



Infrastructure Alignment and Project Scope Update

Purpose and Intent

The purpose of this document is to provide the Board with information requested during the August 10, 2026, meeting. Specifically, this report addresses:

- **Strategic Alignment and Rationale:** Detailed justification for each proposed project and its connection to our District mission.
- **Feasibility Assessments:** Analysis of potential enhancements at three school sites.
- **Fiscal Transparency:** A line-item budget breakdown for Kuhlman Field enhancements, along with updated, preliminary tax impact information.
- **Capacity Planning:** Potential internal redesign options for Edina High School to increase classroom and instructional space.
- **Infrastructure and Development:** An update on discussions regarding land development and infrastructure constraints.

Strategic Investment Overview: Project Scope and Rationale

The proposed facility and infrastructure projects outlined below are aligned to the District's strategic mission to prepare every student to reach their full potential. To ensure fiscal transparency and operational sustainability, these investments have been categorized into three strategic pillars: Academic & Programming Capacity, Operational Excellence, and Safety & Security.

Enhancing Academic & Programming Capacity

To meet the evolving needs of our student body, we must address critical space constraints across grade levels.

- **Early Learning & Family Center:** Establishing a standalone center remains a priority to address the high demand for specialized early childhood education and childcare. However, given existing infrastructure constraints, land acquisition timelines and availability, and the need to finalize a long-term enrollment strategy, we recommend that the Board prioritize purchasing land for future development. This strategic investment secures a versatile asset, allowing the district to address early learning and/or other facility needs as our long-term enrollment planning matures.
- **Secondary School Capacity:** Due to sanitary sewer infrastructure limitations, which will not support additional square footage at Edina High School until after 2035, we are shifting our strategy for this site. Rather than a large-scale addition, we recommend prioritizing the internal reconfiguration of existing spaces to increase classroom capacity, mitigate teacher workspace shortages, and enhance instructional spaces related to science and career and technical programming. Simultaneously, targeted additions at South View (23,400 sq. ft.) and Valley View (6,600 sq. ft.) remain essential and viable to accommodate growth in French Immersion and Spanish Dual Language programs, as well as to provide adequate Special Education services.
- **Flexible Learning:** The proposed addition at Creek Valley addresses a critical lack of flexible learning space, ensuring more parity across our elementary sites while delivering essential campus safety and security enhancements.

Operational Excellence & Facilities

We are committed to the efficient stewardship of district assets.

- **Concord Elementary:** The proposed 4,000 sq. ft. addition fulfills previously deferred facility plans, increasing available instructional space while improving overall operational workflow, site logistics, and student security.
- **Kuhlman Field:** The proposed \$15M modernization of Kuhlman Stadium addresses long-standing safety, accessibility, and sanitation deficiencies. By creating a modern 10,000 sq. ft. facility, we ensure our extra-curricular programming meets the standards of a high-achieving

district while providing basic amenities like indoor restrooms and secured access.

Safety, Security, & Technology

The physical and digital safety of our students is non-negotiable.

- **Infrastructure & Staffing:** The proposed \$15M investment in district-wide security will fund vital infrastructure upgrades and provide the dedicated staffing essential for maintaining both a secure digital environment and proactive behavioral support for our students.
- **Technology Sustainability:** The proposed 1.4% technology levy increase (\$2.38M) is a critical investment to bridge existing funding gaps, fortifying our digital ecosystem to protect student and family data against evolving cybersecurity threats.

Each of these initiatives is designed to deliver high-impact results for our students and families, ensuring our facilities remain conducive to learning and our operational infrastructure remains sustainable for years to come.

Enrollment:

Our facility recommendations reflect both current enrollment demands and projected trends over the next ten years. Recognizing that infrastructure planning is dynamic, I recommend the Board prioritize a focused enrollment strategy review beginning in July 2027. This initiative will define the critical parameters needed to balance capacity requirements with the long-term financial sustainability required for future facility and programming enhancements.

Project	Strategic Priority	The Why	Scope	Estimated Cost
Concord	Core Value: Operational Excellence through efficient use of physical resources.	Completes a previously planned but unfulfilled project, while making loading dock deliveries and student movement more efficient and secure.	A 4,000 sq. ft. addition featuring two new classrooms, alongside courtyard and loading dock improvements designed to streamline operational workflows and student movement.	\$10.5 million
Creek Valley	Strategy C.5: Facilitate constructive student interaction.	Addresses overcrowding by adding essential flexible learning spaces, while incorporating necessary safety and security improvements for students and staff.	9,000 sq. ft. addition featuring improved sightlines, controlled ingress/egress, and new flexible instructional spaces.	\$12.2 million
South View	Strategy C.5: Create environments conducive to learning.	Addresses critical space constraints to accommodate the continued growth of the Spanish Dual Language program	A 23,400 sq. ft. addition featuring nine new classrooms designed to	\$25 million

		beginning in the 2028–2029 school year, while expanding capacity for essential special education services.	support the growth of the Spanish Dual Language program and expanded services for students with special education needs.	
Valley View	Strategy C.5: Create environments conducive to learning.	Addresses essential space constraints to support the growth of the French Immersion program while expanding capacity for special education services.	A 6,600 sq. ft. addition featuring three new classrooms designed to support the growth of the French Immersion program and expanded services for students with special education needs.	\$13 million
Edina High School		Reduces the number of teachers lacking dedicated classroom space—currently 23—and modernizes Science and Career and Technical	Internal facility reconfiguration to yield 10–11 new classrooms.	\$11.5 million

		Education instructional environments		
Kuhlman Field	Strategy C.3: Ensure participation in robust extra-curricular opportunities.	Addresses critical deficiencies in safety, security, and accessibility by replacing outdated infrastructure with modern restroom facilities, secure entry points, and integrated surveillance systems.	A 10,000 sq. ft. multi-purpose facility featuring modernized restrooms, secure separate entry points, and an integrated surveillance system.	\$15 million
Safety & Security	Strategy C: Ensure students and staff feel safe physically and emotionally.	Professional assessments confirm that targeted security infrastructure upgrades and specialized staffing are essential to enhancing and maintaining a safe learning environment for students and staff.	Funds critical district-wide security infrastructure and specialized staffing for cybersecurity and behavioral support, ensuring comprehensive protection of student physical safety and digital data.	\$15 million
Technology Levy Increase	Strategy C.7: Review and develop technology plans	Existing funding cannot support the evolving cybersecurity and	Secures sustainable funding for essential staff,	1.4% Increase to Technology Levy

	for students and staff	infrastructure requirements essential for maintaining a secure and resilient learning environment.	behavioral support services, professional training, and safety and security hardware, ensuring our district's learning environment remains secure for students and families.	\$2.38 million
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Priorities

1. **Safety & Security:** Prioritize comprehensive infrastructure enhancements, specialized staffing for behavioral and crisis support, and site-specific improvements at Creek Valley and Kuhlman Stadium, backed by a long-term sustainment plan for the next decade.
2. **Capital Technology Levy:** Invest in updated security systems and dedicated staffing for student wellness, emergency preparedness, and crisis response. Additionally, secure technical personnel for cybersecurity, ongoing monitoring, and professional development.
3. **Instructional Capacity:** Expand instructional space through high-priority projects at Edina High School, South View, Creek Valley, and Valley View. Complete previously deferred enhancements at Concord as project funding and scheduling permit.
4. **Strategic Land Acquisition:** Acquire land for future development to address long-term enrollment strategies ensuring the district is positioned for future growth.

Edina High School

Following extensive collaboration with City staff, the City Council, and the Metropolitan Council, it has been determined that square footage additions to the high school are not feasible at this time. Our assessment confirms that existing sanitary sewer infrastructure limitations in this area of the City will not support additional capacity until regional enhancements are completed, which are currently not projected to begin until 2035.

As a result, the District has shifted its approach to exploring internal facility reconfigurations. In collaboration with our architects and construction partners, we have identified potential opportunities for repurposing existing space within the current footprint, which is presented here for Board discussion and reaction. This option offers a path to create approximately 10 additional classrooms—addressing some of the capacity constraints and teacher workspace shortages—while simultaneously modernizing essential instructional environments for Science and Career and Technical Education (CTE) programming.

The options explored by the administration and its partners include: an addition to the high school that would be small enough to be considered de-minimus by the City (3 classrooms), the re-conversion of flexible learning spaces back into classrooms (3-4 classrooms), the conversion of certain non-gymnasium athletic spaces into classrooms (7 classrooms) and the conversion of a gymnasium into a multi-story arrangement of instructional spaces and classrooms. The latter two options have not been studied in great depth due to the extreme cost, severe impacts on other programs at the site, and/or both.

As options are reviewed, the District is committed to engaging school administration and staff to weigh the pros, cons, and operational impacts of each approach before arriving at a final recommendation.

Note: High School conversion would require additional monies to support any extracurricular programs that would be impacted.

Clarity on Kuhlman

In March 2026, the Board was presented with a series of potential enhancements to Kuhlman Stadium designed to improve campus safety, security, and visitor amenities. The proposed improvements included enhanced security features, a new north-end facility with indoor restrooms, separate home and away ticketing areas, and modernized concession services.

With support from district partners, including Wold Architects and Engineers and Kraus-Anderson, three options were developed, varying in scope, size, and cost. During the discussion, the majority of Board members expressed support for the safety and security enhancements, indoor restrooms, dedicated home and away ticketing, and updated concession facilities. Board members indicated a preference for the more modest options, reflecting concerns about overall project costs, tax impact, and the desire to prioritize resources for classroom instruction and site-specific educational needs.

The options originally designed by Wold included not only a new building structure, but also additional bleachers and seating, a retaining wall and improvements to the baseball/softball field on McCarthy Field, the addition and improvement of walkways connecting the various athletic amenities on the campuses, insulated storage under the bleachers, replacement of turf fields, enhanced field lighting, and more.

In August 2026, the Board directed the administration to work with Wold Architects and Engineers to develop more detailed cost information for each proposed enhancement, which is provided below:

- A standalone structure at the North end of Kuhlman Stadium that would provide for indoor restrooms, concession, and ticketing facilities would likely cost between \$600-650 per square foot in construction cost. A two-story structure with 5,000 square feet per floor for a total of 10,000 square feet is estimated to cost approximately \$15,000,000, and would include increased safety and security systems (i.e. cameras), renovations to the entrance and the small structures behind the home fan bleachers, modernized bathrooms, and updated concessions.
- Cost information pertaining to non-building structure enhancements at Kuhlman included:

- Turf replacements - \$2,360,000
- Seating/bleacher enhancements - \$2,450,000
- Parking lot reconfiguration - \$330,000
- Pathway lighting - \$300,000
- Fencing - \$32,000
- Sidewalks/walkways - \$310,000
- Field lighting - \$650,000
- Retaining wall - \$375,000
- Earth work - \$2,400,000

Note: In addition to the current proposal, district staff would ask the school board to consider the seating and bleacher enhancements, which would add approximately \$2,450,000

Status of Land Acquisition

Prior to considering whether a non-district-owned site was available for future building, construction on a district-owned property, as well as renovating and repurposing existing space at the Edina Community Center were considered.

Of the district-owned properties reviewed, Cornelia Elementary and Creek Valley Elementary are the only sites with sufficient acreage to accommodate future development. Both sites have more than six acres of potentially developable land, with additional capacity possible through adjacent city-owned property.

Creek Valley Elementary is not considered to be a viable option due to infrastructure constraints. City engineering staff have indicated that available sewer capacity in that area is extremely limited and insufficient to support a significant educational facility.

As a result, Cornelia Elementary is the only district-owned site with the infrastructure necessary to support future development. The 14.3-acre site is adjacent to an additional 4.3 acres of city-owned land, creating flexibility for a range of facility configurations. Preliminary site studies suggested that approximately 7 to 10.5 acres could be available for development, depending on design considerations.

To better understand potential opportunities, administration completed

several conceptual "test fit" exercises to visualize how a future facility might be accommodated on the site, and presented the information to the School Board for consideration.

Non-District Owned Land:

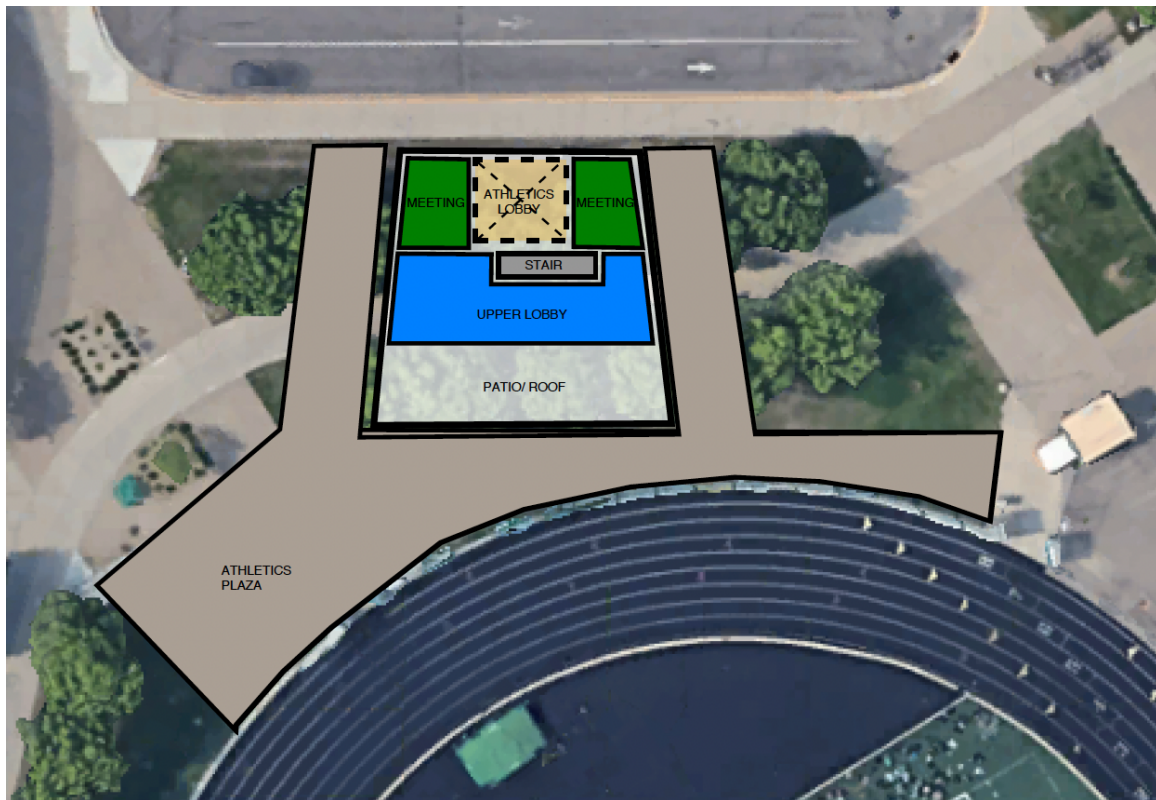
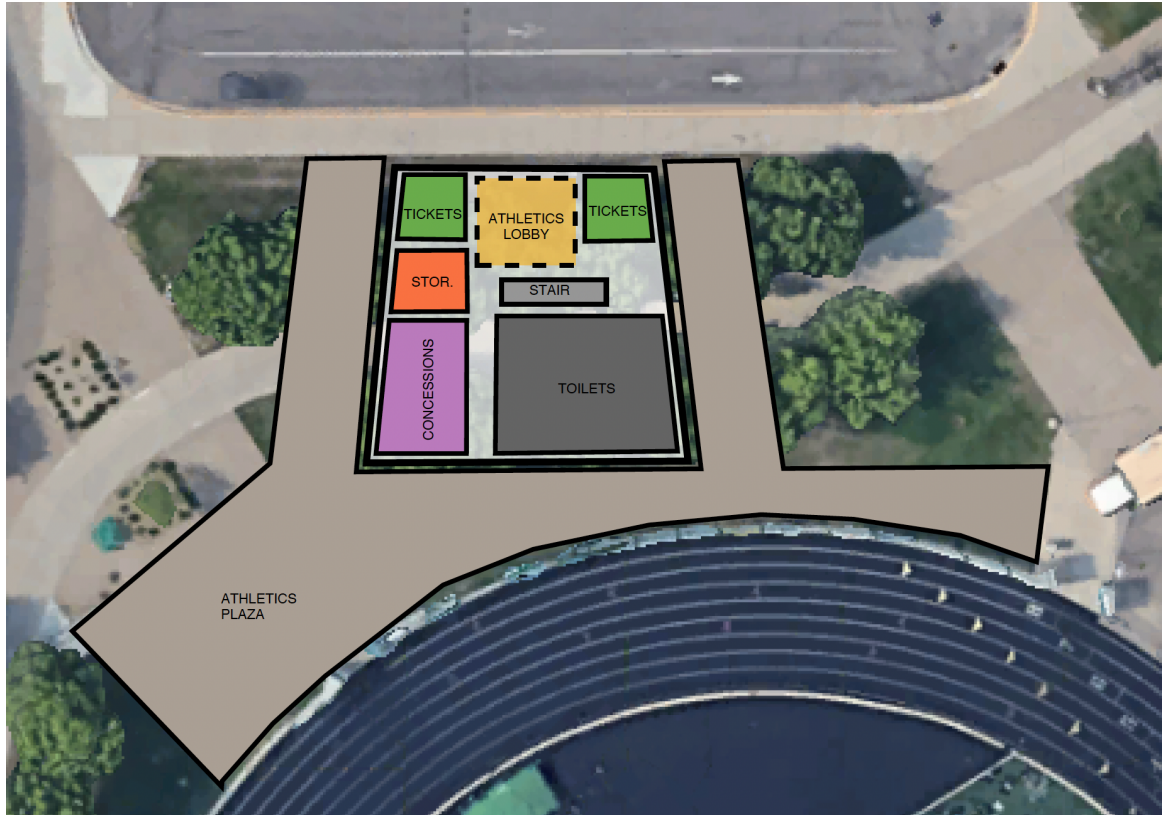
There is an extreme lack of parcels available in the City of Edina large enough (more than 5 acres) to accommodate a new early learning facility. The administration reviewed more than 28 sites in coordination with the City, evaluating each for parcel size, level of difficulty, assessed valuation, and overall feasibility. The sites reviewed span all areas of Edina and include district-owned land, City-owned parcels, houses of worship, office buildings, and potential assemblies of residential properties.¹

Following a comprehensive evaluation of potential sites, a committee, made up of school board members and administration, identified non-district-owned properties for further consideration.

District representatives are working closely with property owners, developers, city officials, architects, and engineers to evaluate the overall feasibility, including development requirements, infrastructure considerations, project costs, and long-term suitability. This collaborative process will help determine whether the properties can effectively support the District's educational and operational needs.

We would recommend the Board consider acquiring land for future development to address long-term enrollment strategies and early learning requirements, ensuring the district is positioned for future growth.

¹ Initial list of properties that was provided April 23, 2026 to the School Board.



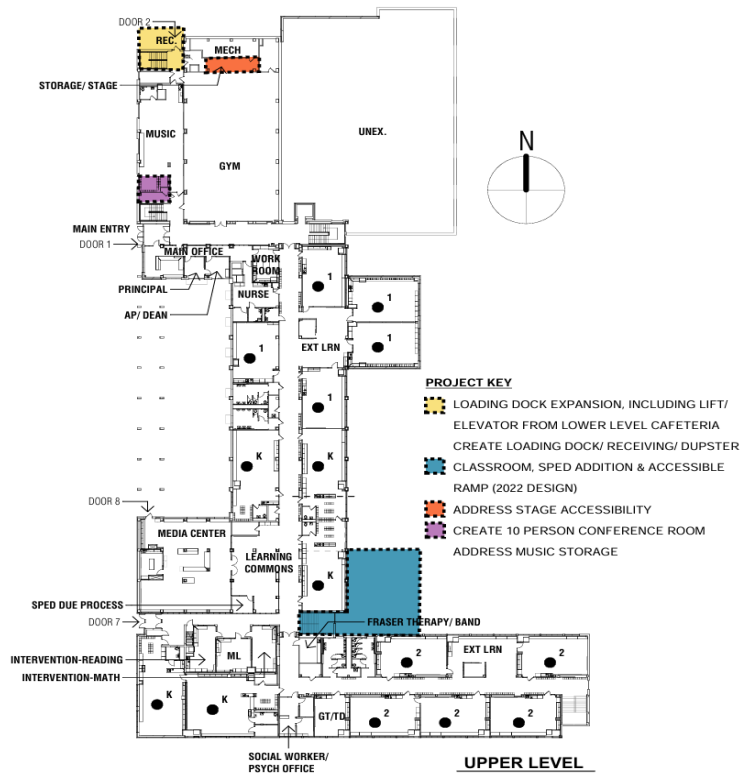
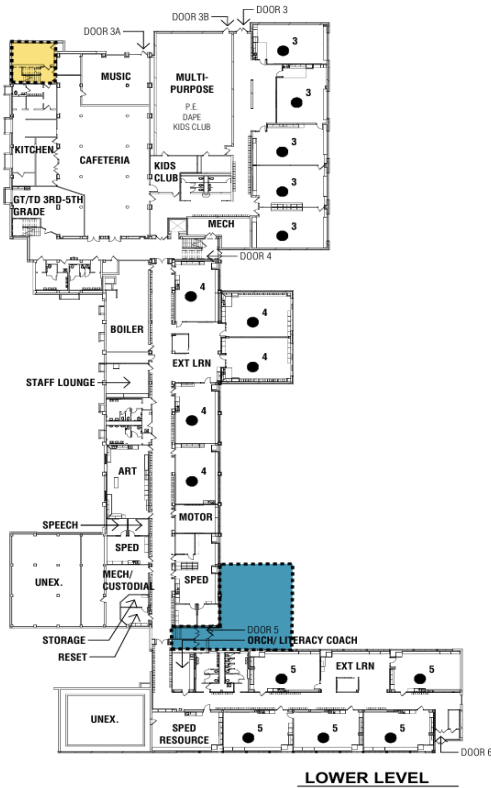
Morris-Leatherman Resident Survey

In August and September 2026, the Morris Leatherman Company conducted a residential survey to gauge community perspectives on Edina Public Schools. The questionnaire evaluated public opinion on key areas, including educational quality, district leadership performance, and communication transparency. A significant portion of the inquiry focused on financial stewardship, assessing support for property tax increases or capital projects levies to fund facility upgrades. Residents were also asked to weigh in on specific strategic investments, including safety and security enhancements, Kuhlman Stadium improvements, the development of a new Early Learning and Family Center, and the expansion of early learning programs.

By collecting demographic data and communication preferences, the District will gain deeper insight into constituent priorities, providing the School Board with a data-driven tool to align long-term facility planning with community values. Detailed survey results will be presented by Peter Leatherman at the October 12, 2026, School Board Work Session.

Other Drawings - Concord, Creek Valley, South View, Valley View





Miscellaneous Questions Asked the City of Edina

Over the past two years, Edina Public Schools administration has collaborated closely with representatives from the City of Edina, the Metropolitan Council, and our architectural and engineering partners to rigorously assess the feasibility of district-wide facility enhancements. These efforts have encompassed an evaluation of potential additions to existing schools, as well as a comprehensive review of both district-owned and non-district-owned properties.

Throughout this process, several critical topics have emerged, including infrastructure capacity—specifically regarding Sewer Availability Charges (SAC) units—long-term programming needs, and the respective roles of the School Board and City officials in decision-making. To ensure transparency and strategic alignment, we have consolidated the key questions and responses stemming from these discussions below for the Board's review.

1. **Would the Met Council, which makes SAC determinations, be willing to deviate from their ["Gross Square Foot SAC Criteria"](#) for District developments?**

No

2. **Does the City always rely upon the Met Council determination during its permitting process?**

Yes, this is the only governance mechanism we know of that aligns MCES and municipal flow growth.

3. **Has the City ever allowed development when the City's available SAC was less than the determination made by the Met Council?**

Not to our knowledge. SAC represents peak flows of a building, we measure all flows, average daily flows, and estimate peak flows using Met Council peaking factors, so they are not quite equivalent measures.

The specific evaluations that led to the decision on the NW area are described in more detail 5 below.

4. **Could the City Council accept the potential risks of development without additional infrastructure, and approve the District's desired development anyway?**

Yes the City could make the decision but this would be a policy decision to accept unknown risks in the interim before service improvements are made. Staff would not recommend that.

5. It was mentioned that the City administration previously explored directing sewage from the northwest part of the city to an interceptor in Minnetonka, which would create development capacity in the "orange" area. **Can you provide a brief description of what this project entails (scope, cost, potential timeline from start to completion)?**

- [Comprehensive Plan Appendix D3](#) describes capacity limitation on the South Trunk line; that study was [updated](#) for potential development along the line in 2024. This update looked at a variety of scenarios for development, including flow growth at the High School.
- A brief review of these studies leads us to the conclusion that even if this were fruitful, there are still capacity constraints downstream that we estimate won't be served until 2035.
- A companion analysis from Minnetonka reviewed existing capacity for a minor development demand increase in the Minnetonka system, not a sanitary extension to a regional line. This study needs to be developed before any intercommunity agreement could be structured.
- These ideas were not developed any further since the Lincoln developer indicated they would not advance the development proposal.
- Any potential project would build a lift station in Edina to pump flows into Minnetonka. Flows would enter a different Met Council Regional Sanitary Sewer Line. Pipes size increases and lift station work would most likely be required in Minnetonka to support this

idea. It was clear that Minnetonka and the Met Council would not fund this work.

6. Assuming it's still feasible, what would be required to revisit that project?

This needs more study and city staff intend to do that work with the Comprehensive Plan in the next year or two.

7. Could that project yield capacity for 150-180 SAC?

Unknown but likely, for the line down to Cahill/100. Restating 5 above; that still leaves capacity constraints downstream of the high school site that we estimate won't be served until 2035.

8. The District is also interested in minor additions at Creek Valley (5,000-9,000 sq ft) and Valley View (6,500-8,500). Neither involves plans to have more occupants (students or staff). **Would the City administration support these projects *without* infrastructure improvements in the area?**

City staff would likely support this proposal based on our knowledge of existing capacities in that part of our sanitary sewer collection system. We believe these two relatively modest projects would be unlikely to cause issues like basement flooding, if the two projects are limited to the sizes described in your question. Staff can provide a more definitive response when we examine more precise plans for the projects.

Also, I should add that this response is solely limited to staff judgment around sanitary sewer system capacities. This project – wherever it is ultimately sited – is also subject to City planning and zoning regulatory review, which will involve review and approval by the Planning Commission and City Council through a conditional use permit.

9. What steps would the District need to take for the City Council to formally consider this question and provide a definitive answer? What would be a reasonable timeline for that process?

The Planning Commission and City Council must review and approve the School District's proposed project with a conditional use permit.

That process can take anywhere from 3-4 months to get through the City's normal regulatory review processes. Prior to that process, City staff would request a SAC determination from the School District to verify if the sanitary sewer capacity can support the capacity demands of this project.

10. The District is exploring the potential acquisition of properties within the "orange" area. These properties currently have SAC assigned to them. If the District acquired them and wished to redevelop the property, and the additional SAC was in the ~30-40 range, **would the City administration support such a project *without* infrastructure improvements in the area?**

This amount of flow growth increase to a single applicant in one (1) year is not de minimis.

11. **What steps would the District need to take for the City Council to formally consider this question? What would be a reasonable timeline for that process?**

The Planning Commission and City Council must review and approve the School District's proposed project with a conditional use permit. That process can take anywhere from 3-4 months to get through the City's normal regulatory review processes. Prior to that process, City staff would request a SAC determination from the School District to verify if the sanitary sewer capacity can support the capacity demands of this project.

12. **Could the City Council accept the potential risks of development (at the High School) without additional infrastructure, and approve the District's desired development anyway?**

As the elected leaders of our City government, the City Council could conceivably accept the risk of massive basement flooding, for example, that may result from risky infrastructure decisions. City staff would do everything in our professional powers to advise the Council against making a decision about sanitary sewer capacity that carries an inordinately high-risk profile.

13. What steps would the District need to take for the City Council to formally consider this question and provide a definitive answer, and what would be a reasonable timeline for that process?

Decisions around utilities capacities are made at the staff level. Judgments about risk and vulnerabilities are determined based on the facts. There is not a formal appeal process for a project advocate to pursue to appeal a factual decision of City staff on this question.

14. Some consider the high school expansion (66,000 sq ft / 16 classrooms) a priority above all others. Would the City allow the District to add some if not all of the 66,000 square ft at the highschool if it does not add (if allowed) square footage at Creek Valley and/or Valley View?

No. City staff do not believe there is sufficient sanitary sewer capacity for a project of this size and that location. Also, there are no City plans to increase that capacity within the next five-year period. We would advise the Metropolitan Council, Planning Commission and the City Council of our concerns and let the elected and appointed officials determine the project's future.

Option 1: Identified projects at Concord, Creek Valley, South View, Valley View and Kuhlman; District-Wide Safety & Security Infrastructure; Increase Capital Levy by 1.4%. ***No land acquisition and no high school space conversion.***

Concord:	\$10,500,000
Creek Valley:	\$12,200,000
South View:	\$25,000,000
Valley View:	\$13,000,000
Kuhlman:	\$15,000,000

Safety & Security	\$15,000,000
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Total: **\$90,700,000**

Capital / Tech Levy	1.4% increase
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Estimated Tax Impact: \$12.50 per month based on an average home price in Edina

Option 2: Identified projects at Concord, Creek Valley, South View, Valley View and Kuhlman; District-Wide Safety & Security Infrastructure; Increase Capital Levy by 1.4%; \$14,000,000 for land acquisition. ***Land acquisition, but no High School conversion.***

Concord:	\$10,500,000
Creek Valley:	\$12,200,000
South View:	\$25,000,000
Valley View:	\$13,000,000
Kuhlman:	\$15,000,000

Safety & Security	\$15,000,000
Land Acquisition	\$14,000,000

Total: **\$104,700,000**

Capital / Tech Levy	1.4% increase
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Estimated Tax Impact: \$13.00 per month based on an average home price in Edina

Option 3: Identified projects at Concord, Creek Valley, South View, Valley View and Kuhlman; District-Wide Safety & Security Infrastructure; Increase Capital Levy by 1.4%; \$14,000,000 for land acquisition; and High School space conversion. ***Land acquisition and High School conversion.***

Concord:	\$10,500,000
Creek Valley:	\$12,200,000
South View:	\$25,000,000
Valley View:	\$13,000,000
Kuhlman:	\$15,000,000

Safety & Security	\$15,000,000
Land Acquisition	\$14,000,000
High School Conversion	\$11,500,000

Total: **\$116,200,000**

Capital / Tech Levy	1.4% increase
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Estimated Tax Impact: \$13.75 based on an average home price in Edina

Option 4: Identified projects at Concord, Creek Valley, South View, Valley View and Kuhlman; District-Wide Safety & Security Infrastructure; Increase Capital Levy by 1.4%; and High School space conversion. ***High School conversion, but no land acquisition.***

Concord:	\$10,500,000
Creek Valley:	\$12,200,000
South View:	\$25,000,000
Valley View:	\$13,000,000
Kuhlman:	\$15,000,000

Safety & Security	\$15,000,000
High School Conversion	\$11,500,000

Total: **\$102,200,000**

Capital / Tech Levy 1.4% increase

Estimated Tax Impact: \$13.00 based on an average home price in Edina

Option 5: Identified projects at Concord, Creek Valley, South View, Valley View; District-Wide Safety & Security Infrastructure; Increase Capital Levy by 1.4%; and High School space conversion. ***High School conversion, but no land acquisition or Kuhlman Stadium modernization.***

Concord:	\$10,500,000
Creek Valley:	\$12,200,000
South View:	\$25,000,000
Valley View:	\$13,000,000

Safety & Security	\$15,000,000
High School Conversion	\$11,500,000

Total: **\$87,200,000**

Capital / Tech Levy 1.4% increase

Estimated Tax Impact: \$102,200,000 Bond + 1.4% increase = \$13.00 based on an average home price in Edina

Notes:

- Estimates are from April 2026 and are conservative in nature. Final tax impacts are to be determined and will fluctuate based on the final scope of proposed projects and final tax values determined by Hennepin County.
- High School conversion would require additional monies to support any extracurricular programs that would be impacted.

Item	Board Discussion and/or Action	Apr 13, 2027 Election	Board Discussion and/or Action	May 11, 2027 Election
Submit Review & Comment materials to MDE (Board approval required)	- September 22 Work Session Discussion - October 12 Board Meeting Discussion - November 9 Board Meeting Approval	Nov 24, 2026	- October 20 Work Session Discussion - November 9 Board Meeting Discussion - December 7 Approval	Dec 22, 2026
Combine Polling Places	- October 20 Work Session Discussion - November 9 Board Meeting Discussion - December 7 Approval	Dec 7, 2026	- October 20 Work Session Discussion - November 9 Board Meeting Discussion - December 7 Approval	Dec 7, 2026
Adopt Resolution Calling the Election (≥84 days prior)	- November 17 Work Session Discussion - December 7 Board Meeting Discussion - January 11 Board Meeting Approval	Jan 19, 2027	- December 15 Work Session Discussion - January 11 Board Meeting Discussion - February 8 Board Meeting Approval	Feb 16, 2027
Receive MDE Review & Comment (target)	- December 15 Work Session Discussion - January 11 Board Meeting Discussion - February 8 Board Meeting Approval	Feb 12, 2027	- January 19 Work Session Discussion - February 8 Board Meeting Discussion - March 8 Board Meeting Approval	Mar 12, 2027
Board public meeting on MDE response (prior to election)	January 11 Board Meeting	Feb 2, 2027	February 8 Board Meeting	Mar 2, 2027
Election Date	Apr 13, 2027	Apr 13, 2027	May 11, 2027	May 11, 2027