643,000	8,223,000
2005	19,287,000	44,868,000	37,080,000	4,356,000
2004	18,708,000	37,105,000	42,151,000	—
2003	17,937,000	36,853,000	35,309,000	—
2002	19,279,000	24,439,000	18,871,000	—
2001	16,303,000	22,341,000	10,874,000	—
2000	19,624,000	18,627,000	8,151,000	—
1999	17,426,000	16,978,000	0	—
1998	—	8,420,000	16,456,000	—

House Research Department

Table 87: Maximum Effort Bond Sales

Year Authorized	Amount of Bonds Authorized
2018	\$14,000,000
2014	5,491,000
2006	10,700,000
2005	18,000,000
2002	12,400,000
2001	19,000,000
2000	44,030,000
1995	23,670,000

Year Authorized	Amount of Bonds Authorized
1994	2,967,000
1993	5,000,000
1991	45,065,000
1990	23,300,000
1988	22,000,000
1980	20,000,000
1969	20,000,000
1967	2,800,000
1965	10,400,000
1963	16,000,000
1961	2,500,000
1959	2,500,000
Total	\$319,823,000

House Research Department

Table 88: Cooperative Facilities Grants

High School Name	Member School Districts*	State CSF Grant Amount	Year of Grant Approval	School Year Facility Opened
ACGC High School	Atwater; Cosmos; Grove City	\$6,000,000	1994	1995-96
Grant County High School	Elbow Lake; Barrett; Hoffman; Kensington	6,000,000	1993	1995-96
Blue Earth High School	Blue Earth-Winnebago; Delavan; Elmore	5,800,000	1992	1994-95
Minnewaska High School	Glenwood; Starbuck; Villard	6,000,000	1989	1990-91
Lac Qui Parle Valley High School	Madison-Marietta-Nassau; Appleton; Milan	8,000,000	1988	1989-90

* Since receiving the CSF grant, each of these groups of districts have consolidated into a single district.

House Research Department

Table 89: Building Lease Levy Restrictions

Applicable School Years	Payable Year First Effective	Permitted Uses/Limitations
2015-16 and later	Pay 15 and later	Sets the maximum lease amount at the lesser of the lease's actual costs or \$212 per pupil unit. Allows a district that is a member of an intermediate school district to levy an additional \$65 per pupil unit for lease costs faced by the intermediate school district.
2014-2015	Pay 14	Sets the maximum lease amount at the lesser of the lease's actual costs or \$162 per pupil unit. Allows a district that is a member of an intermediate school district to levy an additional \$46 per pupil unit for lease costs faced by the intermediate school district.
2009-10 to 2013-14	Pay 09 to Pay 13	Sets the maximum lease amount at the lesser of the lease's actual costs or \$150 per pupil unit. Allows a district that is a member of an intermediate school district to levy an additional \$43 per pupil unit for lease costs faced by the intermediate school district.
2006-07	Pay 06 to 08	Sets the maximum lease amount at the lesser of the lease's actual costs or \$100 per pupil unit. Allows a district that is a member of an intermediate school district to levy an additional \$25 per pupil unit for lease costs faced by the intermediate school district.
2004-05 to 2005-06	Pay 04 and 05	Limits the maximum per pupil lease for a school district to the lesser of 90 percent of the actual lease costs or \$90 per pupil unit. Allows a district that is a member of an intermediate school district to levy an additional \$22.50 per pupil for lease expenses.
2002-03 to 2003-04	Pay 02 and 03	Sets the maximum per pupil levy for a school district that is a member of an intermediate school district at \$125 per pupil unit.
1999-2000	Pay 99	Excludes expenditures for sports stadiums from the definition of "instructional space."
1998-99	Pay 98	For agreements finalized after July 1, 1997, no district may have a lease levy in excess of \$100 per pupil unit and no district may use the lease levy for a "newly constructed building for regular kindergarten, elementary, or secondary space."
1992-93	Pay 92	Upon approval of commissioner when economically advantageous for instructional purposes. Broadens scope to land as well as facilities.
1991-92	Pay 91	Upon approval of commissioner when economically advantageous for instructional purposes. Future lease purchase agreements are no longer eligible.
1990-91	Pay 90	Upon approval of commissioner when economically advantageous for instructional purposes.
1989-90	Pay 89	Upon approval of commissioner when economically advantageous for secondary vocational programs only.
1988-89	Pay 88	The leased facilities levy was repealed. However, a special levy allowed a district to levy the amount that would have been authorized in 1987 if the levy had not been repealed.
1987-88	Pay 87	Upon approval of commissioner when economically advantageous for instructional purposes.

House Research Department

Integration Programs

Tables 90 and 91 show funding for integration activities over time.

Table 90: Estimated Appropriations and Levies for Integration Activities Based on 100% Aid Entitlement; Amounts for Aid Fiscal Year

Fiscal Year/ Payable Year	Minneapolis		St. Paul		Duluth		Other Districts		Total	
	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy
2023/2022	\$9,842,000	\$4,218,000	\$11,101,000	\$4,757,000	\$1,222,000	\$524,000	\$63,631,000	\$27,271,000	\$85,796,000	\$36,770,000
2022/2021	10,032,000	4,299,000	11,087,000	4,752,000	1,226,000	525,000	61,000,000	26,143,000	83,345,000	35,719,000
2021/2020	10,152,000	4,351,000	11,188,000	4,795,000	1,236,000	530,000	63,795,000	27,310,000	86,301,000	36,986,000
2020/2019	10,441,000	4,475,000	11,321,000	4,852,000	1,214,000	520,000	58,197,000	24,941,000	81,173,000	34,788,000
2019/2018	10,732,000	4,600,000	11,417,000	4,893,000	1,178,000	505,000	50,494,000	21,640,000	73,822,000	31,638,000
2018/2017	10,964,000	4,699,000	11,462,000	4,912,000	1,171,000	502,000	48,589,000	20,824,000	72,185,000	30,936,000
2017/2016	10,680,000	4,577,000	11,351,000	4,759,000	1,159,000	494,000	43,573,000	18,900,000	66,763,000	28,730,000
2016/2015	10,877,000	4,662,000	11,751,000	5,036,000	1,140,000	488,000	44,189,000	18,936,000	67,952,000	29,122,000
2015/2014	11,013,000	4,720,000	11,677,000	5,005,000	1,139,000	488,000	42,713,000	18,301,000	66,532,000	28,514,000
2014/2013	8,895,000	6,300,000	10,718,000	5,763,000	931,000	614,000	38,651,000	15,836,000	59,195,000	28,513,000
2013/2012	11,218,000	7,313,000	13,890,000	5,739,000	1,414,000	606,000	37,716,000	16,164,000	63,739,000	29,822,000
2012/2011	11,385,000	6,563,000	13,526,000	5,795,000	1,461,000	627,000	39,383,000	15,196,000	65,755,000	28,181,000
2011/2010	11,422,000	6,587,000	13,154,000	5,637,000	1,450,000	621,000	38,495,000	14,807,000	64,521,000	27,652,000
2010/2009	11,524,000	6,648,000	13,616,000	5,835,000	1,516,000	649,000	34,862,000	13,233,000	61,518,000	26,365,000
2009/2008	11,686,000	6,743,000	13,708,000	5,875,000	1,555,000	666,000	33,884,000	12,787,000	60,833,000	26,071,000
2008/2007	11,875,000	6,866,000	14,081,000	6,035,000	1,629,000	698,000	31,458,000	11,705,000	59,043,000	25,304,000
2007/2006	12,405,000	7,171,000	14,393,000	6,168,000	1,662,000	712,000	30,011,000	11,008,000	58,471,000	25,059,000
2006/2005	12,956,000	7,492,000	14,652,000	6,279,000	1,692,000	725,000	29,716,000	9,511,000	56,016,000	24,007,000
2005/2004	13,599,000	7,866,000	14,688,000	6,295,000	1,748,000	749,000	24,274,000	8,365,000	54,309,000	23,275,000
2004/2003	15,780,000	6,866,000	16,580,352	4,953,000	1,997,000	596,000	25,830,000	5,563,000	60,187,000	17,978,000
2003/2002	13,522,000	10,383,000	14,576,000	8,560,000	1,715,000	1,007,000	19,045,000	8,036,000	48,858,000	28,694,000
2002/2001	23,602,000	6,428,000	18,160,000	5,183,000	2,216,000	622,000	19,127,000	4,441,000	63,105,000	16,765,000
2001/2000	23,704,000	6,520,000	18,343,000	5,223,000	2,276,000	634,000	8,842,000	196,000	53,165,000	12,583,000
2000/1999	20,015,000	9,735,000	15,587,000	7,508,000	1,993,000	966,000			37,755,000	18,527,000
1999/1998	15,751,000	13,122,000	12,325,000	10,113,000	1,605,000	1,826,000			30,161,000	24,830,000
1998/1997	9,368,300	10,176,000	8,090,700	9,627,000	1,385,000	1,537,000			18,844,000	21,340,000
1997/1996	9,368,300	10,168,000	8,090,700	9,588,000	1,385,000	1,406,000			18,844,000	21,162,000
1996/1995	9,368,300	10,041,000	8,090,700	9,461,000	1,385,000	1,344,000			18,844,000	20,967,000
1995/1994	9,638,000	9,560,000	8,090,500	8,540,000	1,385,000	1,091,000			18,844,000	19,191,000
1994/1993	9,638,300	7,308,000	8,090,500	6,620,000	1,385,000	696,000			18,844,000	14,625,000
1993/1992	7,782,300	8,439,000	6,676,500	6,899,000	1,385,200	625,000			15,844,000	15,963,000

Fiscal Year/ Payable Year	Minneapolis		St. Paul		Duluth		Other Districts		Total	
	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy	Aid	Levy
1992/1991	7,782,300	8,071,000	6,676,500	6,599,000	1,385,200	598,000			15,844,000	15,268,000
1991/1990	7,382,300	7,772,000	6,276,000	6,312,000	1,285,200	572,000			14,944,000	14,603,000
1990/1989	7,382,300	7,012,000	6,276,000	3,943,000	1,285,200	664,000			14,944,000	11,618,000
1989/1988	5,950,300	3,177,000	5,081,400	3,837,000	981,800	—			12,013,600	7,313,000
1988/1987	5,677,700	—	4,766,500	1,958,000	1,123,100	—			11,557,300	1,958,000

House Research Department

Table 91: Appropriations for Other Integration Funding Programs

Fiscal Year	Magnet School Operating Grants	Magnet School Capital Grants*	Magnet School Start-up Aid	Interdistrict Integration Transportation	Other Integration Programs
2021	\$0	\$0	\$0	\$14,962,000	\$0
2020	0	0	0	14,231,000	0
2019	0	0	0	13,193,000	0
2018	0	0	0	14,328,000	0
2017	0	0	0	15,193,000	0
2016	0	0	0	14,423,000	0
2015	0	0	0	14,248,000	0
2014	0	0	0	13,521,000	0
2013	0	0	0	13,966,000	0
2012	0	0	0	13,362,000	0
2011	750,000	0	0	13,743,000	0
2010	750,000	0	0	12,342,000	0
2009	750,000	0	0	11,881,000	0
2008	750,000	0	0	9,901,000	0
2007	750,000	0	0	10,134,000	0
2006	750,000	1,083,000	0	6,032,000	0
2005	750,000	0	454,000	8,401,000	0
2004	750,000	0	37,000	5,796,000	0
2003	1,052,000	0	230,000	3,101,000	1,076,000
2002	448,000	1,700,000	431,000	0	924,000
2001	1,750,000	16,500,000	225,000	970,000	1,000,000
2000	1,750,000	0	0	970,000	1,000,000
1999	1,750,000	0	0	970,000	1,000,000

Fiscal Year	Magnet School Operating Grants	Magnet School Capital Grants*	Magnet School Start-up Aid	Interdistrict Integration Transportation	Other Integration Programs
1998	5,750,000	22,200,000**	0	800,000	1,000,000
1997	1,500,000	0	0	630,000	1,000,000
1996	1,500,000	0	0	300,000	1,000,000
1995	1,500,000	0	0	0	752,000
1994	0	20,000,000	0	0	1,035,000

* Appropriations are from state bond proceeds.

** \$1,893,000 of this appropriation was cancelled back to the general fund.

House Research Department

School Safety

Table 92 shows the safe schools revenue and the accompanying revenue restrictions over time.

Table 92: Safe Schools Levy

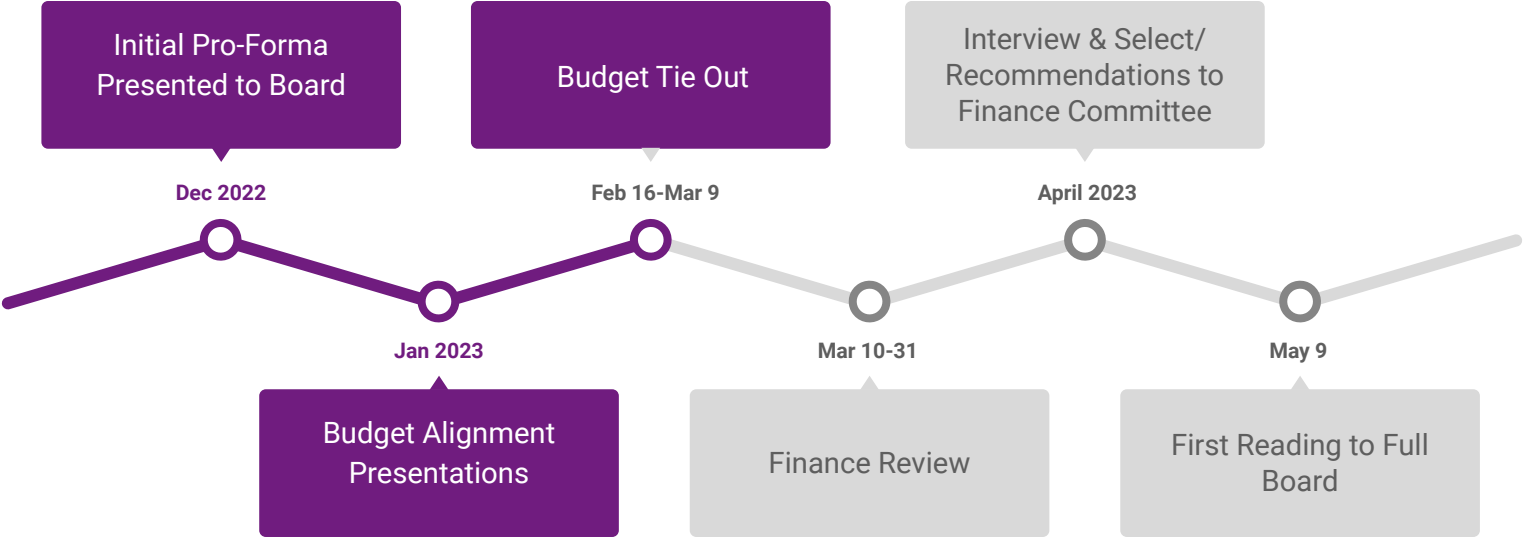
Fiscal Year	School District Safe Schools Per Pupil Allowance	Allowance for Member of Intermediate School Districts Per Pupil	Revenue Restrictions	Total Levy Amount	Included Intermediate School District Levy Amounts
2023	\$36	\$15	None	\$34,772,000*	\$4,009,000*
2022	36	15	None	35,324,000	4,060,000
2021	36	15	None	34,604,000	3,845,000
2020	36	15	None	35,500,000	3,845,000
2019	36	15	None	35,410,000	3,845,000
2018	36	15	None	34,680,000	3,689,000
2017	36	15	None	34,592,000	3,128,000
2016	36	15	None	33,963,000	3,149,000
2015	36	10	None	33,180,000	2,424,000
2014	30	10	None	28,730,000	2,778,000
2013	30	10	None		
2012	30	10	None	28,560,000	2,641,000
2011	30	10	Minimum maintenance of effort required for school counselors, school nurses, school social workers, and	28,371,000	2,638,000

Fiscal Year	School District Safe Schools Per Pupil Allowance	Allowance for Member of Intermediate School Districts Per Pupil	Revenue Restrictions	Total Levy Amount	Included Intermediate School District Levy Amounts
			chemical dependency program staff		
2010	30	10	See above	28,262,000	2,651,000
2009	30	10		26,262,000	2,671,000
2008	27	10		24,148,000	2,651,000
2007	27			24,055,000	
2006	27			24,196,000	
2005	27			24,395,000	
2004	30			27,615,000	
2003	11			10,066,000	
2002	11			9,985,000	
2001	1.50 per capita			6,590,000	
2000	1.50 per capita			6,256,000	
*Estimated					

House Research Department

Budget Update

Budget Timeline



School Allocations

- “Standard” allocations increased \$16M over last year.*
 - Driven by a \$10.3M increase in Compensatory Aid.
 - Also includes an additional \$3.2M in English Language Learner funding.
- Targeted additional investments of \$33.2M (detail on next slide)
- Additional funds may be allocated for a further district initiative to address the needs of advanced learners.

* “Core Allocations” includes per pupil aid, per pupil referendum, targeted programming to meet predictable staffing, small school adjustment, principal & assistant principals, transportation coordinator, athletics, and allocations to schools resulting from contractual obligations.

	Allocations to Schools		
	FY23	FY24	Change
Core Allocations	\$173.1 M	\$172.0 M	-\$1.1 M
Compensatory	\$34.2 M	\$44.5 M	\$10.3 M
Title & Grants	\$19.2 M	\$21.6 M	\$2.4 M
Special Education	\$84.9 M	\$86.6 M	\$1.7 M
English Language Learner	\$15.6 M	\$18.8 M	\$3.2 M
Department Determined	\$16.6 M	\$16.1 M	-\$0.5 M
Subtotal Standard Allocations	\$343.5 M	\$359.5 M	\$16.0 M
Additional Investments	\$0.0 M	\$33.2 M	\$33.2 M
Total Fund 01	\$343.5 M	\$392.7 M	\$49.2 M
Community Education	\$4.2 M	\$4.3 M	\$0.0 M
Total to Schools, All Funds	\$347.7 M	\$397.0 M	\$49.3 M

Targeted Investments to Schools

Schools have been allocated funds for two major district initiatives intended to address academic deficiency:

1. \$29.1M for 'Intervention Teams' allocated on an as-needed basis to schools to address inadequate literacy and mathematics skills for a specific caseload of students.
 - a. 133 teams, each composed of a triad of one licensed teacher and 2 associate educators.
 - b. Teams will have a specific caseload of up to 75 students who are not proficient in literacy or mathematics and have not shown academic growth.
 - c. Will be **mostly** funded with ESSER III learning loss funds.
2. \$4.1M to allocate a 0.5 FTE Library Media Specialist to all sites so ensure that school libraries are curated, open, and accessible to all students.

Department Allocations

	Revenue	Schools	Other	Remaining
Unrestricted	\$241 M	\$123 M		\$118 M
Restricted/Categorical	\$255 M	\$198 M		\$57 M
Title & Grants	\$118 M	\$66 M		\$52 M
Funded Programs	\$10 M	\$2 M	\$8 M	\$0 M
Other Revenue	\$6 M	\$0 M	\$4 M	\$3 M
Total Fund 01	\$630 M	\$388 M	\$12 M	\$230 M

- Our current General Fund revenue projection is \$630M.
- We are allocating \$388M directly to schools.
- We currently project remaining funds of \$230M to fund departmental expenditures, as opposed to the \$265M we budgeted this year for departmental expenditures.
- This revenue projection does not include **any** additional revenue as a result of new legislation, including formula increases, universal meals, or cross subsidy aid.

Revenue Walk

- Our revenue projection has increased by about \$9M since the pro-forma was presented.
- The increase is primarily due to an increase in expected Compensatory revenue, adjustments & abatements, and Other Post Employment Benefits.
- These increases are offset by removing the projected increase in the funding formula. This is for consistency - we still expect the legislature to increase the formula.

Change in Projected Revenue since Pro-Forma



Impact of Potential Legislation

- We can anticipate an increase in the funding formula.
- Universal lunch would not be General Fund revenue, but it would free up \$5M in General Fund that we are currently using to subsidize the food service fund.
- Too early to know what, if anything, we will receive in cross subsidy relief.

	\$
Increase in Funding Formula	\$6.1 M
Universal Lunch	\$5.0 M
Subtotal	\$11.1 M
Cross Subsidy Relief	???

MEMO



Date: November 29, 2022

To: Rochelle Cox, Interim Superintendent

From: Ibrahima Diop, Senior Financial Officer

RE: Pro forma Financial Projections – General Fund

Overview

In accordance with Board Policy 3005 the MPS Budget Office has refreshed its annual pro-forma projections for Minneapolis Public Schools, Special School District #1. We continue to project an imminent financial crisis related to declining enrollment and a failure to align increasing expenditures with anticipated declining revenues.

This document begins with a 'status-quo' projection of MPS's finances that assumes an unchanged direction in our planning, programming and direction, followed by a brief overview of the district's strategic plan. Following that is a discussion on how other districts are approaching financial management. Finally, this document concludes by reviewing many of the potential risks and opportunities MPS should anticipate as it manages its finances through the next several years.

The purpose of this document is to inform the Board of Education, senior MPS leadership, and the MPS community about the fiscal health of our school system. The purpose of this document is not to make suggestions or propose remedies. Where alternative models, changes to existing practices, or potential remedies are mentioned, it is done to inform the reader or improve the reader's understanding.

Status Quo Projection

In order to understand where we are, we must start with a 'status quo' projection of MPS's finances. That is, if we continue forward with the district's existing footprint, practices, policies, and priorities, how will that impact MPS financial health over the next five years? As in previous years we find that the current cost structure of the district is unsustainable, that the cost of district expenditures continues to outpace increases in revenue, and that we expect the district to confront an unprecedented fiscal crisis in the 2024-2025 school year.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Table 1 - Status Quo Pro-Forma Projection

	FY23	FY24	FY25	FY26	FY27	FY28
Avg. Daily Membership	27517	27004	25794	24469	23526	22797
--% Change		-1.9%	-4.5%	-5.1%	-3.9%	-3.1%
General Fund Revenue	\$ 627.7M	\$ 621.3M	\$ 539.9M	\$ 523.3M	\$ 514.2M	\$ 509.5M
--% Change		-1.0%	-13.1%	-3.1%	-1.7%	-0.9%
General Fund Expenditures	\$ 642.8M	\$ 636.5M	\$ 648.1M	\$ 657.3M	\$ 669.6M	\$ 683.1M
--% Change		-1.0%	1.8%	1.4%	1.9%	2.0%
Net Change in Fund Balance	\$ (15.0M)	\$ (15.2M)	\$(108.2M)	\$(134.0M)	\$(155.4M)	\$(173.6M)
General Fund Balance	\$ 131.9M	\$ 116.7M	\$ 8.5M	\$(125.5M)	\$(280.9M)	\$(454.5M)

Our five-year pro-forma (Table 1) anticipates fully depleting the general fund fund-balance during the 2024-2025 school year, and quickly descending into statutory operating debt.¹ There are three primary reasons that explain why we expect the district’s fiscal crisis to intensify:

1. The “fiscal cliff” – MPS has been using federal emergency Coronavirus relief aid to balance its budget. All funds allocated to the district from these sources must be fully depleted by September 2024 and will no longer be available. Its discontinuation represents a substantial reduction in general funds.
2. Continued enrollment declines – MPS has experienced substantial enrollment declines for several years. While the Coronavirus pandemic contributed to these declines, they were occurring before the pandemic emerged and have continued afterward.
3. Increasing costs – MPS has seen costs increase over the past year or two and anticipates future cost increases to continue outpacing any increases in state revenue formulas.

Assumptions

Our projection includes assumptions about enrollment, other revenue drivers, salaries, and other expenditures that materially impact the result of the projection. These assumptions are based on a variety of factors, but in general are based on past trends and future expectations. It is important to keep in mind that these assumptions represent unknown quantities and are subject to change. The quality of

¹ Minnesota law defines school district *operating debt* as “the net negative unreserved general fund balance calculated as of June 30 of each year in accordance with the uniform financial accounting and reporting standards for Minnesota school districts” and defines a district as being in *statutory operating debt* “if the amount of the operating debt is more than 2-1/2 percent of the most recent fiscal year’s [general fund] expenditure[s].” If a district does go into statutory operating debt, they must submit a *special operating plan* to the Commissioner of Education, who must approve the plan. The special operating plan must include a plan to reduce the district’s deficit expenditures. (Minn. Stat. § 123B.83)

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

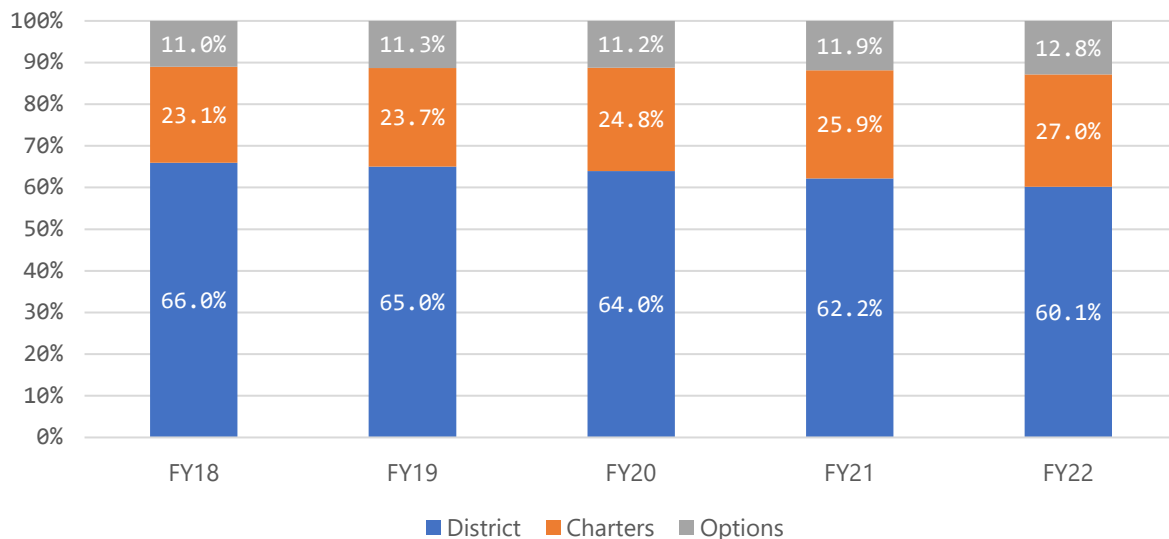
these assumptions must be grounded in their *reasonableness*. That is, how reasonable are these assumptions given what we do and do not know.

Enrollment

Our status quo projection assumes a continued decline in enrollment over the next five years based on trends for the past five. Enrollment is measured in average daily membership, or “ADM” (MDE label), which is the average number of students enrolled at MPS on any given day during the school year. We model enrollment based on several factors:

1. The number of live births within the city of Minneapolis – we can assume that a certain number of the children born to families living in the City of Minneapolis will continue living here until they are old enough to start kindergarten.
2. Year-over-year attrition – we have historical trends that measure the number of students advancing to the next grade in each year.
3. Known disruptions – we also try to estimate the effect of disruptive events on district enrollment. A disruptive event may increase enrollment, decrease enrollment, or have no effect. Examples of disruptive events include new charter schools, global pandemics, civil unrest, and fundamental changes in the way MPS is organized.

Figure 1 – Share of publicly educated students in Minneapolis



In Minnesota, resident school districts do not have a monopoly on student enrollment. Most families have three different types of public schools to choose from: MPS schools, public charter schools, or open enrollment into another school district, usually in a nearby suburb (“options”). Over the last five years MPS has seen its share of publicly educated students steadily erode as families have increasingly opted for public charters and enrollment in school districts outside Minneapolis. (Figure 1)

While erosion in the share of publicly educated students of almost 6% over five years is significant, looking at share alone masks another important factor that has contributed to enrollment declines: the number of publicly educated children living in the City of Minneapolis has been declining steadily.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

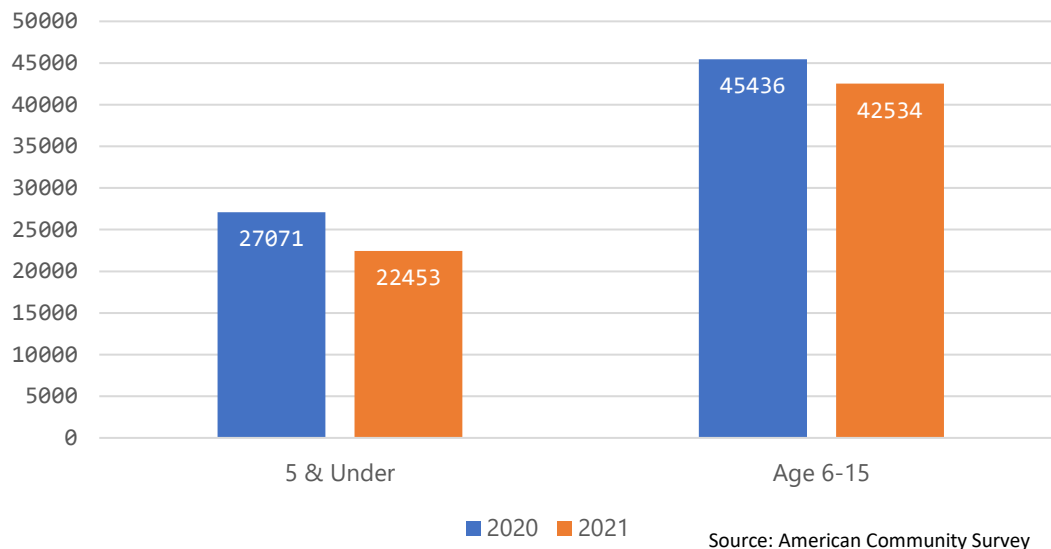
Although MPS has seen its ADM go down by almost 6,000 students since the 2017-2018 school year, only 1,174 of those ADMs have been picked up by charters or other public-school districts. (Table 2) This means that there has been a net reduction of nearly 5,000 publicly educated students living in the city. In short, families with school-age children are leaving the city.

Table 2 – ADM change from previous year by public education provider.

	FY19	FY20	FY21	FY22	Total
District	-906	-880	-1824	-2383	-5993
Charters	204	448	185	-30	807
Options	95	-85	162	195	367
Total Net Change	-607	-517	-1477	-2218	-4819

We have no reason to believe that this trend will reverse itself. The American Community Survey ² estimates that there were nearly 3,000 fewer children aged six to 15 living in the city in 2021 than there had been a year earlier, and over 4,600 fewer children under the age of six. (Figure 2). As a result, not only has the pool of potential students decreased but the pool of current and future kindergartners also decreased during that period. This will continue to impact MPS enrollment as those children attend schools in their new residential districts outside Minneapolis.

Figure 2 – School age children living in the City of Minneapolis

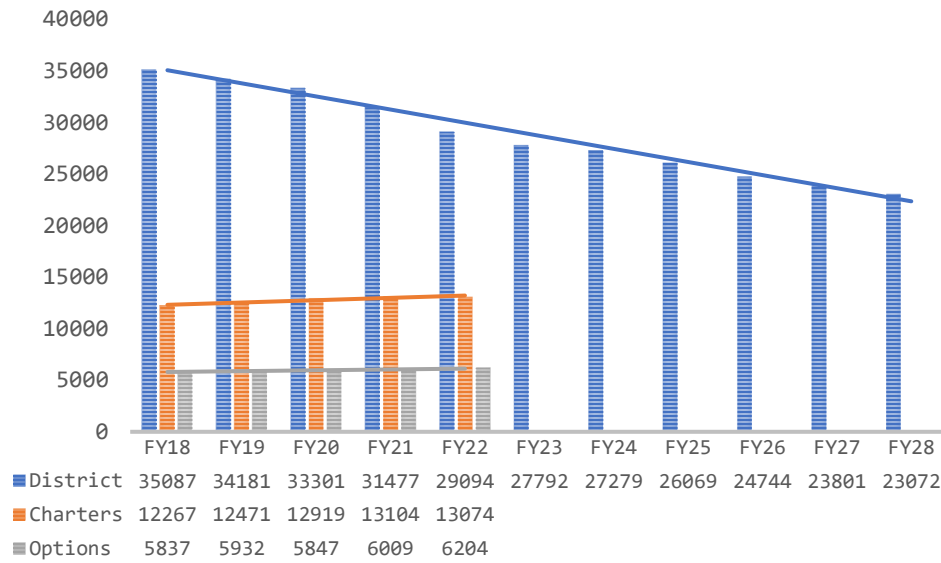


We can't know the impact of several significant events within Minneapolis over the past three years: a major infrastructure change in MPS through the Comprehensive District Design, the murder of George Floyd and ensuing civil unrest, the COVID-19 pandemic and lockdown and a 14-day teacher strike. We *do* know MPS experienced a 17.1% decrease in student enrollment between 2017 and 2022

² <https://data.census.gov/cedsci/table?q=Minneapolis,%20MN&y=2020&tid=ACSST5Y2020.S0101>
<https://data.census.gov/cedsci/table?q=Minneapolis,%20MN&y=2021&tid=ACSST1Y2021.S0101>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Figure 3 – Enrollment trends for publicly educated children living in Minneapolis



Given the above, we conclude that -- barring significant structural change -- enrollment will continue to decline to just over 23,000 students in the 2027-2028 school year (Figure 3). Although a restructured and improved public school system might help stem the tide, it's also important to note that we still expect the number of children living in the city to continue declining. Therefore, MPS must address both the quality of its product as well as work with policy makers and city leaders to address factors outside of its control, such as crime, housing prices, and transportation issues, if it hopes to stabilize.

Other Revenue Assumptions

Our model makes certain assumptions that impact revenue aside from membership, the most impactful of which relate to referenda, state per-pupil funding allocations, federal grants and special education.

Operating Referendum and Capital Projects Levy Revenue

With the approval of Minneapolis voters, Minneapolis Public Schools is able to increase its annual property tax levy through two voter-approved levies: an operating referendum and a capital projects levy, which were both last approved by voters in 2018.

The operating referendum, which is used to fund teachers and support staff, allows the Board of Education to levy to the state-mandated limit of an additional \$1,969.62 per pupil unit for fiscal year 2023. The operating referendum increases each year by an inflationary factor.

The capital projects levy allows the Board of Education to levy up to 2.49% of the net tax capacity of the district "to provide funds for the purchase, installation, and maintenance of software applications and technology equipment" as well as associated training and associated personnel costs. The capital projects levy is expected to generate just over \$15 million to be used for these expenses in fiscal year 2023.

As both measures were last authorized by voters in the 2018 election for a term of seven years, they will expire and need to be renewed so that MPS may assess these levies in the final fiscal years addressed in

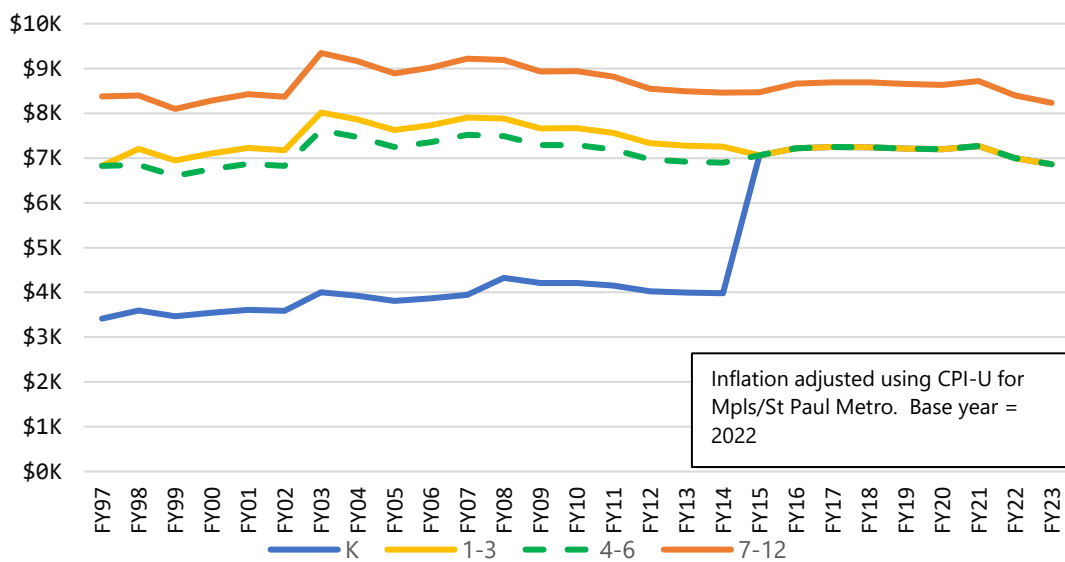
Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

this pro forma. We are assuming that these referenda will be approved by voters as they were in 2018. We consider this assumption to be reasonable given the wide margins by which they passed in 2018.³

Per Pupil Basic Revenue (the "Formula")

The largest single source of funding for school districts in Minnesota is state aid paid on a per pupil basis by the state using a "formula" that multiplies a grade-specific weighting against a formula allowance, both of which are determined by the legislature as part of the biennial state budgeting process.⁴ The formula allowance is a specific number defined in statute and is not linked to inflation. In each funding year the legislature must negotiate amongst themselves to determine what dollar amount should be used for each of the next two years.

Figure 4 – Inflation adjusted per student formula aid by student grade level. The sharp increase in per pupil kindergarten funding corresponds with the shift to full day kindergarten.



Looking at the per pupil funding amounts over the last 25 years clearly shows this funding source has not kept pace with inflation (Figure 4). We are assuming that, even in this time of high inflation, the legislature will not increase the formula allowance by the total amount by which inflation has reduced it. Since 2015, when the formula allowance was increased by 10%, the legislature has not increased the formula allowance by more than 4% in any year.

Additionally, while the formula allowance was increased by 10% in 2015, the legislature also reset the weightings that year, which resulted in a decrease in the formula of 1.4% for students in grades 1-3 and increases of 3.8% for students in grades 4-6 and 1.5% for students in grades 7-12⁵ Since then the

³ In 2018 the operating referendum passed with 77.78% of voters voting yes and the capital projects referendum passed with 71.97% of voters voting yes.

⁴ The Basic Revenue Formula is: $basic\ revenue = \sum w_g m_g f$ where g = the grade in school, w = the weighting for a grade, m = membership and f = formula allowance. The current weightings are 1.0 for grades kindergarten through sixth grade, and 1.2 for grades seven through twelve.

⁵ On an inflation adjusted basis the formula allowance peaked in the 02-03 school year for grades 1-12 and the 19-20 school year for kindergartners. The formula allowance for kindergartners used to be much lower because it was still half-day. Had the weighted formula

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

legislature has increased the formula allowance by 2.0% seven times and 2.5% once. We are forecasting optimistically in our projection an increase of 3.0% for the 23-24 school year, 2.5% for 24-25, 1.5% for 25-26 and 26-27, and 2.0% in the 27-28 school year.

Federal Grants

MPS receives aid from the federal government in the form of grants given through various federal programs: Title I, Title II, and Title IV, among others. We have consistently received about \$50 million through these grants for several years. Since these grants are restricted by a federal mandate to “supplement, not supplant every dollar of revenue received has an offsetting dollar of expense that MPS would otherwise not have expended.

MPS has also received millions of dollars in grants through federal coronavirus aid programs: ESSER, ESSER II, ESSER III, and CRF, among others. In total we received just under \$250 million, all of which must be spent by the fall of 2024. While these funds are still managed as grants, approved and distributed through the Minnesota Department of Education on behalf of the federal government, and given in the form of reimbursements for costs already incurred, the restrictions on these funds, especially ESSER III, are significantly less than the typical restrictions on federal funds.

As a result of the reduced level of restriction, MPS has been able to use ESSER II and ESSER III to fund continuity of services, this year and last. This has effectively defrayed about \$60 million in operating costs every year that would otherwise have been budgeted in the General Fund. We assume that we will continue this funding in FY24, at which point these funds will run out. At this point MPS will no longer have incoming revenue to defray these costs – often referred to as the “fiscal cliff” – and will have to find other funding for expenses currently funded through this revenue stream or significantly reduce expenses. This projection, however, is based on making no changes.

Special Education

Many of our students require special education services and have Individual Education Programs (“IEPs”) that specify the extra services necessary to facilitate learning. This is both a legal requirement imposed on school districts by state and federal law and a moral requirement to which MPS is committed. Unfortunately, despite mandating that these services be provided, neither the state nor federal government has ever fully funded 100% of the cost, and those costs must be paid for using other funding sources. This is known as the “special education cross subsidy” or “special education underfunding”, and we continue to assume that this will be unchanged throughout.

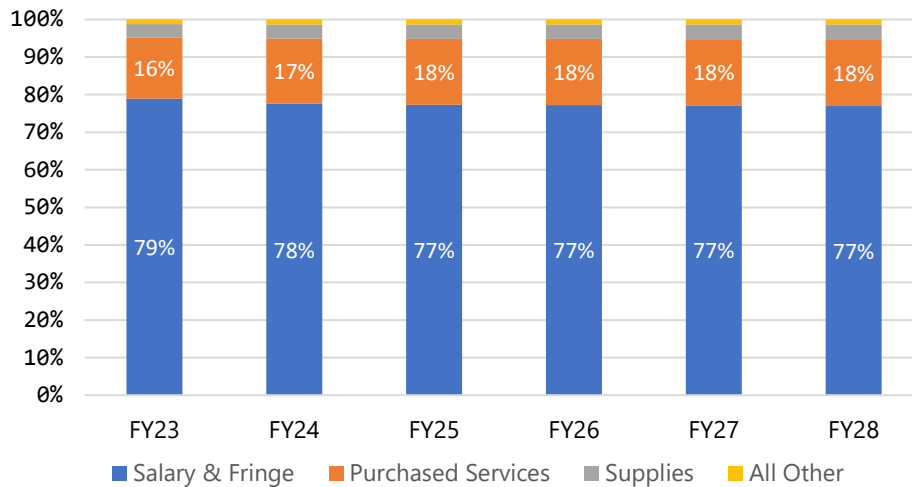
Salaries & Other Expenditures

Education is a labor-intensive service and about 80% of the district’s general fund expenditures is used to pay staff compensation in the form of salaries, wages, benefits, and payroll taxes. (See exhibit 7). Due to the scope of these items within our overall budget, small changes in our assumptions regarding salaries, wages, and associated expenses can have outsized financial impacts.

allowances kept pace with inflation, the district would have benefitted from an additional \$26.8M in general education revenue in the current year.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Figure 5 – Share of general fund expenditures by category.



Our projection is also highly sensitive to inflation. Several models of future inflation exist falling into a few main categories: a return to “normal,” sustained but controlled inflation, hyperinflation resulting from a wage/price spiral, and potential deflation.⁶ We are assuming that inflation will be sustained but controlled with inflation of 4% in FY24, 3% in FY25, 2% in FY26, and 2.5% in FY27 and FY28.

Salaries & Collective Bargaining

For the purposes of this pro-forma, we assume a 2.5% increase in base costs per year for each union contract. MPS currently has all major labor contracts negotiated and approved through the current fiscal year, with our AFSCME (clerical) and Teamsters (drivers and groundskeepers) contracts settled through FY24, and our SEIU (custodians and food service) contracts settled through FY25.

Table 3 – Projected change in ongoing compensation (salary + fringe) by bargaining unit.

	FY22	FY23	FY24	FY25	FY26	FY27	FY28
Minneapolis Federation of Teachers							
<i>Teachers Chapter</i>	4.5%	3.5%	2.5%	2.5%	2.5%	2.5%	2.5%
<i>Educational Support Professionals</i>	8.6%	6.1%	2.5%	2.5%	2.5%	2.5%	2.5%
Minneapolis Principals Forum	4.7%	5.4%	2.5%	2.5%	2.5%	2.5%	2.5%
Professional Unions (AMP/MACA/MAAS)	2.0%	2.0%	2.5%	2.5%	2.5%	2.5%	2.5%
AFSCME Local 56	2.5%	3.1%	2.2%	2.5%	2.5%	2.5%	2.5%
Teamsters Local 320							
<i>Drivers</i>	9.9%	0.8%	3.2%	2.5%	2.5%	2.5%	2.5%
<i>Grounds</i>	4.8%	3.4%	3.8%	2.5%	2.5%	2.5%	2.5%
SEIU Local 284							
<i>Custodians</i>	1.8%	12.6%	3.2%	3.3%	2.5%	2.5%	2.5%
<i>Food Service</i>	7.5%	7.7%	3.0%	2.5%	2.5%	2.5%	2.5%

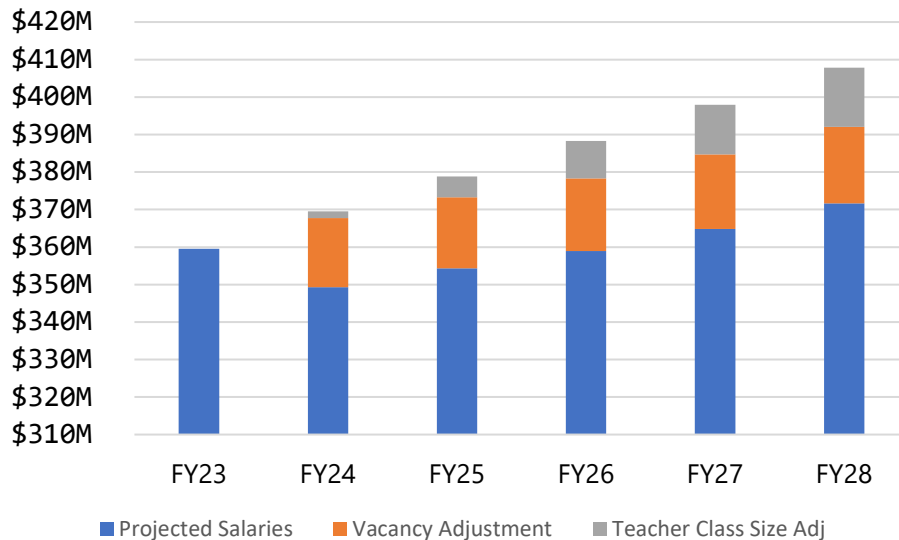
Additionally, we are including adjustments in our model for future vacancies across all bargaining units, as well as reduced teacher FTEs (full-time equivalents) as fewer teachers are needed to provide services

⁶ A good explanation of potential inflation scenarios can be found at <https://www2.deloitte.com/content/dam/Deloitte/us/Documents/process-and-operations/us-the-inflation-outlook-march.pdf>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

for fewer students (as a result of the enrollment decline). We are assuming a vacancy rate of 5% throughout the model. While we have experienced higher vacancy rates over the most recent two or three years -- often hovering near 10% -- we do not expect the current national labor shortage to continue throughout as structural changes in the national economy resolve. Traditionally MPS has experienced vacancy rates closer to 5%. We are assuming that teacher FTE reductions will be in line with the current class size targets used for budgeting.

Figure 6 – Projected salaries with adjustments



Unadjusted, our model anticipates a compound annual growth rate (CAGR)⁷ for salaries and wages of 2.6%. That means that, without adjusting for vacancies or lower enrollment, our model would project salaries and wages to increase, on average, by 2.6% annually. Adjusting for these items reduces the CAGR to 0.7%. These adjustments to projected salaries and wages also translate into proportionally equivalent adjustments to projected fringe costs such as health insurance and payroll taxes.

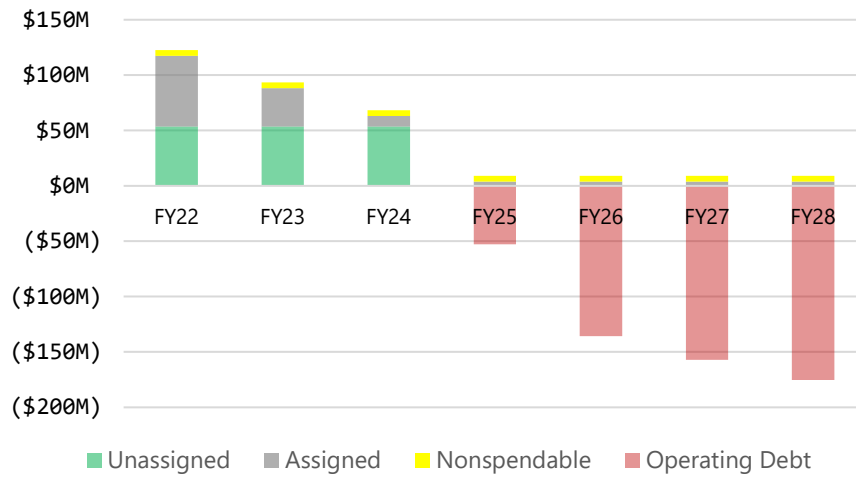
Projection

Our model anticipates deficit spending that will fully deplete the General Fund Balance at some point in FY25. MPS would then be forced to take on operating debt to sustain its current operations. At that point, MPS would be declared to be in statutory operating debt, likely at the end of FY25, and required to submit a plan to the Commissioner of Education leading to solvency.

⁷ The Compound Annual Growth Rate, or "CAGR" is the average annual rate of growth over several years and is found using $CAGR = \left(\frac{\text{ending value}}{\text{starting value}} \right)^{(1/t)} - 1$ where t is equal to the number of years in the time period.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Figure 7 – Projected General Fund balance by year.

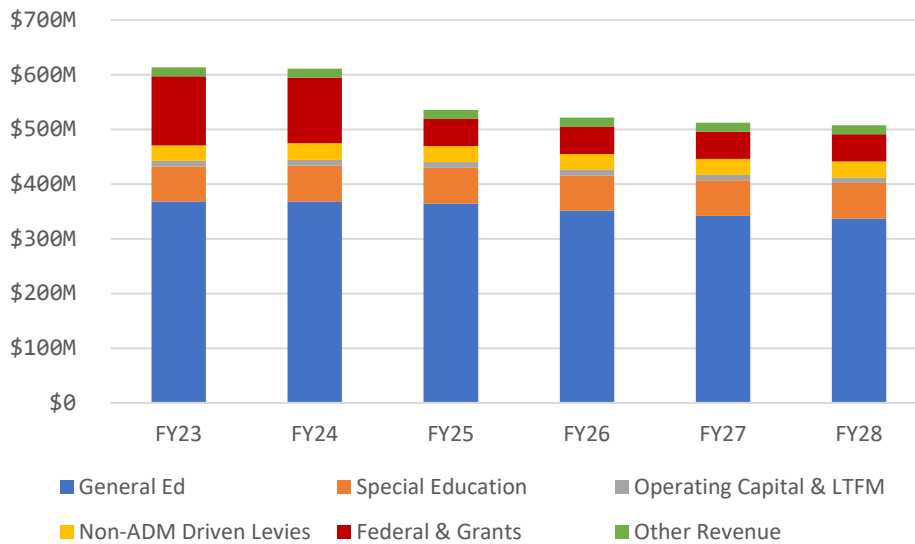


Revenue

Our model projects steadily declining revenue over the next five years interrupted by a sharp decline in revenues in FY25. Steady erosion in revenue results from steadily falling enrollment as MPS is impacted by the effect of families leaving the city. While the impact of falling enrollment is partially offset by anticipated increases in the funding formula amount, we do not anticipate that the rate of increase for the formula will be sufficient to offset enrollment declines.

The sharp and sudden loss of federal revenue in FY25 results from the end of the ESSER III COVID Emergency funding from the federal government. This will reduce the amount of federal funding available for general use by \$70 million, or about 58%. Visually, the decline in federal revenue (Figure 8 – red bars) is sudden and stark.

Figure 8 – General Fund revenue by source.



On average, we anticipate total General Fund revenue to decline by 3.7% per year, which is driven by an average decline of 1.8% annually in membership driven (per pupil) revenue, average decline of 16.9% in

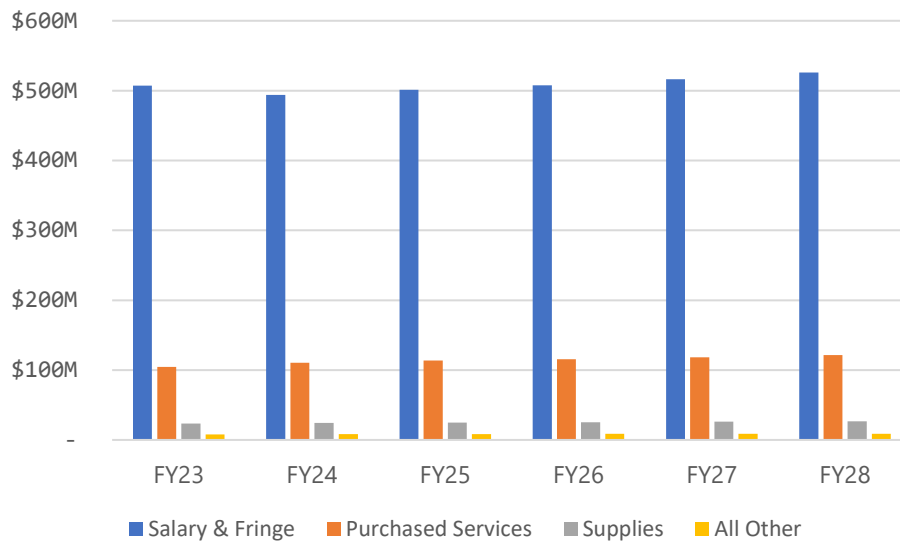
Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

federal grants and levies (almost entirely attributable to the 58% decline in FY25), and negligible changes in other revenue streams.

Expenditures

As previously noted, MPS's cost structure is dominated by wages, salaries and associated fringe. (Figure 9) The projection assumes overall compound annual growth of salaries and wages of 0.6% annually. However, this growth rate includes vacancies and projected reductions in force tied to membership. Over the entire period of the projection a CAGR of 1.0% is projected.

Figure 9 – General Fund expenditures by object.



Conclusion: The Status Quo is Not Sustainable

The primary lesson of the status-quo projection is that the status-quo is not only financially undesirable but is financially infeasible. Structural change is both necessary and inevitable and the time to effect this change is running short. Doing nothing to address the systemic fiscal issues faced by MPS is not an option. While we have delayed the district's arrival at the fiscal cliff thanks to the COVID-19 federal aid, but time is running out. That funding is ending, and the cliff is nearing. Without significant changes, MPS will run out of money during the 2024-2025 school year and be unable to operate as it does now.

Strategic Plan Alignment

At its February 8 business meeting, the Board of Education approved a new MPS strategic plan. The plan addressed several district shortcomings in both academic performance and culture, with a stated mission that "Minneapolis Public Schools exist to provide a high quality, anti-racist, culturally responsive education for every Minneapolis student."

Addressing Learning Loss

During the pandemic, MPS students experienced significant declines in academic proficiency. Before further academic strategies can be applied, the district must address these declines just to get students

back to where they were pre-pandemic. MPS can do this by intentionally investing in strategies that accelerate the closing of skill and knowledge gaps.

MPS has already committed \$3 million to implement preliminary academic “boosts” and invest in a system to provide online tutoring services to students and tutoring tracking services. However, additional investments will almost certainly be necessary.

High dosage tutoring is a proven and effective approach to improving student achievement and is being implemented successfully in other districts.⁸ However, it is an extremely labor-intensive approach, requiring an army of trained educators to serve as tutors in positions that are ultimately temporary. The cost to properly implement such a program may simply be beyond the district’s appetite to commit funds.⁹

MPS can also respond to pandemic-related learning loss by deploying instructional coaches to schools where core instruction is not providing a majority of students with what they need to be proficient.

Goal One: Academic Achievement

At its core, the strategic plan addresses improving academic achievement across the district by implementing multiple strategies:

- Providing standards-based core instruction, focusing on literacy and mathematics, through aggressive review and, as necessary, replacement of curriculum in multiple content areas, professional development to staff, and a clearly articulated core content sequence.
- Ensuring that all district curriculum and instructional practices are antiracist, responsive to, and sustaining of the cultures, languages and experiences of our students. Finalizing equity competencies, using those equity competencies to create a district-wide review process for curriculum, resources and materials, and then offering professional development to give educators the tools to determine the appropriateness of any texts being used in their classes.
- Making sure that all students in community schools have access to STEM, music, art and language classes, and that all high school students have access to ethnic studies and college credit courses.
- Establishing Professional Learning Communities, or PLCs, to guarantee that of the needs of our students are being met through a system of academic support and intervention.
- Building magnet school pathways that offer innovative thematic instruction and integrated learning opportunities. Making sure that our magnet schools have a full K-12 pathway, that they are theme based, with coherent curriculum and ongoing training for their staff.

⁸ See https://osse.dc.gov/sites/default/files/dc/sites/osse/page_content/attachments/HighDosageTutoringGuidance.pdf for a description of high dosage tutoring.

⁹ The Edunomics Lab at Georgetown University has an online calculator (<https://edunomicslab.org/calculator/>) that uses assessment data to estimate the cost of mitigating learning loss through high dosage tutoring. Their analysis indicates that district students lost on average 17 weeks of math and 14 weeks of reading, with an estimated cost to remedy this learning loss of \$46,576,708 for math and \$25,005,749 for reading – a total of \$71.6 million.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

In order to implement these strategies, MPS must make sure several conditions are first met, as these strategies must have a sound foundation if they are to be successful. These conditions include efforts such as making sure all schools follow an appropriate calendar and are staffed appropriately, magnet pathways are clearly defined, and systems of accountability for low performing staff are strengthened.¹⁰

The cost of meeting these conditions and implementing these strategies will be significant. Significant commitments will be needed in additional personnel to recruit and hire staff and hold current staff accountable. Considerable funding will need to be devoted to providing professional development to staff as well as paying those staff to participate if extra time is needed. Large investments will be necessary to assess, develop, pilot, and adopt new curriculum.

Goal 2: Student Wellbeing

It is important that every student's physical and mental wellbeing is addressed as an integral part of their education. Strategies for addressing these needs include:

- Serving the mental health needs of our students are supported by assigning every district site a mental health support specialist, recruiting mental health professionals that represent students and families, and placing a licensed alcohol and drug counselor in every middle and high school
- Sustaining student mental health by providing equitable student access to culturally responsive counseling and mental health services. Anticipating the mental health needs of our students through resource mapping and gap analysis. Defining the role of staff and contracted agencies to make sure these needs are being met. Recruiting mental health professionals that can provide inclusive and representative services to students and families.
- Implementing a restorative approach to student support. Phasing in restorative practices training, such as that currently being provided at 6 middle schools by the Legal Rights Center, across the district, and proactively creating and utilizing restorative activities for classrooms, small groups and individuals.
- Integrating social and emotional practices into all classrooms and out-of-school-time activities. Expanding professional development opportunities for staff to learn, apply and model the use of SEL skills.
- Protect our students in a physically safe and welcoming school environment that is clean and well maintained. Strategically shortening walk-zones and diligently maintaining strong emergency management practices.
- Supporting health child development through nutritious meals and promoting physical activity.

These strategies rely on MPS being able to fill all its student-facing positions, from mental health specialists, custodians, and bus drivers to those staffing our after-school enrichment programming. This will require material levels of investment. Additionally, the strategic plan rests on being able to fill all budgeted positions and keep them filled consistently, which will impair management's option to leverage unfilled positions as a means of short-term cost control. It may also require district subsidies for programs that today cover their own expenses through revenue, such as food service and after-school programming.

¹⁰ The full grid of necessary conditions and the strategies that are built on them can be found in the appendices.

Goal 3: Effective Staff

The third goal of MPS's strategic plan is concerned with making sure all staff, whether working in schools or out, approach all work centered on students and equity. Strengthening the districts pathways programs to reduce barriers for talented and diverse district employees and potential employees to enter the teaching profession, and deepening the district's strategic recruitment of high quality, diverse teachers and staff.

Central to Goal 3 is a collective bargaining strategy that prioritizes staffing flexibility. The district needs the tools to equitably recruit, hire and retain high-quality, diverse teachers and staff. The potential fiscal impact of this strategy is substantial.

Goal 4: School & District Climate

To deliver on its mission, MPS must be known by our community as welcoming, responsive and connected. Equity competencies must inform hiring and retention practices and be embedded into performance management and professional development systems. Board policies regarding site councils must be implemented with fidelity. And opportunities to engage with stakeholders, including students, parents, and the community, must be supported.

Analysis

The cost of successfully implementing the strategic plan is going to be substantial. Personnel must be recruited and hired, curriculum must be assessed and replaced, and major contractual hurdles must be overcome. How can a district that is already facing an impending fiscal crisis expect to invest in itself with fidelity?

The status quo projection is useful as a tool as MPS and its leaders think about how to deploy resources over the next several years. Any comprehensive strategic approach to improvement must necessarily address the financial sustainability of current and proposed cost structures. As an institution that has a legal and moral obligation to the children of Minneapolis, Minneapolis Public Schools must examine all expenditures to determine whether they are aligned with the strategic plan.

Impending loss of incremental federal COVID funds.

As revenue has declined, inflation has eroded the buying power of that revenue, and salaries have skyrocketed (see Table 3), MPS has maintained solvency and balanced budgets using federal COVID-19 relief funds. These funds will no longer be available after fiscal year 2024, which will create a sudden and significant decrease in revenue.

As an urban district with rapidly falling enrollment, MPS has been allowed to continue operating in an overly burdened and inefficient cost structure due to the influx of federal COVID-19 funding. Those funds have also masked the continual unfavorable impact on revenue that falling enrollment has caused. While district expenditures are projected to increase by an average of only 1% annually due to generous vacancy assumptions and significant reductions in force tied to membership, district revenue *without*

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federal COVID-19 funding included is projected to *decrease* by 1.3% annually because of falling membership.

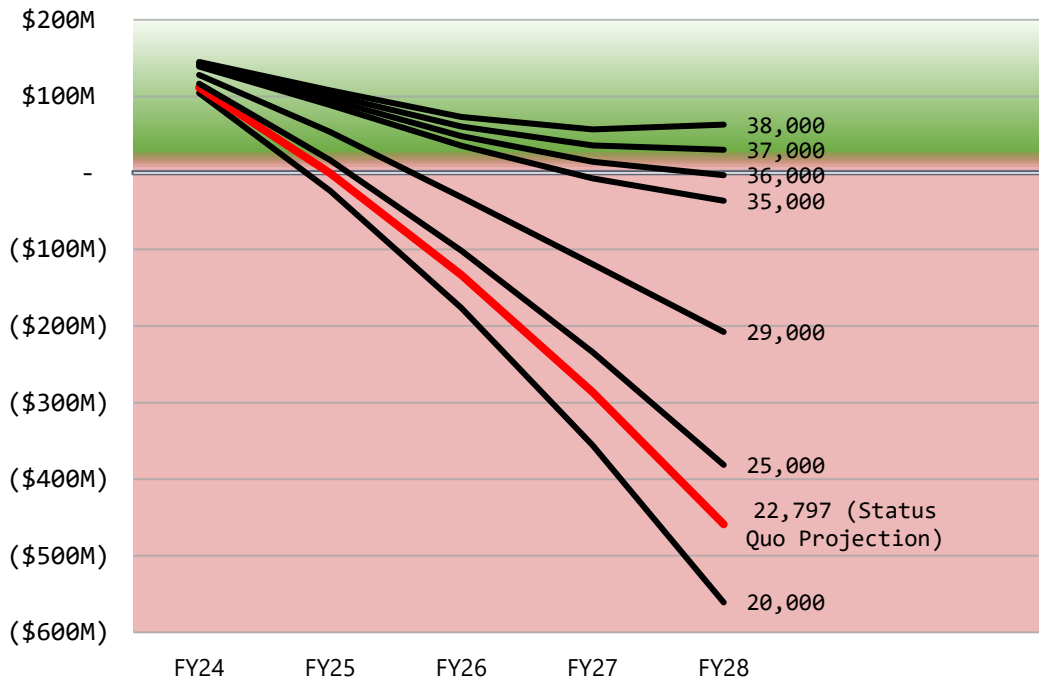
Findings & Conclusions

Using the pro-forma projection model, we can make some very clear findings and conclusions about the financial position of the district.

Enrollment Increases alone are not enough.

We reiterate our previous finding that MPS should not expect enrollment increases alone to solve fiscal problems. Modeling the current district cost structure but varying the enrollment assumptions, we can examine the outcomes of varying enrollment scenarios. Figure 10 shows the total General Fund balance if we alter our assumption to assume constant growth to a certain enrollment target. Each line represents a different growth trajectory where the final enrollment in fiscal year 2028 and is indicated by the label to the right of each line. Lines that dip into the red-shaded portion of the chart represent growth trajectories that put MPS in statutory operating debt. Lines that stay in the green-shaded portion represent trajectories in which MPS remains solvent.

Figure 10 - General Fund balance over five-year period given varying rates of constant enrollment growth and status quo cost structure. The label indicates the enrollment in the final year of the model. The green area represents a positive fund balance while the red area indicates a negative fund balance



Additionally, MPS must remain in compliance with Board of Education Policy 3700, which directs us to take steps to maintain an unassigned General Fund balance of no less than 8% of expenditures. Unassigned fund balance is the total of past funds received but not expended, in liquid form, which are not otherwise committed by the district or restricted by statute.

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The unassigned fund balance is an important indicator of a district's overall financial health. MPS must maintain this level of savings so that it has the flexibility to respond to unforeseen financial challenges or hardships such as a state government shutdown, a property tax shift, or any other unforeseen event which may temporarily disrupt cash flow. An unassigned fund balance of 8% would give the district enough cash to operate for about four to six weeks without receiving any outside payments. Without a healthy unassigned fund balance the district would essentially be "living paycheck to paycheck."

The Unassigned General Fund balance is measured for compliance purposes using its value at the end of the fiscal year. This is the part of the year when the unassigned fund balance tends to be at its highest, as all revenue has either been received and receivables booked.¹¹ During the school year the unassigned fund balance often falls below the threshold of 8% as the district pays expenditures for costs incurred for which the revenue has not yet been received, as tax payments and state aid tend to lag behind expenditures, and some revenue such as federal Title funding and many grants are paid explicitly as reimbursements for costs already incurred. In this sense, the unassigned fund balance acts as the district's working capital, the operating liquidity that guarantees employees and vendors are paid on time.

Figure 11 charts projected compliance with minimum unassigned fund balance policy even with enrollment growth resulting in FY28 membership levels as indicated. Although we see immediate drops in unassigned fund balance as a percent of expenditures as MPS adjusts to the loss of federal emergency funds in FY25 and FY26, we see a rebound in fund balance projected in a scenario in which the district experiences constant growth resulting in membership of about 38,500 or more, and continued compliance with board policy in scenarios where constant growth results in membership of 40,000 or more.

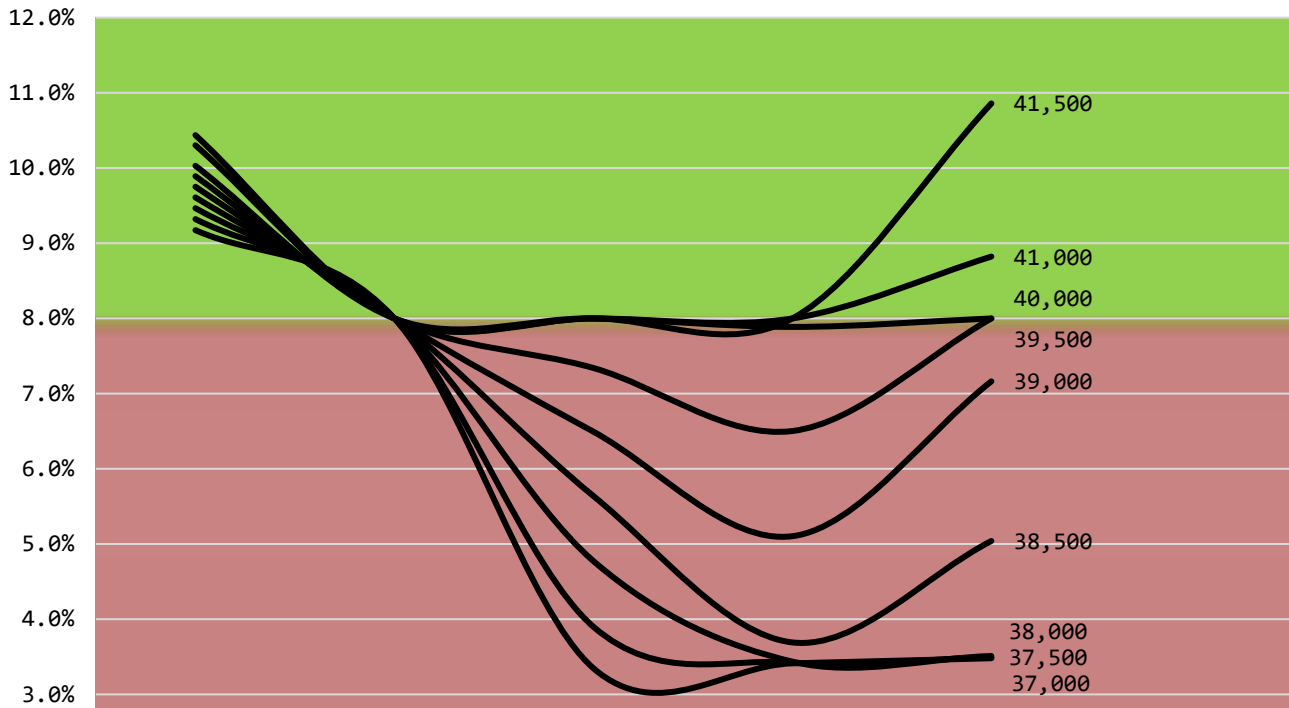
This makes sense. MPS as constructed (financially) is built to service about 40,000 students. In 2009 when the district went through its most recent round of "right sizing," enrollment had stabilized at around 35,000. However, in that year MPS also enjoyed slightly higher per pupil funding when adjusted for inflation for grades 1 - 12, the City of Minneapolis enjoyed brighter prospects in terms of livability, and

¹¹ The end of the year fund balance may include the value of cash payments for the fiscal year that is ending that have not yet been received, as under the modified accrual basis of accounting the district creates receivables for funds that may not have been collected or paid but will be in sufficient time that they can be used to pay expenditures incurred in the fiscal year that is ending.

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the last decade of wage growth, relatively high in terms of inflation and state funding, had not yet occurred.¹² Had membership held at the 35,000 level, as it did until 2018, MPS would likely still be feeling financial pressure, but it would be unlikely that the state of crisis that exists now would have materialized.

Figure 11 – General Fund unassigned fund balance shown as a percentage of annual expenditures given varying rates of constant enrollment growth and status quo cost structure. The label indicates the enrollment in the final year of the model. The green area indicates that the unassigned fund balance is within board policy.



MPS's fund balance is also watched closely by buyers and sellers in the municipal bonds market, and the agencies that issue credit ratings for the districts pay close attention. Through careful, conservative management MPS has maintained a high, investment grade bond rating, providing the district access to capital as cheaply as possible. Should the bond rating fall, the cost of capital could increase significantly, and as Standard & Poor's noted in their most recent rating memo, "if reserves are reduced with no immediate replenishment planned, the rating would be pressured."

Knowing that enrollment must hit at least 40,000 for the district to both remain solvent and maintain necessary reserves, it is safe to say that enrollment is not the path out of MPS's impending fiscal crisis. Although there are just under 50,000 school age children residing in the city, historically about 5,000 of those students have attended private schools. It is not realistic to expect the district to increase its share in the market to that level in time.

¹² Even then, the district was forced to implement relatively disruptive budget cuts at some points. The district also went through a major reorganization with the Comprehensive District Design (CDD), but the CDD was designed not to "right-size" the district but to actually increase enrollment over time, and the overall capacity of the district was not affected.

Sustainable Cost Structures

While many districts in the state are struggling to keep their finances in order, Minneapolis Public Schools belongs to a small group of districts where the fiscal situation seems to be extra bleak. While Minneapolis is doing many things right, other districts are in a much better position to continue providing a safe and stable learning environment for the children in their district.

Comparisons with other large districts.

It is worth examining how MPS's cost structure differs from other large districts in the state.

Operating Expenditures

Minneapolis Public Schools has higher-than-average operating costs on a per student basis when compared to the other 14 districts that compose the 15 largest districts in the state.¹³ The discrepancy is especially apparent in Regular Instruction, Special Education, Pupil Support Services, District Level

Table 4 – FY21 per student operating costs.

	Minneapolis	Other Top 15	Variance	Potential
District Level Administration	\$968	\$578	\$390	\$12,517K
School Level Administration	\$566	\$593	(\$27)	(\$862K)
Regular Instruction	\$7,883	\$6,328	\$1,556	\$49,976K
Career & Technical Instruction	\$148	\$197	(\$50)	(\$1,600K)
Special Education	\$3,737	\$2,831	\$906	\$29,123K
Student Activities & Athletics	\$125	\$224	(\$99)	(\$3,181K)
Instructional Support Services	\$1,151	\$941	\$210	\$6,744K
Pupil Support Services	\$1,200	\$543	\$658	\$21,128K
Operation Maintenance & Other	\$1,295	\$1,028	\$267	\$8,590K
Student Transportation	\$803	\$714	\$89	\$2,860K
Total Expenditures/ADM Served	\$17,876	\$13,976	\$3,900	\$125,295K

Source: Minnesota Department of Education

Administration, and Operation Maintenance. *Table 4* breaks out per-student operating costs by program for Minneapolis as well as the other schools in the Top 15 districts.¹⁴

While Minneapolis Public Schools spent \$17,876 per ADM in fiscal year 2021, on average the other top 15 districts spent only \$13,976. Multiplied by the district's 20-21 enrollment of 32,127, this suggests that if per-student spending could have been reduced to match the per-student expenditures of other large districts, MPS's costs would have been reduced by \$125.3 million in fiscal year 2021. The "Potential" column in *Table 4* breaks out this calculation by program area. Clearly, the biggest areas of inefficiency

¹³ The top 15 districts in the state, based on enrollment, are, from largest to smallest: Anoka-Hennepin, Saint Paul, Minneapolis, Rosemount-Apple Valley, Osseo, South Washington County, Rochester, Elk River, Wayzata, Mounds View, Lakeville, Robbinsdale, Minnetonka, North Saint Paul-Maplewood-Oakdale, and Bloomington.

¹⁴ "District Level Administration" for MPS includes approximately \$3M in Covid-related technology spending and \$3M in Other Post Employment Benefits that other districts may record differently or not at all.

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in terms of total dollars are in regular education and special education. The primary reason for this has to do with the ratio of students to teachers in those programs.

Student to Staff Ratio

The ratio of students to licensed staff is the largest driver of higher-than-average expenses faced by the district. MPS employs one licensed staff member¹⁵ for every 9.6 students in the district (*Table 5*), whereas the other districts in the Top 15 employ one staff member for every 12.5 students, and the statewide average for all districts is 12.3 students for every licensed staff member.¹⁶ For instructional staff (teachers in a student-facing role), Minneapolis employs one licensed teacher for every 13 students whereas the average ratio for the other Top 15 districts is 16.1 students per licensed teacher.

Table 5 – Selected school district statistics from Fiscal Year 20-21

	Minneapolis	Other Top 15	State Avg.
<u>Student to Staff Ratios</u>			
Students per licensed staff	9.6	12.5	12.3
Students per licensed instructional staff	13.0	16.1	15.4
<u>Student Characteristics</u>			
Free & Reduced Lunch %	53.5%	27.3%	32.1%
Special Education %	16.9%	15.3%	16.3%
Limited English Proficiency %	17.3%	8.9%	8.5%

Source: Minnesota Department of Education

Minneapolis Public Schools is the largest employer of licensed teachers in the state, despite being the third largest student population in the state.¹⁷ The other districts service 30% more students than Minneapolis with a single licensed staff member, so only need about 77% as many staff members as Minneapolis to service the same number of students.¹⁸ If the calculation is restricted to instructional staff only, they would need about 80% as many staff members as Minneapolis.¹⁹ Therefore, if Minneapolis could increase its student to staff ratio to be in par with the state’s other large districts, it could expect to save around \$50.3 million annually.²⁰

¹⁵ In the context of school districts, “licensed” refers to an employee who is licensed by the Minnesota Department of Education and serving in a teaching, principal, or superintendent role. It does not count employees who may maintain an active license but are not employed in a role requiring licensure.

¹⁶ Statewide numbers are for all public K-12 education institutions, including charters and other non-traditional districts.

¹⁷ It is highly probable the Rosemount-Apple Valley will surpass Minneapolis as the state’s third largest district in the current school year.

¹⁸ If another district can service 13 students with a single staff member, then they can support 10 students with 10/13 of a staff member. $10 \div 13 = 0.7692 = 76.92\%$.

¹⁹ $13.0 \div 16.1 = 0.8075 = 81.1\%$

²⁰ ADM used by MDE for these calculations is 32,126.91. The formula to calculate the amount of savings is:

$$savings = \frac{ADM}{Ratio_{District}} \left(\frac{Ratio_{District}}{Ratio_{Average}} - 1 \right) \times Average\ Salary = \frac{32,196}{13.0} \left(\frac{13.0}{16.1} - 1 \right) \times \$105,560 = (\$50,278,201)$$

Number and Size of Schools

Table 6 shows the number of elementary, middle and high schools operated by the five largest districts in the State of Minnesota as well as the average size of those schools. The two districts on this table with the highest number of schools and lowest average school sizes are the two school districts that have been under the most financial pressure in recent years (MPS and Saint Paul).²¹ A large number of small schools fail to capture economies of scale for many reasons: the likelihood of classes being filled to optimal levels decreases when students are more dispersed, redundant positions such as administration, office staff and specialists need to exist, more custodial staff are needed to service multiple facilities, transportation costs increase as students must be transported to more places, etc. In short, districts that are feeling less financial pressure are those districts where schools are larger, more efficient, and able to serve each student at a lower cost per student.

Table 6 - Number and Size of Schools in Large MN Districts

	Anoka-Hennepin	Saint Paul	Minneapolis	Rosemount-Apple Valley	Osseo
Elementary School	26	42	43	19	17
Middle School	6	7	8	6	4
High School	5	5	10	5	3
Secondary School	0	4	0	0	0
Total Schools	37	58	61	30	24
<u>Schools Serving Grades K-5</u>					
10/1/2021 Count	15,646	14,990	13,640	12,463	8,897
Avg School Size	602	357	317	656	523
<u>Schools Serving Grades 6-12</u>					
10/1/2021 Count	21,706	17,400	15,613	16,253	11,134
Avg School Size	1,973	1,088	867	1,478	1,591

Risks

Short-Term

MPS faces short-term and long-term risks, some of which are noted below. Short-term risks are those that have a sudden and unplanned impact on the financial position of the district. While they are referred to as 'short-term' for these purposes, the impact of certain events can also have long-term consequences.

MPS may be unable to maintain its special education maintenance of effort threshold.

By statute, MPS must spend the same or more on Special Education every year. This rule is enforced by the Minnesota Department of Education. Although MPS spends more per pupil than other districts and supplements the federal and state special education aid out of its general fund by about \$50 million, if it underspends previous years the amount of the underspending will be "recovered" by the state. This

²¹ Saint Paul public schools also has higher than average student to staff ratios, with the instructional staff ratio being one staff for every 14.9 students.

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means that special education cannot be used as an area for cost savings, even if inefficiencies are found, and that if it does underspend (because of a tight labor market, for example) its cross-subsidy will be increased by the amount of underspending.

Inflation may cripple the MPS's ability to be a nimble decisionmaker.

Resulting from recent macroeconomic trends largely influenced by the COVID-19 pandemic, the United States is currently experiencing its highest level of inflation since 1983. Every point of additional inflation reduces MPS's purchasing power and reduces the competitiveness of its collective bargaining agreements. Since revenue is almost entirely dependent upon the will of the legislature, and state budgets are only prepared every two years, the lag time between inflationary periods and revenue increases can be significant. Combined, these factors hinder the district's ability to respond quickly to unplanned events.

MPS is subject to political risk.

MPS is a government entity controlled by a publicly elected board. As such, MPS may make decisions that have unexpected and material impacts on the district's financial position. Additionally, the district receives most of its revenue from the State of Minnesota, which is controlled by elected officials. Not only might political actors at the local, state, or national levels make decisions that materially impact MPS's revenue, but they may also make changes, mandates, or engage in other political decision-making that alters the way in which the district may spend money.

Long-Term

Some additional risks can have long-term negative consequences on the MPS's financial position or the district's ability to execute on its strategic plan.

MPS may continue to experience enrollment declines.

District enrollment has been falling for close to a decade. Some of this decline is due to a perceived lack in the quality of the district's product offerings, but a larger cause is likely due to emigration by families with children out of the City of Minneapolis. While the quality issues perceived by much of the general public may be responsible for some of the negative net migration, a significant portion is caused by real or imagined increases in crime, poor provision of police service, and increasing housing costs. Such causes are out of the district's control and MPS must accommodate such demographic changes.

MPS may be unable to recruit and maintain staff.

In times of low unemployment, the district is constrained in its ability to respond to market conditions by collective bargaining agreements it has entered into with the multiple unions and bargaining units that represent its workforce. Chronic inability to hire qualified staff can have a long-term negative impact on product quality and the district's ability to execute its strategic plan.

MPS may find itself locked into unsustainable long-term contracts.

The district must often enter into multi-year contracts that carry with them significant expense, including collective bargaining agreements. Collective bargaining contracts especially are hard to renegotiate with a favorable result for the district's financial position. Additionally, for reasons outside of the financial

decision-making process MPS may be locked into contracts that are not economically competitive or may find itself unable to pay obligations to which it has agreed.

The demographics of the City of Minneapolis might change.

MPS exists “to furnish school facilities to every child of school age residing in any part of the district”²². As such, the district largely reflects the demographics and values of the residents of the district. Sudden or unexpected demographic shifts, such as a large influx or outflow of children, may result in the district finding itself unprepared to deliver on this mission. As a result, it may find itself over- or under-invested in certain areas or at certain educational levels that may drive inefficient emergency spending or force major changes to its strategic plan.

MPS may be unable to sustain its credit-rating, or the municipal bond market may be disrupted, or interest rates may rise to unsustainable levels.

MPS owns several large, old maintenance intensive buildings throughout the city that require ongoing maintenance and care. The district pays for this maintenance by selling municipal bonds on the open financial market. The number and amount of bonds the district is permitted to sell is restricted by statute and board policy, and the quantity of funds that can be secured through these sales is significantly impacted by the rate of interest the district must pay to acquire new debt. These interest rates are influenced by bond ratings issued by firms such as Standard & Poor’s, Moody’s, and Fitch Ratings, as well as general macroeconomic conditions, Federal Reserve open market operations, and favorable tax treatment of municipal bonds. If the interest rate increases to a level whereby the district is unable to secure enough funds to maintain its buildings and grounds this may negatively impact the district’s financial position or impact its ability to execute its strategic plan.

Opportunities

The Strategic Plan may increase enrollment.

MPS’s strategic plan is focused on improving academic achievement and student outcomes as well as improving district climate. While the goal of the Strategic Plan is not explicitly to increase enrollment, a likely byproduct of any significant gains against the plan’s goals is a more competitive district that may appeal more to families in the district, which may lead to an increase enrollment. Increased enrollment would bring additional revenues and increased fiscal stability.

The state legislature may increase the district’s funding.

MPS’s funding is predominantly determined by the state legislature, both in the amount of state aid provided as well as the levy authority granted to the school board. For any number of reasons the state legislature may choose to increase the amount of state aid provided, or may choose to more fully fund special education, or may increase the school board’s levy authority.

Conclusion

Minneapolis Public Schools – Special School District #1 – is probably the most important government institution in the City of Minneapolis. As an institution it is charged with guaranteeing that all children

²² (Minn. Stat. § 123B.02)

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living in the city are given the basic tools and knowledge necessary to be productive members of society and live fulfilling lives. The Minneapolis Public Schools cannot afford to fail.

For several years, the Budget Office has been warning district leaders, the Board of Education, and the community that MPS's financial position is threatened. Six thousand students have left. The community has struggled, traumatized by social unrest, rising crime and rising rents, all in the face of a massive global pandemic that set learning back significantly for many of our students.

MPS faces a two-fold challenge: implementing an ambitious strategic plan to improve the district for the children it serves, while at the same time facing a fiscal crisis that challenges the adults who serve it.,

Appendix 1 – General Fund Projection

Adjusted Pro-Forma (Status Quo) – 000's of \$

	Budget FY23	Forecast FY23	Projection FY24	Projection FY25	Projection FY26	Projection FY27	Projection FY28
Property Tax Levy	132,436	132,436	133,704	133,330	129,116	127,045	125,697
General Ed Aid	281,451	274,670	275,430	270,850	261,207	254,034	250,090
Special Ed Aid	70,808	77,924	75,439	69,242	66,447	66,616	67,252
Federal Revenue	123,200	126,200	120,200	50,000	50,000	50,000	50,000
All Other	16,482	16,482	16,482	16,482	16,482	16,482	16,482
Total Revenue	624,376	627,712	621,255	539,905	523,252	514,177	509,521
Salaries & Wages	357,914	359,508	349,275	354,312	358,933	364,848	371,630
Extended Time	13,837	14,993	15,411	15,799	16,192	16,596	17,010
Fringe	131,839	132,583	128,987	130,883	132,629	134,844	137,372
Purchased Services	111,355	104,606	110,496	113,810	115,574	118,470	121,438
Supplies	20,778	23,227	24,157	24,881	25,379	26,013	26,664
Equipment	150	541	563	579	591	606	621
Miscellaneous	6,886	7,302	7,594	7,822	7,979	8,178	8,383
Total Expenses	642,759	642,760	636,482	648,086	657,278	669,555	683,117
Net FB Change	(18,383)	(15,048)	(15,227)	(108,182)	(134,026)	(155,378)	(173,596)
Starting Fund Balance	146,954	146,954	131,906	116,678	8,497	(125,529)	(280,908)
Ending Fund Balance	128,571	131,906	116,678	8,497	(125,529)	(280,908)	(454,503)

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Appendix 2 - Revenue

Fall 2023 Pro-Forma Revenue Projection (Status Quo)
000's of \$

General Education Aid								
	FY23B	FY23F	FY24	FY25	FY26	FY27	FY28	
Basic Revenue (Formula)	207,105	201,124	207,753	203,176	195,299	190,338	187,707	2% Baseline formula growth w/adj
Extended Time	7,372	7,372	6,065	5,931	5,701	5,556	5,479	Trended on APU
Declining Enrollment	5,374	7,049	1,086	2,736	3,059	2,209	1,803	30% of YOY APU decline at Formula
Pension Adjustment	4,783	4,783	5,059	4,965	4,861	4,787	4,727	
Gifted/Talented	392	381	382	365	345	331	320	\$13/PU
Compensatory Education	34,081	34,081	37,330	36,436	35,300	34,674	34,295	Increasing concentration
ELL Revenue	2,605	2,605	2,471	2,361	2,239	2,153	2,086	Trended on APU
ELL Concentration Revenue	925	925	878	838	795	765	741	"
ELL Cross Subsidy Reduction Aid	126	126	118	112	107	102	99	
Alternative Attendance	115	115	150	149	149	149	149	Per Levy Cert Report
Local Optional (Aid)	12	12	-	-	-	-	-	Not expected to continue qualifying
Q-Comp	5,509	5,509	4,776	4,577	4,372	4,147	3,987	Formula based
Integration Aid	11,453	8,989	8,906	8,704	8,481	8,322	8,196	"
Literacy	1,600	1,600	-	-	-	-	-	
Nonpublic Transportation	-	-	456	500	500	500	500	
Subtotal General Education Aid	281,451	274,670	275,430	270,850	261,207	254,034	250,090	
Special Education Aid								
Initial Aid	77,872	46,170	45,324	43,244	40,953	39,323	38,019	
Net Tuition Adjustment	(38,290)	(13,885)	(14,687)	(16,749)	(19,124)	(20,892)	(22,372)	Increasing as students move OOD
Excess Cost Aid	15,801	14,106	13,848	13,212	12,512	12,014	11,616	
Transportation Aid	-	28,439	27,918	26,637	25,226	24,222	23,419	
Hold Harmless/Growth Limit	11,713	-	-	-	4,136	9,314	14,023	
Cross Subsidy Reduction Aid	3,712	3,094	3,037	2,897	2,744	2,635	2,547	
Subtotal Special Education Aid	70,808	77,924	75,439	69,242	66,447	66,616	67,252	
Property Tax Levy								
Operating Capital	7,044	6,841	6,845	6,562	6,244	6,023	5,851	
Local Optional Tier 1	9,048	9,048	8,817	8,412	7,967	7,650	7,396	
Local Optional Tier 2	12,788	12,157	12,461	11,890	11,260	10,811	10,453	
Referendum (Approved)	59,438	57,721	64,893	63,080	61,152	-	-	Renews in FY27
Referendum (Renewal)	-	-	-	-	-	60,163	59,586	Assumes voter approved renewal
Transition Revenue	5,647	5,484	5,499	5,247	4,969	4,771	4,613	
Equity Revenue	1,509	1,465	1,469	1,402	1,328	1,275	1,233	
Q-Comp	3,010	3,010	2,662	2,551	2,437	2,312	2,223	
Integration Levy	4,254	3,869	3,833	3,746	3,650	3,582	3,527	Unadj - adj at bottom
Reemployment	430	-	1,699	430	430	430	430	Includes Adj
Safe Schools	1,086	1,078	1,058	1,009	956	918	888	
Judgements	392	100	-	-	-	-	-	
Career & Tech Ed	846	846	880	1,217	1,261	1,307	1,354	Increase due to CTE Center (1 yr lag)
Other Postemployment Benefits	-	-	-	-	-	-	-	
Long Term Facilities Maintenance	3,446	3,446	3,584	3,727	3,876	4,031	4,192	Inflationary Adj
Disabled Access	300	300	300	300	300	300	300	
Lease Levy	433	433	638	644	-	-	-	Non-renewal at MCTC and 800 WB
MERF/TRA	7,088	7,088	7,088	7,088	7,088	7,088	7,088	
Capital Projects Referendum (Tech Levy)	15,678	15,678	15,849	16,023	16,198	-	-	2.249% of NTC
Capital Projects Referendum Renewal	-	-	-	-	-	16,383	16,562	Assume parameters unchanged
Adjustments	-	3,873	(3,873)	-	-	-	-	FY23 adjustments levied in FY24
Subtotal Levy	132,436	132,436	133,704	133,330	129,116	127,045	125,697	
Federal Revenue & Grants								
ESSER III General Use	57,300	60,300	54,300	-	-	-	-	
ESSER III Learning Loss	15,900	15,900	15,900	-	-	-	-	
Title I	50,000	50,000	50,000	50,000	50,000	50,000	50,000	
Title II	-	-	-	-	-	-	-	
Title III	-	-	-	-	-	-	-	
Title IV	-	-	-	-	-	-	-	
State & Local Grants	-	-	-	-	-	-	-	
Private Grants	-	-	-	-	-	-	-	
Subtotal Federal & Grants	123,200	126,200	120,200	50,000	50,000	50,000	50,000	
Other Revenue								
Investment Earnings	2,000	2,000	2,000	2,000	2,000	2,000	2,000	
eRate Rebate	500	500	500	500	500	500	500	
Contract Alternatives	3,982	3,982	3,982	3,982	3,982	3,982	3,982	
Funded Programs	10,000	10,000	10,000	10,000	10,000	10,000	10,000	
Adjustments	-	-	-	-	-	-	-	
Subtotal Other Revenue	16,482	16,482	16,482	16,482	16,482	16,482	16,482	
TOTAL GENERAL FUND REVENUE	624,376	627,712	621,255	539,905	523,252	514,177	509,521	

Appendix 3 – Enrollment

Average Daily Membership

Grade Level	PU Mult	Actual FY18	Actual FY19	Actual FY20	Actual FY21	Prelim FY22	Forecast FY23	Projected FY24	Projected FY25	Projected FY26	Projected FY27	Projected FY28
E	1.0	427.5	423.0	406.9	334.4	334.7	332	300	332	332	332	332
VPK	1.0	198.1	187.6	198.6	256.3	112.8	185	97	185	185	185	185
K	1.0	2933.4	2898.1	2934.5	2419.6	2505.9	2232	2232	2232	2232	2232	2232
1	1.0	2863.2	2830.9	2792.6	2647.0	2271.0	2350	2200	2107	2096	2117	2122
2	1.0	2857.7	2685.0	2722.9	2528.8	2353.8	2124	2230	2041	1938	1935	1972
3	1.0	2889.7	2726.7	2564.1	2483.6	2250.7	2212	2080	2082	1896	1808	1825
4	1.0	2810.6	2706.0	2580.9	2376.9	2221.4	2062	2062	1921	1912	1737	1666
5	1.0	2818.5	2663.1	2573.6	2393.4	2111.1	2069	2002	1924	1785	1777	1631
6	1.0	2560.7	2494.1	2363.9	2227.4	1933.7	1843	1872	1736	1659	1537	1553
7	1.2	2513.5	2465.6	2391.1	2234.9	1921.2	1772	1734	1733	1593	1511	1418
8	1.2	2489.5	2476.7	2401.4	2317.7	2029.1	1810	1750	1657	1648	1508	1445
9	1.2	2442.1	2484.4	2437.1	2448.9	2181.4	2152	2100	1795	1717	1714	1607
10	1.2	2432.6	2336.9	2361.4	2349.7	2284.9	2114	2000	1993	1704	1623	1626
11	1.2	2299.6	2256.2	2145.0	2163.4	2072.8	2078	2120	1848	1845	1580	1523
12	1.2	2484.4	2453.5	2328.2	2211.6	2211.3	2182	2225	2208	1928	1930	1661
Projected ADM		35021.0	34087.8	33202.3	31393.3	28795.8	27517	27004	25794	24469	23526	22797

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Average Pupil Units

Grade Level	PU Mult	Actual FY18	Actual FY19	Actual FY20	Actual FY21	Prelim FY22	Forecast FY23	Projected FY24	Projected FY25	Projected FY26	Projected FY27	Projected FY28
E	1.0	427.5	423.0	406.9	334.4	334.7	332	300	332	332	332	332
VPK	1.0	198.1	187.6	198.6	256.3	112.8	185	97	185	185	185	185
K	1.0	2933.4	2898.1	2934.5	2419.6	2505.9	2232	2232	2232	2232	2232	2232
1	1.0	2863.2	2830.9	2792.6	2647.0	2271.0	2350	2200	2107	2096	2117	2122
2	1.0	2857.7	2685.0	2722.9	2528.8	2353.8	2124	2230	2041	1938	1935	1972
3	1.0	2889.7	2726.7	2564.1	2483.6	2250.7	2212	2080	2082	1896	1808	1825
4	1.0	2810.6	2706.0	2580.9	2376.9	2221.4	2062	2062	1921	1912	1737	1666
5	1.0	2818.5	2663.1	2573.6	2393.4	2111.1	2069	2002	1924	1785	1777	1631
6	1.0	2560.7	2494.1	2363.9	2227.4	1933.7	1843	1872	1736	1659	1537	1553
7	1.2	3016.2	2958.8	2869.3	2681.8	2305.5	2126	2081	2079	1911	1813	1701
8	1.2	2987.4	2972.0	2881.7	2781.2	2434.9	2172	2100	1989	1978	1809	1734
9	1.2	2930.5	2981.3	2924.5	2938.7	2617.7	2582	2520	2154	2060	2057	1928
10	1.2	2919.1	2804.3	2833.7	2819.7	2741.9	2537	2400	2392	2044	1948	1951
11	1.2	2759.5	2707.5	2574.0	2596.1	2487.3	2494	2544	2218	2214	1896	1827
12	1.2	2981.3	2944.2	2793.8	2653.9	2653.5	2618	2670	2649	2314	2316	1993
Projected APU		37953.4	36982.5	36015.1	34138.5	31335.9	29939	29390	28041	26556	25499	24653

Appendix 4 – Strategic Plan

Goal 1 – Academic Achievement – Necessary Conditions

Condition	Potential Fiscal Impacts
All schools follow an academic schedule and calendar that supports academic priorities.	
Schools are staffed appropriately: <ul style="list-style-type: none"> • Manageable vacancy rates. • Sustainable and predictable funding. 	Additional Human Resources staff may be required.
Additional time needed for required professional development: <ul style="list-style-type: none"> • Deploy instructional coaches to provide job embedded PD. • Embed additional time for backwards planning days into the school year following rounds of universal screening. 	Job coaches will need to be recruited, hired, and deployed, as well as any additional personnel necessary to support them. Extended time or reserve teachers made available so that teachers have time to attend additional PD. Contracted costs or additional personnel required to implement and deliver PD.
All teachers use district approved curriculum and interventions: <ul style="list-style-type: none"> • Provide on-going training on curricular materials to teaching and intervention staff. • Ensure all content areas have district approved curricular materials that align with state standards. 	Significant investments in terms of personnel time and outside resources to evaluate, select and deploy curricular materials (millions of dollars). Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.
Stronger systems of accountability for low performing staff: <ul style="list-style-type: none"> • Human Resources has appropriate resources to implement. • Complete revision of SOEI and SOESL rubrics. • Ensure adequate staffing for teachers and staff who need formal coaching (PAR Mentors) 	Additional personnel will be required in Human Resources, Teaching & Learning, and across schools to develop and manage these accountability systems as well as deliver individualized coaching.
K-12 Magnet pathways are clearly articulated: <ul style="list-style-type: none"> • Credible commitment to program stability such that they are perceived as sustainable and predictable. • All K-8 magnet sites have a vision, mission, professional development, and marketing plan accessible to the community. • All K-8 magnet sites have thematic based curriculum units aligned to state standards. • All K-8 magnet sites have a high school pathway built upon promoting continuity of the magnet theme. • All K-12 magnet sites meet integration enrollment targets. 	Additional personnel required in Communications to provide ongoing marketing support. Additional personnel required in Teaching & Learning to develop and align curriculum. Additional investments made in high schools where necessary to complete K-12 pathway. Additional Transportation costs as students commit to complete pathways.

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 1 – Academic Achievement – Strategies for improvement

Strategy	Potential Fiscal Impacts
<p>Provide standards-based core instruction with a focus on literacy and mathematics:</p> <ul style="list-style-type: none"> • Form a steering committee to identify criteria for math curricula for pilot process, assess degree to which piloted curricula meets district needs, and adopt the new curricula. • Follow a curriculum adoption schedule that is aligned to Minnesota State Standards review/adoption schedule. • Provide professional development that supports ongoing adult learning in cognitive science, content knowledge, and culturally responsive and sustaining practices. • Adopt ongoing formative assessments to be used consistently between screening windows to provide more information following data dives. • Upon completion of the K-5 literacy audit, review or adopt new curriculum. • Create PK-12 clearly articulated core content sequence that ensures students receive content knowledge and pre-requisite skills needed for the next steps in the content sequence. 	<p>Extended time for district personnel to attend committee meetings or do work outside the scope of their normal contract.</p> <p>Commit to ongoing curriculum assessment and adoption, as well as the personnel and support personnel necessary to do this work.</p> <p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p> <p>Develop or otherwise acquire assessment tools as well as the personnel to implement them, ensure they are being appropriately administered, and interpret the resulting data.</p>
<p>Ensure all curriculum and instructional practices are anti-racist and sustain the cultures, languages, and experiences of our students:</p> <ul style="list-style-type: none"> • Require culturally responsive & sustaining professional development as part of ongoing PD during the school year. • Finalize equity competencies and embed them into the revised SOEI rubric and ongoing PD, as well as teacher expectations. • Create a district-wide curriculum, resources and materials review process that aligns with finalized equity competencies. • Create or purchase a 'text tool' for educators to use to determine the appropriateness and cultural responsiveness of texts being used in class. • Ensure all curriculum review & adoption tools include antiracism and cultural responsiveness as key components. 	<p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p> <p>Personnel time to develop and deploy curriculum as well as the cost of supplies necessary to implement that curriculum.</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Strategy	Potential Fiscal Impacts
<p>Ensure all community schools provide access to STEM, music, art, and language. Additionally, ensure all high schools provide access to ethnic studies and college credit courses:</p> <ul style="list-style-type: none"> • All K-5 schools have a clearly articulated STEM curriculum that supports NGSS and MCA science proficiency. • All K-5 schools have 5th grade instrumental music available to all students and are offering at least 2 art forms to every student that is culturally responsive to the community the school serves. • All 6-12 schools offer at least one world language offering. • All 9-12 schools have a variety of ethnic studies courses. Additional ethnic studies courses will be offered for college credit in partnership with local colleges & universities. • A K-12 ethnic studies pathway will be developed and required in K-8. • Revise college credit course pathways and offerings to promote equitable access and opportunity. 	<p>Additional licensed staff will need to be integrated into buildings that do not currently have sufficient budget allocation to STEM, art, instrumental music, world language, or ethnic studies specialists.</p> <p>Investment will be required in high schools that lack appropriate access to college credit coursework.</p>
<p>Implement Professional Learning Communities (PLCs) to ensure that all students' needs are met through a system of academic support and intervention.</p>	<p>Personnel will need to be recruited, hired and deployed to support PLCs in the schools.</p>
<p>Provide magnet school pathways that offer innovative thematic instruction and integrated learning opportunities:</p> <ul style="list-style-type: none"> • All magnet programming (except Montessori) has a K-12 pathway. • All magnet programs have theme-based, coherent curriculum that integrates the theme while incorporating the standards of the given grade level or course. • All magnet programs have trained staff and continue to offer ongoing professional development in theme-based curriculum, planning and instruction. • All magnet programming follows integration requirements regarding enrollment. • All magnet programming focuses on increasing student academic outcomes through thematic based instruction. • All magnet programming has construction completed. 	<p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p> <p>Personnel time to develop and deploy curriculum as well as the cost of supplies necessary to implement that curriculum.</p> <p>Additional transportation costs to support K-12 magnet pathways.</p> <p>Additional capital costs to convert buildings into appropriate learning environments for thematic programming. (e.g., science labs, performance spaces).</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 2 – Student Wellbeing – Necessary conditions for strategies to be effective.

Condition	Potential Fiscal Impacts
<p>Mental Health Supports appropriately resourced and staffed:</p> <ul style="list-style-type: none"> • Licensed district alcohol and drug counselors specifically assigned to middle and high schools. • Every district site has an assigned district mental health support specialist. • Staffing and agency recruitment plan that prioritizes candidates and agencies that represent the students, families and communities in the district. 	<p>Additional FTEs to increase the total number of alcohol and drug counselors.</p> <p>Additional FTEs to increase the total number of mental health support specialists.</p>
<p>Adopt a district social and emotional learning (SEL) curriculum:</p> <ul style="list-style-type: none"> • PreK-8th grade students benefit from morning meetings or advisory classes that provide approved supplemental SEL resources fit to their needs and identities. • All high school students have the opportunity to participate in regularly scheduled SEL-focused curriculum and discussions. 	<p>Cost of curriculum materials.</p> <p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p>
<p>Adequate fill rate of operational positions in areas such as Culinary & Wellness Services, Custodial, and Transportation.</p>	<p>Increased personnel in HR.</p> <p>Potential adjustments to collective bargaining agreements.</p>
<p>Districtwide restorative practices plan appropriately resourced and staffed:</p> <ul style="list-style-type: none"> • All staff trained and coached to implement restorative practices to build or restore relationships which have been harmed. • Hate & bias protocol finalized. • Hate & bias protocol training provided for all district staff. • Hate & bias protocol implemented at each school site. 	<p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p>
<p>Youth enrichment programming appropriately resourced and staffed. Ensure district has credibly committed to adequately supporting and sustaining academic and enriching after-school activities.</p>	<p>Additional personnel in HR.</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 2 – Student Wellbeing – Strategies for improvement.

Strategy	Potential Fiscal Impacts
<p>Provide equitable student access to culturally responsive counseling and mental health services with a mental health model that includes:</p> <ul style="list-style-type: none"> • Resource mapping and gap analysis to ensure all needs are being met. • Clearly defined roles of all district staff involved in providing mental health services. • Clearly defined roles of contracted agencies and the services they provide. • Recruitment plan to ensure mental health services are inclusive and representative of district students, families and communities. 	
<p>Fully implement a restorative approach to student support:</p> <ul style="list-style-type: none"> • Using a phase-in approach, expand the district’s partnership with the Legal Rights Center (LRC) or similar vendor to provide restorative practices training and support at schools and district departments. • Proactive classroom, small group and individual restorative activities created and utilized. 	<p>Currently the LRC is working with 6 middle schools, would need to be expanded ten-fold.</p> <p>Extended time for district personnel to attend committee meetings or do work outside the scope of their normal contract.</p>
<p>Integrate social and emotional practices into all classrooms and out-of-school-time activities. Expand staff PD opportunities to learn, apply and model the use of SEL skills across core content, in non-classroom spaces, and in out-of-school-time.</p>	<p>Extended time for district personnel to attend committee meetings or do work outside the scope of their normal contract.</p>
<p>Provide physically safe and welcoming school environments through strategic shortening of walk zones, building cleanliness, building improvements, land care and strong emergency management practices.</p>	<p>Increased transportation costs, custodial, groundskeeping, capital and security costs.</p>
<p>Support healthy child development through nutritious meals and promotion of physical activity.</p>	<p>Potential district subsidies of district nutrition program.</p> <p>Potential increased expenditures in athletics and activities.</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 3 – Effective Staff – Necessary conditions for strategies to be effective.

Condition	Potential Fiscal Impacts
<p>Credible district commitment to sustaining stable pathway programming:</p> <ul style="list-style-type: none"> • Credible district commitment to provide the necessary resources for pathway programming without relying on outside funding or grants. • Successfully prepare and develop a significant number of educators through pathways so licensed staffing is stable and projectable. • Incorporate pathways as a core pillar of district’s long-range planning. 	<p>Lower district revenues as grant funding is reduced.</p>
<p>Competitive compensation.</p>	<p>Increases in salaries, wages and district benefits packages.</p>
<p>Sufficient vacancies to all for recruiting staff of color, such as early retirement incentives.</p>	<p>Cost of early retirement incentives. Potential bargaining risk.</p>
<p>Board support on bargaining strategies that address contractual barriers including modifying seniority language that inequitably privileges white staff members.</p>	
<p>Positive organizational climate.</p>	

Goal 3 – Effective Staff – Strategies for improvement.

Strategy	Potential Fiscal Impacts
<p>Strengthen pathways and reduce barriers for talented and diverse district employees and potential employees to become teachers.</p> <ul style="list-style-type: none"> • Credible district commitment to stabilizing existing pathway programs to bolster recruitment. • Grow the programs to serve more candidates and produce more teachers. 	<p>Prioritize pathway programming when budgeting general fund expenditures.</p>
<p>Maintain teacher equity plan focused on staffing needs of district’s fifteen highest need schools.</p>	
<p>Deepen strategic recruitment of high quality, diverse teachers and staff.</p>	<p>Additional HR costs.</p>
<p>Pursue bargaining strategies that prioritize district proposals that address contractual barriers to the equitable distribution and recruitment, hiring and retention of high-quality, diverse teachers and staff.</p>	<p>The potential fiscal impact is substantial.</p>
<p>Pursue authentic engagement with district families around the design and implementation of equitable HR policies and practices.</p>	<p>Additional communications costs.</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 4 – School and District Climate – Necessary conditions for strategies to be effective

Condition	Potential Fiscal Impacts
<p>Implement Board Policy 1692 (Site Council Governance) with fidelity:</p> <ul style="list-style-type: none"> • System to track whether school site councils are representative of their student racial and ethnic demographics created and implemented. • Professional development for school leaders and site council members on the role and responsibilities of site councils created and administered. 	<p>Cost to purchase or create system.</p> <p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p>
<p>Embed equity competencies into performance management and professional development systems:</p> <ul style="list-style-type: none"> • Equity competencies finalized and shared districtwide. • Plan to deliver professional development to all staff on new equity competencies created and implemented. • New equity competencies being used as a tool in the SOEI and SOESL revision process. 	<p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p>
<p>Full implementation of student placement EDIA.</p>	
<p>Continued board support of student climate framework implementation.</p>	
<p>Continued support credible commitment to stability of stakeholder voice structures (YPE, PPE, EDIA, Citywide Student Government, and Parent Advisory Councils) to support planning and decision making:</p> <ul style="list-style-type: none"> • No longer reliant upon short-term grants to support stakeholder voice structures. • Data collected by caregivers and students used in school and district decision-making. 	<p>Lower revenue as district separates from grant funding.</p> <p>Additional personnel to collect, clean and analyze any data produced.</p>

Minneapolis Public Schools Fall 2022 Pro-Forma Financial Projection

Goal 4 – School and District Climate – Strategies for improvement.

Strategy	Potential Fiscal Impacts
<p>Hear, value and respect all district staff, parents, and students:</p> <ul style="list-style-type: none"> • Continue measuring classroom climate in grades 5-12 with the Cultivate Survey (classroom climate survey). • Monitor climate goals by training the equity and school climate team on how to use the Cultivate tool. • Build school culture and relationships with proactive strategies through equity and school climate team training for school leaders and teams. • Recognize and appreciate students and staff by continuing to build out tools such as MPS Shines and MPS Together. 	<p>Extended time or reserve teachers made available so that teachers have time to attend additional PD as well as costs or additional personnel required to deliver PD.</p> <p>Additional recognition costs.</p>
<p>Inform district hiring and retention practices, professional development opportunities, and professional support systems using the district's equity competencies.</p>	
<p>Listen to youth, parents, and community members through consistent opportunities for them to provide feedback.</p>	<p>Additional communications costs.</p>
<p>Ensure student placement practices support integrated learning opportunities and increased enrollment and retention.</p>	
<p>Enhance student experiences and learning opportunities by supporting community partnerships.</p>	<p>Cost of any financial support to community partnerships.</p>

Appendix 5 – Selected Comparative District Metrics

All Data obtained from MDE Data Center (<https://public.education.mn.gov/MDEAnalytics/Data.jsp>) or PELSB Staffing Reports (<https://mn.gov/pelsb/board/reports/>):

	MPS	Non-MPS Average		Anoka-Hennepin	Saint Paul	Rosemount-Apple Valley	Osseo
		Top 5	Top 15				
<u>October 1, 2021 Count</u>							
Early Childhood	619	580	339	768	762	445	344
Pre-Kindergarten	243	188	125	110	323	84	234
Kindergarten	2451	2178	1283	2608	2539	2072	1493
First Grade	2260	2112	1245	2527	2475	1959	1485
Second Grade	2348	2200	1284	2654	2507	2104	1536
Third Grade	2250	2206	1292	2655	2558	2122	1490
Fourth Grade	2221	2142	1270	2566	2448	2121	1431
Fifth Grade	2110	2162	1268	2636	2463	2085	1462
Sixth Grade	1958	2136	1272	2783	2192	2184	1386
Seventh Grade	1940	2198	1308	2831	2274	2225	1462
Eighth Grade	2028	2259	1341	2929	2317	2214	1574
Ninth Grade	2180	2474	1453	3209	2615	2433	1639
Tenth Grade	2366	2441	1437	3211	2574	2339	1641
Eleventh Grade	2306	2417	1424	3147	2525	2385	1611
Twelfth Grade	2835	2698	1569	3596	2903	2473	1821
Total Count	30115	30390	17911	38230	33475	29245	20609
<u>Counts by Race</u>							
American Indian	946	173	85	193	281	116	100
Hispanic	5205	3207	1869	2770	4824	3194	2039
Black	9217	5794	2778	5510	8234	4146	5285
<u>Percentages by Race</u>							
American Indian	3.1%	0.6%	0.5%	0.5%	0.8%	0.4%	0.5%
Hispanic	17.3%	10.6%	10.4%	7.2%	14.4%	10.9%	9.9%
Black	30.6%	19.1%	15.5%	14.4%	24.6%	14.2%	25.6%
<u>Percentages by Category</u>							
Special Education	16.92%	16.25%	15.29%	17.77%	16.45%	15.61%	14.02%
Limited English Proficiency	17.34%	13.90%	8.88%	7.06%	28.28%	7.92%	10.42%
Free/Reduced Lunch	53.50%	36.73%	27.29%	29.27%	65.50%	16.66%	29.83%
<u>Staffing Counts (FY21)</u>							
Licensed Professional Staff	3332	2477	1414	2881	3075	2289	1661
Licensed Instructional Staff	2462	1892	1101	2178	2330	1752	1306
Special Ed (Licensed)	632			583	448	401	282
<u>Staffing Ratios (Students/Staff - FY21)</u>							
Licensed Professional Staff	9.64	12.23	12.52	12.95	11.28	12.60	12.24
Licensed Instructional Staff	13.05	16.01	16.09	17.13	14.88	16.46	15.57
Special Ed (Program Specific)	8.60			11.37	12.74	11.23	10.10
<u>Special Education Funding</u>							
SPED Aid	\$75,511,259			\$70,242,776	\$64,169,603	\$54,947,958	\$32,740,676
SPED Aid/SPED Student	\$13,891			\$10,597	\$11,250	\$12,205	\$11,486
SPED Expenditures/SPED Student	\$22,088			\$16,263	\$22,154	\$17,136	\$19,874
Cross Student per SPED Student	\$8,197			\$5,666	\$10,904	\$4,931	\$8,388

FundingTypeDescription	Advanced Academics	Athletics
Andersen Middle		
Anishinabe Academy Elementary		
Anthony Middle		
Anwatin Middle		
Armatage Elementary		
Bancroft Elementary		
Barton Elementary		
Bethune Elementary		
Bryn Mawr Elementary	\$53,288	
Burroughs Elementary		
Cityview Elementary		
Dowling Elementary		
Early Childhood Special Education		
Edison High		\$141,465
Ella Baker PK-8		
Emerson Elementary		
FAIR High	\$42,630	
Field Elementary		
Folwell Elementary		
Franklin Middle		
Green Central Elementary		
Hale Elementary		
Hall Academy Elementary		
Harrison Education Center		
Henry High		\$113,275
Heritage Academy High	\$53,288	
Hiawatha Elementary		
Hmong International Academy Elementary		
Howe Elementary		
Jenny Lind Elementary		
Justice Page Middle		
Kenny Elementary		
Kenwood Elementary		
Lake Harriet Lower Elementary		
Lake Harriet Upper Elementary		
Lake Nokomis Keewaydin Elementary		
Lake Nokomis Wenonah Elementary		
Las Estrellas Elementary		
Longfellow High		
Loring Elementary		

Lucy Laney Elementary		
Lyndale Elementary		
Marcy Elementary		
Minneapolis Academy & Career Center		
MPS Deaf/Hard of Hearing		
MPS Metro DT		
MPS Metro HA		
MPS Online 6-12	\$53,288	
MPS Online K-5		
Nellie Stone Johnson Elementary		
North High	\$106,575	\$119,008
Northeast Middle		
Northrop Elementary		
Olson Middle		
Pillsbury Elementary		
Pratt Elementary		
River Bend Education Center		
Roosevelt High		\$141,465
Sanford Middle		
Seward Elementary		
South High	\$106,575	\$131,363
Southwest High		\$141,465
Stadium View		
Sullivan PK-8		
Transition Plus		
Waite Park Elementary		
Washburn High		\$128,160
Webster Elementary		
Wellstone High	\$53,288	
Whittier Elementary		
Windom Elementary		
Total	\$468,930	\$916,200

No filters applied

AVID	Basic Per Student (ESSER)	Building Reserve Teacher	Class Size 1001
\$127,890	\$489,500	\$106,575	\$1,596,933
	\$108,500	\$106,575	\$825,130
\$103,260	\$369,500		\$1,210,347
	\$161,500	\$106,575	\$529,606
	\$176,500		\$969,593
	\$195,500		\$1,038,795
	\$236,000		\$1,261,189
	\$123,000	\$106,575	\$947,777
	\$173,500	\$106,575	\$1,399,550
	\$236,500		\$1,237,489
	\$88,000	\$106,575	\$699,139
	\$157,000		\$849,488
\$149,205	\$412,500		\$973,197
	\$286,000	\$106,575	\$1,427,596
	\$262,000		\$1,392,908
	\$172,500	\$106,575	\$434,489
	\$142,000	\$106,575	\$665,282
	\$166,500	\$106,575	\$1,017,309
\$85,260	\$142,000	\$106,575	\$462,789
	\$264,000	\$106,575	\$1,404,680
	\$158,500		\$927,591
	\$100,000	\$106,575	\$823,058
	\$14,000		\$50,431
\$127,890	\$400,000		\$958,239
	\$53,500	\$106,575	\$149,706
	\$109,500		\$649,838
	\$97,500	\$106,575	\$792,357
	\$114,500		\$540,720
\$21,315	\$109,000	\$106,575	\$844,059
\$85,260	\$456,000		\$1,490,343
	\$151,000		\$814,173
	\$188,000		\$1,010,637
	\$146,500		\$867,617
	\$127,000		\$587,650
	\$180,500		\$886,561
	\$74,500		\$454,488
	\$169,500	\$106,575	\$1,045,624
	\$31,500		\$94,818
	\$148,000	\$106,575	\$785,858

	\$156,000	\$106,575	\$1,227,273
	\$177,500	\$106,575	\$1,060,739
	\$205,500		\$1,236,202
	\$31,000		\$97,204
	\$92,000		\$243,095
	\$138,500		\$671,325
	\$91,500	\$106,575	\$746,384
	\$262,500	\$106,575	\$644,497
\$106,575	\$249,000	\$106,575	\$815,489
	\$200,500		\$1,057,568
\$85,260	\$176,000	\$106,575	\$588,308
	\$179,500	\$106,575	\$1,093,826
	\$107,500		\$680,696
	\$3,500		\$25,930
\$191,835	\$550,000		\$1,318,910
\$106,575	\$358,000		\$1,158,645
	\$280,500	\$106,575	\$1,496,469
\$149,205	\$645,000	\$106,575	\$1,526,376
\$106,575	\$632,500		\$1,500,761
	\$293,000	\$106,575	\$1,458,140
	\$124,000		\$292,898
	\$135,000		\$741,313
\$127,890	\$757,500		\$1,788,887
	\$108,000	\$106,575	\$593,050
\$85,260	\$81,500		\$218,594
	\$184,000	\$106,575	\$1,104,326
	\$189,000		\$984,551
\$1,659,256	\$13,600,000	\$3,197,251	\$58,488,510

Class Size Referendum 1096	Community Ed 2004	Comp Ed 1031
\$2,335,686		\$1,734,008
\$517,716		\$811,433
\$1,763,097		\$132,347
\$770,609		\$878,902
\$842,183		\$50,421
\$932,843		\$468,005
\$1,126,092		\$199,937
\$586,904		\$876,492
\$827,868		\$1,089,742
\$1,128,477		\$9,578
\$419,899	\$151,994	\$618,062
\$749,137		\$175,841
		\$552,461
\$1,968,275		\$2,097,918
\$1,364,670	\$147,772	\$1,879,488
\$1,250,153		\$751,675
\$823,097		\$471,077
\$677,564		\$26,204
\$794,467		\$1,133,114
\$677,564		\$909,022
\$1,259,696		\$757,518
\$756,295		\$27,650
\$477,157	\$120,321	\$670,471
\$66,802		\$97,589
\$1,908,630		\$2,255,627
\$255,279		\$361,440
\$522,487		\$53,614
\$465,229	\$42,220	\$739,145
\$546,345		\$97,770
\$520,102		\$730,109
\$2,175,838		\$382,946
\$720,508		\$7,590
\$897,056		\$296,019
\$699,036		\$5,241
\$605,990		\$5,964
\$861,269		\$146,684
\$355,482		\$46,686
\$808,782		\$708,242
\$150,305		\$202,406
\$706,193		\$530,594

\$744,366		\$1,055,405
\$846,954		\$806,553
\$980,559		\$1,044,622
\$147,919		\$167,889
		\$84,758
		\$35,783
\$438,985		\$837,095
\$660,863		\$370,476
\$436,599	\$151,994	\$665,050
\$1,252,538		\$1,416,845
\$1,188,122		\$911,913
\$956,701		\$57,228
\$839,797		\$1,075,284
\$856,498		\$831,432
\$512,944		\$516,739
\$16,701		\$202,406
\$2,624,366		\$1,408,592
\$1,708,224		\$421,800
\$1,338,427		\$1,002,032
\$3,077,666		\$2,557,790
\$3,018,021		\$501,859
		\$126,504
\$1,398,071	\$135,106	\$1,959,005
\$591,675		\$495,896
\$644,163		\$99,035
\$3,614,468		\$828,180
\$515,330		\$536,196
\$388,883		\$251,020
\$877,970		\$1,106,006
\$901,828		\$133,010
\$64,893,414	\$749,407	\$44,495,433

Early Childhood Expansion - ESSER	ECFE Scholarships	ELL 1002	Hi-Five 5023
		\$1,065,750	
\$26,131		\$53,288	\$170,557
		\$106,575	
		\$159,863	
		\$53,288	
\$202,353	\$48,533	\$373,013	\$265,802
		\$159,863	
\$39,188		\$53,288	\$329,730
\$189,291	\$48,533	\$213,150	\$106,634
		\$53,288	
		\$53,288	\$20,235
		\$159,863	
		\$799,313	
\$189,286		\$959,175	\$7,400
	\$48,533	\$959,175	\$126,467
		\$53,288	
		\$53,288	
\$39,246		\$532,875	\$329,672
		\$106,575	
\$195,293		\$1,065,750	\$173,625
		\$53,288	
\$224,137		\$53,288	
		\$586,163	
		\$266,438	
		\$53,288	
\$19,044		\$213,150	\$283,194
		\$106,575	
\$26,125	\$48,533	\$159,863	\$269,800
		\$319,725	
		\$53,288	
		\$159,863	
		\$53,288	
		\$53,288	
		\$53,288	
\$88,084	\$48,533	\$692,738	\$380,071
	\$48,533	\$106,575	\$28,967
	\$48,533	\$106,575	\$295,925

		\$106,575	\$440,692
	\$48,533	\$639,450	\$468,155
\$292,860	\$48,533	\$213,150	\$3,065
		\$159,863	
		\$159,863	\$192,464
		\$106,575	
		\$319,725	
		\$53,288	
		\$159,863	
	\$48,533	\$373,013	\$295,925
	\$48,533	\$266,438	\$126,467
		\$586,163	
		\$213,150	
\$163,162	\$48,533	\$426,300	\$135,535
		\$1,119,038	
		\$319,725	
\$163,168		\$852,600	\$46,184
		\$266,438	
\$163,163		\$106,575	\$9,066
		\$692,738	
	\$48,533	\$213,150	\$126,467
		\$703,395	
\$163,160	\$48,533	\$532,875	\$132,765
		\$106,575	
\$2,183,691	\$679,462	\$18,821,152	\$4,764,864

IB	Intervention Teams	Language Line/Translations (ESSER)
\$446,300	\$1,087,102	\$12,000
	\$434,841	\$3,000
\$444,300	\$434,841	\$3,000
\$231,150	\$434,841	\$5,000
	\$217,420	\$3,000
\$188,520	\$434,841	\$5,000
	\$434,841	\$3,000
	\$652,261	\$3,000
	\$652,261	\$5,000
	\$217,420	\$3,000
	\$434,841	\$3,000
	\$434,841	\$5,000
		\$5,000
\$237,150	\$434,841	\$8,000
	\$1,087,102	\$12,000
	\$869,682	\$8,000
	\$217,420	\$3,000
	\$217,420	\$3,000
	\$652,261	\$8,000
	\$434,841	\$3,000
	\$869,682	\$12,000
	\$217,420	\$3,000
	\$434,841	\$3,000
		\$3,000
\$234,150	\$652,261	\$8,000
	\$108,710	\$12,000
	\$217,420	\$3,000
	\$434,841	\$8,000
	\$217,420	\$3,000
	\$434,841	\$3,000
\$446,300	\$652,261	\$5,000
	\$217,420	\$3,000
	\$434,841	\$3,000
	\$217,420	\$3,000
	\$217,420	\$3,000
	\$434,841	\$3,000
	\$217,420	\$3,000
	\$652,261	\$8,000
	\$108,710	\$5,000
\$190,520	\$652,261	\$3,000

	\$652,261	\$3,000
	\$434,841	\$8,000
	\$869,682	\$8,000
		\$3,000
	\$217,420	
		\$3,000
	\$326,131	\$5,000
	\$217,420	\$5,000
	\$434,841	\$3,000
	\$434,841	\$3,000
\$337,725	\$434,841	\$5,000
	\$434,841	\$3,000
\$231,150	\$434,841	\$5,000
	\$652,261	\$5,000
	\$217,420	\$8,000
	\$217,420	\$3,000
\$234,150	\$434,841	\$12,000
\$444,300	\$434,841	\$3,000
	\$869,682	\$12,000
	\$869,682	\$8,000
\$276,780	\$217,420	\$5,000
		\$3,000
	\$869,682	\$8,000
		\$5,000
	\$217,420	\$3,000
\$233,150	\$434,841	\$5,000
	\$434,841	\$5,000
	\$108,710	\$8,000
\$188,520	\$652,261	\$8,000
	\$434,841	\$3,000
\$4,364,166	\$29,134,344	\$358,000

Library Media Specialist	Magnet Schools Integration	Principals/Asst Principals	Private Grants
\$58,500	\$404,617	\$549,331	
\$58,500		\$360,095	
\$58,500		\$385,396	
\$58,500		\$379,645	
\$58,500		\$185,582	
\$58,500		\$348,277	
\$58,500		\$336,347	
\$58,500	\$340,457	\$347,596	
\$58,500		\$204,898	
\$58,500		\$334,097	
\$58,500		\$357,052	
\$58,500		\$204,898	
\$58,500			
\$58,500		\$567,248	
\$58,500	\$608,642	\$356,077	
\$58,500	\$204,142	\$345,234	
\$58,500	\$395,050	\$393,564	
\$58,500		\$181,943	
\$58,500		\$371,352	
\$58,500	\$321,267	\$349,570	
\$58,500	\$215,842	\$355,242	
\$58,500		\$185,582	
\$58,500	\$390,492	\$344,492	
\$58,500		\$334,079	
\$58,500		\$537,774	
\$58,500	\$269,990	\$220,437	
\$58,500		\$330,529	
\$58,500		\$340,244	
\$58,500		\$330,529	
\$58,500		\$383,170	
\$58,500		\$513,678	
\$58,500		\$185,582	
\$58,500		\$193,080	
\$58,500		\$193,080	
\$58,500		\$204,898	
\$58,500		\$204,898	
\$58,500		\$204,898	
\$58,500	\$200,242	\$345,234	
\$58,500		\$224,847	
\$58,500		\$204,898	

\$58,500		\$345,234	
\$58,500		\$341,449	
\$58,500	\$340,207	\$337,736	
\$58,500			
\$58,500			
\$58,500		\$203,649	
\$58,500		\$195,742	
\$58,500		\$195,742	
\$58,500		\$348,277	\$160,000
\$58,500		\$403,890	
\$58,500		\$373,446	
\$58,500		\$181,943	
\$58,500		\$353,355	
\$58,500		\$185,582	
\$58,500		\$204,898	
\$58,500		\$367,567	
\$58,500	\$184,942	\$551,681	
\$58,500		\$366,256	
\$58,500	\$421,951	\$348,277	
\$58,500		\$745,055	
\$58,500		\$745,249	
\$58,500		\$220,437	
\$58,500	\$369,440	\$369,594	
\$58,500		\$203,649	
\$58,500		\$193,080	
\$58,500		\$769,281	\$38,000
\$58,500		\$193,080	
\$58,500		\$195,742	
\$58,500		\$178,375	
\$58,500		\$193,080	
\$4,153,480	\$4,667,281	\$21,706,715	\$198,000

Q Comp-21	Racially Isolated Schools-Integration	Small School Adjustment (ESSER)
\$94,445		
\$43,223	\$36,600	\$43,400
\$61,380		
\$38,315		
\$33,565		
\$36,815		
\$48,973		
\$46,973	\$37,750	\$49,200
\$60,630	\$50,850	
\$34,565		
\$44,223	\$28,800	\$35,200
\$31,315		
\$68,630		
\$99,195		
\$115,760	\$57,300	
\$60,130		
\$53,380		
\$30,815		
\$57,630	\$54,450	
\$44,973	\$39,450	
\$63,380		
\$30,315		
\$42,723	\$30,450	\$40,000
\$26,065		\$5,600
\$110,353	\$115,350	
\$28,815	\$15,750	\$21,400
\$28,815		\$43,800
\$41,644	\$35,700	\$39,000
\$28,815		\$45,800
\$43,973	\$41,100	\$43,600
\$86,945		
\$31,315		
\$33,565		
\$30,315		
\$29,815		
\$32,565		
\$27,315		\$29,800
\$67,788	\$53,250	
\$15,908		\$12,600
\$34,565		

\$49,973	\$57,000	
\$49,473		
\$50,223		
\$12,658		\$12,400
\$15,658		
\$32,565		\$36,800
\$17,158		
\$43,223	\$30,300	\$36,600
\$75,788	\$66,750	
\$60,630		
\$32,065		
\$59,130	\$47,700	
\$60,130		
\$43,223	\$28,650	\$43,000
\$44,973		\$1,400
\$106,274		
\$51,973		
\$63,380		
\$132,918		
\$100,945		
\$4,250		
\$103,853	\$86,850	
\$47,973		\$49,600
\$29,815		
\$111,603		
\$44,223		\$43,200
\$31,315		\$32,600
\$60,630	\$58,200	
\$31,315		
\$3,507,253	\$972,250	\$665,000

Spec Ed 1004	Special Ed SERT	State Grants	Targeted Programing (ESSER)
\$1,710,333			
\$263,854	\$159,863		
\$423,508			
\$849,699			
\$780,904	\$159,863		\$34,843
\$791,562	\$213,150		
\$590,437	\$213,150		
\$750,105	\$213,150		
\$1,448,095	\$213,150		
\$569,165	\$159,863		\$23,486
\$1,448,095	\$159,863		
\$895,747	\$106,575		
\$7,656,139			
\$2,096,181			
\$895,747	\$426,300		
\$294,653	\$213,150		
\$396,068			
\$305,311	\$106,575		\$89,075
\$992,176	\$213,150		
\$466,649			
\$388,225	\$213,150		
\$263,854	\$106,575		\$73,274
\$972,502	\$213,150		
\$2,691,114			\$300,000
\$1,787,794		\$161,920	\$106,575
\$263,854	\$106,575		\$46,140
\$750,105	\$213,150		
\$305,311	\$159,863		
\$833,019	\$213,150		
\$933,298			
\$305,311	\$159,863		\$99,859
\$569,165	\$213,150		
\$369,923	\$106,575		\$106,123
\$326,583	\$106,575		\$122,365
\$569,165	\$159,863		
\$263,854	\$106,575		\$97,518
\$780,904	\$159,863		\$106,575
\$44,540			
\$791,562	\$266,438		

\$961,844	\$213,150		
\$791,562	\$213,150		
\$833,019	\$373,013		
\$1,053,681			\$532,875
\$544,767			
\$423,479			
\$833,019	\$159,863		
\$1,134,074			\$710,000
\$1,249,416			
\$305,311	\$106,575		\$7,156
\$1,229,322			
\$1,096,872	\$213,150		
\$527,708	\$159,863		
\$3,118,505			\$150,000
\$1,099,171			
\$1,247,680			
\$610,622	\$319,725		
\$2,249,675		\$187,000	\$315,832
\$1,581,512			
\$9,718			\$823,000
\$1,572,466	\$426,300		
\$5,975,015			
\$124,371	\$159,863		\$22,334
\$1,876,875			
\$1,246,970	\$159,863		
\$569,165	\$106,575		
\$305,311	\$159,863		
\$69,405,636	\$7,833,265	\$348,920	\$3,767,030

Title I 5023	Title I Family Involvement	Transportation Coordinator	Voluntary Pre-K
\$761,518	\$19,144	\$11,362	
\$277,471	\$6,975	\$11,362	\$147,770
		\$11,362	
\$315,364	\$7,928	\$11,362	
		\$11,362	
\$195,230	\$6,299	\$11,362	
		\$11,362	
\$301,918	\$7,590	\$11,362	\$147,770
\$385,037	\$9,679	\$11,362	
		\$11,362	
\$216,354	\$5,439	\$11,362	
		\$11,362	
		\$11,362	
\$827,524	\$20,803	\$11,362	
\$666,175	\$16,747	\$11,362	
\$298,082	\$9,618	\$11,362	
\$194,277	\$6,269	\$11,362	
		\$11,362	
\$396,038	\$9,956	\$11,362	\$147,770
\$312,919	\$7,866	\$11,362	
\$332,367	\$10,724	\$11,362	\$147,770
		\$11,362	
\$232,245	\$5,838	\$11,362	
		\$11,362	
\$837,303	\$21,049	\$11,362	
\$123,456	\$3,104	\$11,362	
		\$11,362	
\$266,470	\$6,699	\$11,362	
		\$11,362	
\$260,358	\$6,545	\$11,362	
		\$11,362	
		\$11,362	
\$159,993	\$5,162	\$11,362	
		\$11,362	
		\$11,362	
		\$11,362	
\$308,030	\$7,744	\$11,362	
\$68,451	\$1,721	\$11,362	
\$192,373	\$6,207	\$11,362	

\$367,924	\$9,249	\$11,362	\$75,996
\$323,920	\$8,143	\$11,362	
\$424,152	\$10,663	\$11,362	
\$61,117	\$1,536	\$11,362	
		\$11,362	
		\$11,362	
\$1,005,238		\$11,362	
\$305,585	\$7,682	\$11,362	
\$128,346	\$3,226		
\$234,689	\$5,900	\$11,362	
\$492,603	\$12,384	\$11,362	
\$311,415	\$10,048	\$11,362	
		\$11,362	
\$380,148	\$9,557	\$11,362	
\$331,254	\$8,327	\$11,362	
\$190,685	\$4,794	\$11,362	
		\$11,362	
\$583,784	\$18,836	\$11,362	
		\$11,362	
\$359,984	\$11,615	\$11,362	
\$923,770	\$29,806	\$11,362	
		\$11,362	
\$195,656	\$1,106	\$11,362	
\$682,066	\$17,146	\$11,362	
		\$11,362	
		\$11,362	
		\$11,362	
\$174,278	\$5,623	\$11,362	
\$111,233	\$2,796	\$11,362	
\$387,482	\$9,741	\$11,362	
		\$11,362	
\$15,904,282	\$397,286	\$795,316	\$667,076

Total

\$12,610,994

\$4,466,281

\$5,507,413

\$4,938,858

\$3,577,023

\$5,814,398

\$4,679,688

\$6,030,584

\$7,307,593

\$4,076,788

\$4,959,919

\$3,839,566

\$8,352,092

\$10,902,676

\$10,679,675

\$7,163,464

\$3,832,545

\$2,674,913

\$7,092,403

\$4,540,180

\$7,905,380

\$2,873,205

\$5,354,601

\$3,658,541

\$10,992,214

\$2,119,749

\$2,498,721

\$4,964,127

\$2,566,509

\$5,168,097

\$7,617,456

\$2,818,769

\$4,233,393

\$2,867,979

\$2,407,122

\$3,602,495

\$2,004,686

\$6,807,899

\$1,214,742

\$5,139,938

\$6,642,378
\$6,394,858
\$7,341,045
\$604,584
\$69,861
\$372,040
\$2,919,744
\$3,188,596
\$3,049,897
\$4,910,000
\$7,418,304
\$6,549,781
\$3,466,036
\$5,851,150
\$6,407,740
\$3,757,418
\$4,221,263
\$10,116,873
\$6,584,305
\$8,084,631
\$14,951,187
\$9,217,674
\$1,453,533
\$10,987,107
\$8,122,004
\$2,718,058
\$11,476,432
\$4,624,241
\$2,342,198
\$6,545,021
\$3,512,234
\$383,762,871

DRAFT Timeline for Superintendent Search Interim Superintendent extended for 2023-24 Minneapolis Public Schools

Phase 1 – Specifications

February/March 2023

- Approve Letter of Agreement
 - Recruitment begins immediately subject to Board approval
 - Consultants meet with Board
 - Overview of search and decisions needed
 - Discussion of additional Community Engagement activities and interviews with individual Board members
- BWP meet with EPU Consultants
- Advertising plan presented for approval
 - Draft search calendar presented for initial approval

Fall 2023

- Additional Community engagement activities TBD
- Consultants meet with Board members
- Public engagement with Board invited citizens/leaders
- Staff engagement and open forums in community
- Initiate public and employee online survey
- Consultants present Community Engagement report to Board
- Approval of Leadership Profile
- Finalize full website vacancy posting

Phase 2 – Recruitment

Tentative February 2023 – February 28, 2024

- Advertise and Recruit TBD by Board

February 28, 2024

- Applications due to consultants

Phase 3 and 4 – Assessment and Selection

March 2024

- (Special meeting) Consultants review recommended candidate slate with Board; Board selects candidates for interview and be part of the community engagement process

Design and implement a process to create a selection committee that includes a representative community membership and allow for community engagement and feedback on final candidates

March 2024

- First interviews held – special meetings (about 1½ - 2 hours per candidate)
- Board selects finalists, Background checks – Second Interviews
- Board selects finalist and negotiates candidate contract and Board votes to approve contract
- Special Board meeting to name new superintendent

July 1 2024

- New Superintendent reports to work.

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KEY DECISIONS FOR MINNEAPOLIS SCHOOL BOARD

Superintendent Search Details

- A. Calendar (see attached)**
 - BWP presentation to Board – Tentative March 2023
 - Advertisement window TBD
 - Deadline for applications – (February 28, 2024)
 - Presentation of recommended candidates – March 2024
 - Initial interviews
 - Finalist interviews

- B. Community engagement Results – BWP meet with EPU Consultants –**
 - Extended BWP Community Engagement meetings with identified stakeholders – TBD
 - **Leadership Profile approved by Board**

- C. Communications plan for Board and community updates; web site information**

- D. Confidentiality protocol for candidates established**

- E. Nationally competitive Salary parameters for new superintendent**

- F. Announcement, Ad copy, advertising outlets - approved by Board. (see attached)**

- G. Assistance for district public information - district staff involved to coordinate**
 - Coordinating logistics for Board interviews
 - Board contact person
 - Working with consultants on search media announcements
 - Point person for local logistics for candidate