



Future Ready. Community Strong.

Board Retreat Meeting Agenda

Diamondhead Education Center

200 W. Burnsville Parkway

Burnsville, MN, 55337

July 8, 2019

6:00 PM

to 8:00 PM

- I. Welcome
- II. Receive Facility Study Report 2
Presenter: Dr. Roger Worner, Dr. Kay Worner, and Dr. Kelly Smith
- III. Adjourn

Burnsville-Eagan-Savage School District 191

Organizational Analysis Study 2019



now joined with
Springsted and Umbaugh



Presented to School Board
July 2019

Dr. Roger B. Worner
Dr. Kay Worner



now joined with
Springsted and Umbaugh



Organizational Analysis Review

Mission and Tasks

4 District Overview and Enrollment Trends

Finances

Programs, Services & Staffing

Facility Educational Adequacy Study

Recommendations





Mission and Tasks Related to the Study

Why the Study was Needed

- Ascertain the status of the School District
- Enhance operational efficiency and effectiveness
- Provide recommendations to enhance cost effectiveness in an environment of rising cost and decrease in funding



Mission and Tasks Related to the Study

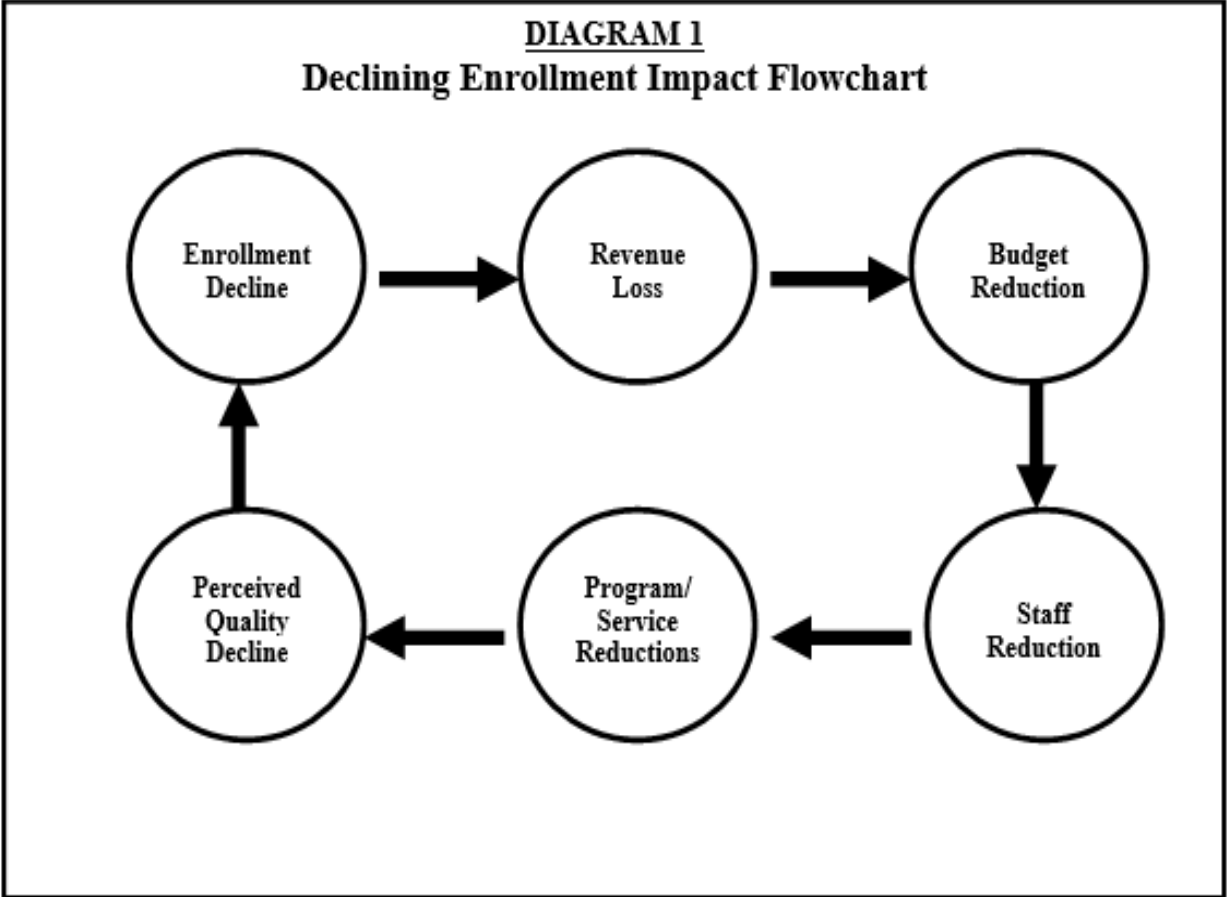
Key Elements to Understanding Educational Adequacy

- Interview of Stakeholders
- Analyze district enrollment, finance, program, services and staffing
- Review, analysis and comparison of State, Peer and Average District data
- Facility tour and evaluation



District Overview and Enrollment Trends

- District Size
- Enrollment Trends Actual and Projected
- Student Migration In and Out
- Non-Public, Charter and Home School Impact
- Other Demographic Data



**TABLE 1
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
ENROLLMENT
2018-19**

<u>Grade</u>	<u>Enrollment</u>	<u>Rank by Size*</u>
K	532+105 = 637	7
1	616	10
2	558	13
3	598	12
4	663	3
5	617	9
6	675	2
7	613	11
8	657	5
9	629	8
10	658	4
11	647	6
12	766	1
Total	8,334	
K	637	
1-5	3,052	
6-8	1,945	
9-12	2,700	
Total	8,334	
Largest three-grade level enrollment span: grades 10-12 = 2,071 students Smallest three-grade level enrollment span: grades 1-3 = 1,772 students		
*Ranks, Enrollment Grade by Grade Level, by Largest (1) to Smallest (13).		

TABLE 2

BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191

ACTUAL PAST ENROLLMENT

2010 / 2018-19

<u>District</u>	<u>09-10</u>	<u>10-11</u>	<u>11-12</u>	<u>12-13</u>	<u>13-14</u>	<u>14-15</u>	<u>15-16</u>	<u>16-17</u>	<u>17-18</u>	<u>18-19</u>	<u>Change</u>
#191	9,858	9,694	9,554	9,473	9,332	9,211	8,977	8,804	8,554	8,334	-1,524

TABLE 3

BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191

ENROLLMENT PROJECTIONS

2018-19 / 2023-24

<u>District</u>	<u>18-19</u>	<u>19-20</u>	<u>20-21</u>	<u>21-22</u>	<u>22-23</u>	<u>23-24</u>	<u>Change</u>
#191	8,334	8,233	8,067	7,902	7,769	7,598	-736

TABLE 4
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 OPEN ENROLLMENT
 2017-18

<u>District</u>	<u>In-Migration</u>	<u>Out-Migration</u>	<u>Net</u>
#191	+598	-2,154	-1,556

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TABLE 4-A
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 NON-PUBLIC, CHARTER SCHOOL, AND HOME SCHOOL ENROLLMENT
 2017-18

<u>District</u>	<u>Non-Public</u>	<u>Charter</u>	<u>Home</u>	<u>Total</u>
#191	-585	-417	-246	-1,248

TABLE 4-B
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 POPULATION TOTAL AND 0-14 AGE ACTUAL AND PROJECTED
 2000 – 2020

<u>Category</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>Change</u>	<u>% Change</u>
Population Total	66,166	66,748	67,370	69,894	75,535	+9,369	+14.2%
0-14 Age Group	15,617	15,001	14,287	13,769	13,133	-2,484	-15.9%
0-14 Age % Population	23.6%	22.5%	21.2%	19.7%	17.8%	-5.8%	-24.6%



Finances

- State of Minnesota Funding
- Financial Analysis
- Five Year Comparative Expenditures
 - District
 - State
 - Peer Group
- Unreserved General Fund Balance
- Sources of General Fund Revenue

TABLE 5
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 GENERAL FUND REVENUES, EXPENDITURES, FUND BALANCES
 2012-13 / 2017-18

<u>Fiscal Year</u>	<u>Revenue</u>	<u>Expenditure</u>	<u>Fund Balance</u>
2012-13	\$112,096,004	\$110,325,578	\$23,513,831
2013-14	\$114,381,341	\$116,179,878	\$21,960,591
2014-15	\$118,595,443	\$120,386,631	\$20,677,866
2015-16	\$120,543,172	\$120,269,787	\$21,629,697
2016-17	\$124,402,930	\$126,130,083	\$20,116,731
2017-18	\$125,781,093	\$130,123,536	\$15,815,204
Change	+\$13,685,089	+\$19,797,958	-\$7,698,627
% Change	+12.2%	+17.9%	-32.7%

TABLE 7
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 GENERAL FUND UNRESERVED FUND BALANCE/ADM
 2011-12 / 2017-18

	<u>2011-</u> <u>12</u>	<u>2012-</u> <u>13</u>	<u>2013-</u> <u>14</u>	<u>2014-</u> <u>15</u>	<u>2015-</u> <u>16</u>	<u>2016-</u> <u>17</u>	<u>2017-</u> <u>18</u>	<u>% Change</u>
<u>District</u>	1,578	1,781	1,884	1,765	1,863	1,738	1,289	-18.3%
<u>State</u>	1,535	1,505	1,612	1,677	1,726	1,741	1,750	+14.0%



Programs, Services and Staffing

- Elementary Class Sizes
- Secondary Class Section Sizes
- Senior High School Credit Offerings
- Secondary School Offerings
- Instructional Support Services
- Staffing
- Special Education

TABLE 9
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 ELEMENTARY CLASS SIZES
 2018-19

<u>School</u>	<u>Less than 20</u>	<u>20-25</u>	<u>26-29</u>	<u>30 or larger</u>	<u>Total</u>
K-5	45	62	36	5	148
%	30.4%	41.9%	24.3%	3.4%	100.0%

TABLE 10
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
SECONDARY CLASS SIZES
2018-19

<u>School</u>	<u>Less than 20</u>	<u>20-25</u>	<u>26-29</u>	<u>30 or larger</u>	<u>Total</u>
Middle School*	118	147	178	167	610
%	19.3%	24.1%	29.2%	27.4%	100.0%
High School	69	79	87	241	476
%	14.5%	16.6%	18.3%	50.6%	100.0%

*Does not include special education class sections. Does include Blaze Time Sections.

TABLE 13
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT#191
 TOTAL LICENSED INSTRUCTIONAL AND PROFESSIONAL STAFF (FTE)
 2011-12 / 2017-18

<u>Category</u>	<u>2011-12</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>
Licensed Instructional	617	602	-15	-2.4%
Licensed Professional	711	759	+48	+6.8%

TABLE 16
 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
 DISTRICT AND STATE PERCENT SPECIAL EDUCATION,
 LEP, AND FREE/REDUCED MEALS
 2011-12 / 2017-18

	<u>District #191</u>		<u>State</u>	
	<u>2011-12</u>	<u>2017-18</u>	<u>2011-12</u>	<u>2017-18</u>
Percent Special Education	14.7%	16.7%	14.6%	15.3%
Percent Limited English Proficient	15.8%	16.9%	7.8%	8.4%
Percent Eligible for Free/Reduced Meals	40.7%	50.6%	37.1%	37.1%



Educational Adequacy of School Facilities

- Importance of School Facilities
- Guidelines for School Facilities
- Overview
- Facility Observations

TABLE 17
SELECTED GUIDELINES FOR SCHOOL FACILITIES

<u>Site</u>	<u>Acreage</u>	<u>Square Foot Per Student</u>		
Elementary	10	100 SF – 110 SF		
Middle School	20	48 SF or 25/1200 SF		
Junior High	25	36 SF or 25/900 SF		
Senior High	35	150 – 200 SF depending upon grade organization and enrollment		
Junior-Senior High	40	150-200 SF depending upon grade organization and enrollment		
Campus (Several Schools)	40 – 60	32 SF or 25/800 SF		
PLUS				
One acre for each 100 students of estimated capacity, including additions				
<u>School Enrollment</u>	<u>Elementary SF</u>	<u>Middle Level SF</u>	<u>High School SF</u>	
Less than 500	125-155	170-200	200-225	
500-999	110-135	160-190	190-220	
For Pool Addition	10-12	10-12	10-12	
For Auditorium Addition	10-12	10-12	10-12	

TABLE 18
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
OVERVIEW OF FACILITIES
2018-19

<u>School</u>	<u>Construction /Additions</u>	<u>Square Feet</u>	<u>Enrollment</u>	<u>Sq. Ft./ Student</u>
Burnsville HS	<u>1955 / '58, '62, '71, '76, '80, '93, '98, '16</u>	524,283	2,417	216.9
Burnsville Alt. HS	<u>1961 / '71</u>	60,952	155	393.2
Eagle Ridge MS	<u>1996</u>	132,000	698	189.1
Metcalf MS	<u>1966 / '16</u>	163,372	609	268.3
Nicollet MS	<u>1970 / '95, '95</u>	188,772	635	297.3
Edward Neill Elem.	<u>1968 / '95</u>	68,550	352	194.7
Gideon Pond Elem.	<u>1965 / '95</u>	75,700	478	158.4
Harriet Bishop Elem.	<u>1996</u>	78,107	467	167.3
Hidden Valley Elem.	<u>1989</u>	89,525	391	229.0
Marion Savage Elem.	<u>1950 / '54, '57, '61, '63, '65, '71, '90, '92</u>	82,700	328	252.1
Rahn Elem.	<u>1969 / '95, '16</u>	67,448	270	249.8
Sioux Trail Elem.	<u>1964 / '95</u>	75,790	303	250.1
Sky Oaks Elem.	<u>1975</u>	85,850	391	219.6
Vista View Elem.	<u>1963 / '95</u>	80,069	338	236.9
William Byrne Elem.	<u>1967 / '95, '16</u>	79,856	431	185.3
River Ridge Education Center	<u>1978</u>	12,054		
Diamondhead Education Center	<u>1971</u>	140,000		

TABLE 20

BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191

UTILITY EXPENSE BY BUILDING SQUARE FOOTAGE

2017-18

<u>School</u>	<u>Utility Costs</u>	<u>Square Feet</u>	<u>Enrollment</u>	<u>Cost/Sq.Ft.</u>
Burnsville HS	\$504,297	524,283	2,417	\$0.96
Burnsville Alt. HS	\$69,129	60,952	155	\$1.13
Eagle Ridge MS	\$121,212	132,000	698	\$0.92
Metcalf MS	\$178,573	163,372	609	\$1.09
Nicollet MS	\$180,609	188,772	635	\$0.96
Edward Neill Elem.	\$73,609	68,550	352	\$1.07
Gideon Pond Elem.	\$76,943	75,700	478	\$1.02
Harriet Bishop Elem.	\$99,493	78,107	467	\$1.27
Hidden Valley Elem.	\$74,612	89,525	391	\$0.83
Marion Savage Elem.	\$78,989	82,700	328	\$0.96
Rahn Elem.	\$75,877	67,448	270	\$1.12
Sioux Trail Elem.	\$71,319	75,790	303	\$0.94
Sky Oaks Elem.	\$61,231	85,850	391	\$0.71
Vista View Elem.	\$67,559	80,069	338	\$0.84
William Byrne Elem.	\$77,954	79,856	431	\$0.98
River Ridge Education Center	\$21,194	12,054		\$1.76
Diamondhead Education Center	\$158,943	140,000		\$1.14



Recommendations

- Facilities
 - Close two elementary schools effective at the conclusion of the 2019-20 organizational year.
 - Close one middle school effective at the conclusion of the 2019-20 organizational year.
 - Market and sell the Diamondhead Education Center and relocate the facility's staff, programs, and services to the closed middle school as expeditiously as possible.
 - Reconfigure the grade level organizational configuration at the elementary school level from P-K-5 to P-K-2 and 3-5 as expeditiously as possible.



Recommendations

- Task Forces and Studies
 - Create a Facility (Closing) Task Force to identify two elementary schools and one middle school for closure.
 - Create a Strategic Planning Task Force to expand the scope and detailed plans for addressing the organization’s highest priority needs.
 - Commission a study to reconfigure the School District’s attendance boundaries.



Recommendations

- Task Forces and Studies (cont.)
- Commission a study or create a task force to examine the nature of and strategic approaches to address student open enrollment out-migration.
- Create an internal work group to develop a plan for marketing the School District and, more particularly, the middle schools' and high school's programs, services, opportunities, and environment.



Recommendations

- Procedures
 - Restrict in-district open enrollment opportunities for the ensuing school year to March 15 of the prior year.
 - Eliminate or significantly restrict elementary school magnet programs.
 - Seek authorization from the Minnesota State Legislature to allocate to the General Fund budget the net proceeds acquired from the sale of school properties for the purpose of enhancing the school district's communities. (Logic: The proposal will reduce unused, excess, non-taxable school properties and, in their stead, create through economic development properties that are taxable and provide both service benefits and potential tax relief to the school district's residents).



Questions and Comments

ATTENTION

DISCLAIMER

The information provided here is of a general nature and is not intended to address the specific circumstances of any individual or entity. In specific circumstances, the services of a professional should be sought.

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Burnsville-Eagan-Savage School District # 191

July 2, 2019

Dr. Roger B. Worner & Dr. Kay Worner

July 2, 2019

Dr. Theresa Battle, Superintendent
Burnsville-Eagan-Savage School District #191
200 West Burnsville Parkway
Burnsville, Minnesota 55337

Re: **Educational Programming and Facility Review**

Dr. Battle and School Board Members:

On behalf of Baker Tilly Municipal Advisors, I am pleased to present our final Educational Programming and Facility Review report for your consideration and planning. In collaboration with Roger Worner Associates, we have undertaken to complete a thorough educational and facility review of the Burnsville-Eagan-Savage Public Schools' programs, educational adequacy of its facilities, and options for the future.

I would like to thank our consultants, Dr. Roger Worner and Dr. Kay Worner, who undertook the majority of this thorough review. Their extensive experience with this type of project proved extremely valuable throughout the review.

We look forward to responding to your questions about the report and its recommendation and would welcome the opportunity to assist the Burnsville-Eagan-Savage Public Schools with the next phases of planning once a course of action is finalized by the administration and School Board.

Thank you for the opportunity to assist you on this project.

Respectfully submitted,



Kelly D. Smith, Ed. D., Director

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Contents

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Executive Summary

Superintendent of Schools Cindy Amoroso and the School Board of Burnsville-Eagan-Savage School District #191 commissioned an Organizational Analysis Study to ascertain the status of the School District, draw conclusions, and tender recommendations that were intended to enhance the effectiveness, efficiency, and cost/effectiveness of the organization.

The Study methodology included interviews of the School District's Superintendent of Schools, School Board members, key district-level administrators, building principals, and a selection of other personnel; facility tours; School District document and data review and analysis; State of Minnesota data review and analysis; review and analysis of the average of all Minnesota School Districts' data; and review and analysis of all Minnesota peer group (like-sized) School Districts' data.

The Study focused on examining Burnsville-Eagan-Savage School District #191's enrollment and enrollment trends; finances; programs; services; staffing; facilities; and other operational components of the organization.

Document/data analyses revealed that the School District has experienced multiple, recent General Fund budget reductions; student enrollment decline, largely through Open Enrollment out-migration and the combined loss of students to charter schools, private and parochial schools, and home school settings; projected, future student enrollment decline; declining General Fund budget balances; and, as a function of student enrollment decline, heightened cost/ineffectiveness in facility utilization.

Additional documents/data reveal a School District with cost/effective class section sizes, though higher at the secondary school level; a numerically quality array of programs, services, and specialty staff members; an expansive Community Education Program; and modern, well-maintained school facilities.

Multiple recommendations are tendered based on Study findings/conclusions to enhance the organization's cost/effectiveness.

1. Chapter I. Geographic Setting

Burnsville-Eagan-Savage School District #191 is a suburban school district located in the Minneapolis-St. Paul metropolitan area and, more specifically, due south of the City of Minneapolis. The School District is situated, in part, in Dakota and Scott Counties. The two primary communities located in the geographic boundaries of the School District are the City of Burnsville and the City of Savage. The current estimated population of the School District is 72,007 residents.

According to the U.S. Census Bureau, the estimated population of the City of Burnsville was 61,302 residents in 2017. According to the U.S. Decennial Census, the 2017 estimated population of the City of Savage was 31,352.

Burnsville-Eagan-Savage School District #191 borders seven adjacent school districts, including the following: Lakeville School District #194; Rosemount-Apple Valley-Eagan School District #196; West St. Paul-Mendota Heights-Eagan School District #197; Bloomington School District #271; Eden Prairie School District #272; Prior Lake-Savage School District #719; and Shakopee School District #720.

The City of Burnsville is located 16.2 miles due south of the City of Minneapolis by way of Interstate-35W and 21.8 miles southwest of the City of St. Paul along Interstate-35E.

Dr. Theresa Battle is the Superintendent of Schools of Burnsville-Eagan-Savage School District #191. The School District's Superintendent and District Office staff are located at 200 Burnsville Parkway, Burnsville, Minnesota 55337. Superintendent Battle and the School Board of Burnsville-Eagan-Savage Schools conduct their regular and special meetings of the School Board at the 200 Burnsville Parkway, Burnsville, Minnesota facility location.

The largest employers in Burnsville-Eagan-Savage School District #191 include Independent School District #191, Fairview Ridges Hospital, UTAS Sensor Systems, Northern Tool Plus Equipment, Pepsi-Cola Bottling, YRC, Mackin Educational Resources, Cub Foods, Frontier Communications, and AMS Holding. Beside K-12 education, manufacturing is the second largest industry.

According to the Burnsville Chamber of Commerce website, the median family income is \$78,129, while the median household income is \$63,688. Sources of resident employment include the following: management or professional occupations (39.0%); sales (28.0%); service industries (15.3%); production and transportation (10.1%); and construction (5.2%). Several residents of the School District commute to other communities/localities in the Minneapolis-St. Paul metropolitan area for employment.

2. Chapter II. District Size and Enrollment Trends

Introduction

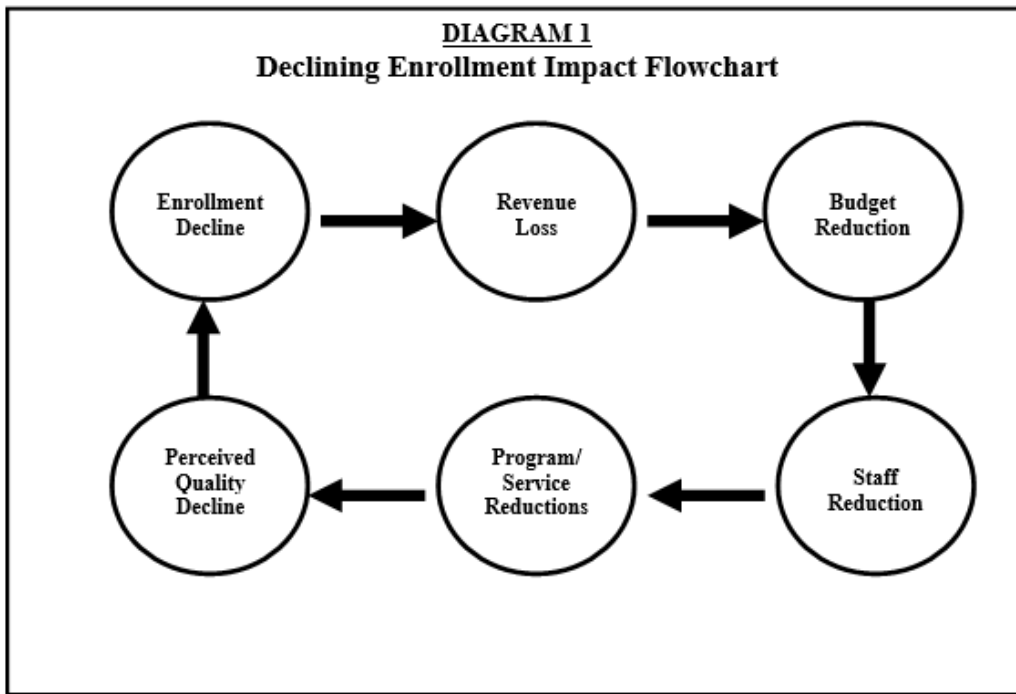
In State of Minnesota school districts, district size and enrollment trends are the two most significant variables that impact the long-term financial condition and programmatic viability of all educational enterprises, whether they are large, urban school districts, medium-sized or large suburban school districts, large, rural educational organizations, or remote, small school systems. While Burnsville-Eagan-Savage School District #191's organizational size has presented itself as an immense asset, the school district's enrollment trends have had and continue to have deleterious consequences for its finances and, increasingly, its class sizes, programs, services, staffing, and facilities.

The size of the school district under-girds the status of the school enterprise. Those school districts with large critical student masses have substantially greater prospects for "survivability" than do small critical student mass school districts, displaying greater latitude in, resiliency to, and flexibility for recovering from unanticipated events or conditions that could jeopardize an organization's long-term viability. Events such as high inflation, failure by the State of Minnesota to fulfill its (promised) funding obligations, increases in unfunded mandates, modest funding increases by the State of Minnesota, enrollment decline, changes in technology, new statutory requirements, and similar events have the capability of negatively impacting an organization's effectiveness, efficiency, cost/effectiveness, and the overall real or perceived quality of a school district.

The enrollment trends that have occurred in school districts over a multi-year span of time are highly critical variables in gauging and projecting the future status and viability of school organizations. Enrollment is the dominant variable which drives the funding of school districts in the State of Minnesota and virtually all other states. Enrollment trends (growth, stability, and decline) are the harbingers of change in the school district's budget, budget reserves, tax rates, class sizes, staffing, program and service offerings, the need for facilities, ability to respond to further changes in State of Minnesota requirements, and the capacity of the organization to address the needs, interests, and expectations of parents, patrons, and students.



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The impact of declining enrollment on school districts is depicted in Diagram 1, revealing that—regardless of the size or location of the school district—enrollment decline consistently begets revenue decline; revenue decline begets budget reductions; budget reductions beget staffing reductions; staffing reductions beget reductions in programs and services; and the loss of programs and services begets a generalized decline in the quality of the school district and, more frequently, a further loss of student enrollment. Should student enrollment decline prove to be of such a substantial nature that organizational cost/effectiveness is further imperiled, the school district may find it prudent to engage in deeper, more unconventional budget reductions and systemic modifications, including school closings, drawing boundary lines, changes in organizational configuration, and student and staff relocations.

The cycle of declining enrollment in any school district poses a significant challenge to the organization’s leadership. Burnsville-Eagan-Savage School District #191 faces such a challenge.

District Size

Chapter II. District Size and Enrollment Trends

Table 1 of the Study delineates Burnsville-Eagan-Savage School District #191's K-12 enrollment by grade level for the 2018-19 organizational year. Table data report that School District #191 enrolled 8,334 students in grades K-12.

In 2018-19, Burnsville-Eagan-Savage School District #191 enrolled 637 students at the Kindergarten level of instruction while 3,052 students were enrolled in grades 1-5, 1,945 students were enrolled in grades 6-8, and 2,700 students were enrolled in grades 9-12.

TABLE 1		
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191		
ENROLLMENT		
2018-19		
<u>Grade</u>	<u>Enrollment</u>	<u>Rank by Size*</u>
K	532+105 = 637	7
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1-5	3,052	
6-8	1,945	
9-12	2,700	
Total	8,334	
Largest three-grade level enrollment span: grades 10-12 = 2,071 students		
Smallest three-grade level enrollment span: grades 1-3 = 1,772 students		

*Ranks, Enrollment Grade by Grade Level, by Largest (1) to Smallest (13).

Table data reveal the following significant facts:

- The School District’s largest grade level enrollments in 2018-19, respectively, were 766 students in grade 12, 675 students in grade 6, and 663 students in grade 4.
- The School District’s smallest grade level enrollments in 2018-19, respectively, were 558 students in grade 2, 598 students in grade 3, and 613 students in grade 7.
- The largest three-grade level enrollment span in the School District occurred in grades 10-12 with 2,071 students enrolled.
- The smallest three-grade level enrollment span occurred in the School District in grades 1-3 with 1,772 students enrolled.
- The School District’s largest three-grade level (grades 10-12) enrollment span was 299 students or 16.9% larger than the smallest three-grade level enrollment span (grades 1-3).
- The School District’s rank of grade levels by size suggests that the organization could anticipate student enrollment decline in the future. Four of the grade levels with the smallest enrollments are located in the six grade levels comprising K-5.
- The School District’s average grade level enrollment size during the 2018-19 school year was 641.1 students.
- Six of thirteen grade level enrollments in 2018-19 exceeded the average grade level size (641.1 students) in the School District.

Enrollment Trends: Actual

The actual past enrollment trends in Burnsville-Eagan-Savage School District #191—as reported by the School District—are reported in Table 2 for the ten year span of time from 2009-10 through 2018-19.

TABLE 2											
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191											
ACTUAL PAST ENROLLMENT											
2010 / 2018-19											
<u>District</u>	<u>09-10</u>	<u>10-11</u>	<u>11-12</u>	<u>12-13</u>	<u>13-14</u>	<u>14-15</u>	<u>15-16</u>	<u>16-17</u>	<u>17-18</u>	<u>18-19</u>	<u>Change</u>

Chapter II. District Size and Enrollment Trends

#191	9,858	9,694	9,554	9,473	9,332	9,211	8,977	8,804	8,554	8,334	-1,524
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Table data delineate the following facts:

- Over the ten-year span of time from 2009-10 through 2018-19, the School District's enrollment declined by -1,524 students or -15.5% from 9,858 students in 2009-10 to 8,334 students in 2018-19.
- Over the ten-year span of time, the School District's lowest enrollment figure was 8,334 students in 2018-19.
- Over the ten-year span of time, the School District's highest enrollment figure was 9,858 students in 2009-10.
- The School District experienced student enrollment decline in ten consecutive years from 2009-10 through 2018-19.
- The School District would be classified as a declining enrollment school district.

Enrollment Trends: Projected

Burnsville-Eagan-Savage School District #191 commissioned a projection Study entitled **Burnsville Eagan Savage, District #191: Demographic Study and Enrollment Projections**, completed in September 2016. Table 4 of the Study projected a net decline of -200 students over the four-year span of time from 2017-18 (8,927 K-12 students) to 2021-22 (8,727 K-12 students). In as much as the School District's 2018-19 student enrollment was reported at 8,334 K-12 students, the Project Consultants used as their benchmark for the School District's projected student enrollment a document produced by members of the administrative staff of Burnsville-Eagan-Savage School District #191.

For the purposes of the Study, the source document employed for the School District's enrollment projections were derived from a District Study entitled **ISD 191, 2018-2019: Enrollment and Enrollment Projections**.

Table 3 below presents enrollment projections over a five-year span of time as documented in **ISD 191, 2018-2019: Enrollment and Enrollment Projections**.

<p style="text-align: center;">TABLE 3 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 ENROLLMENT PROJECTIONS 2018-19 / 2023-24</p>							
<u>District</u>	<u>18-19</u>	<u>19-20</u>	<u>20-21</u>	<u>21-22</u>	<u>22-23</u>	<u>23-24</u>	<u>Change</u>
#191	8,334	8,233	8,067	7,902	7,769	7,598	-736

Table data reveal the following significant facts:

- The School District’s baseline enrollment during the 2018-19 school year was 8,334 K-12 students.
- Over the five-year span of time from 2018-19 through 2023-24, the School District’s enrollment was projected by School District personnel to decline from 8,334 students in 2018-19 to 7,598 students in 2023-24, representing a net loss of -736 students or -8.8% of its K-12 students.
- Over the five-year span of time, the School District student enrollment is projected to decline in five successive years.
- Incorporating data from Table 2 and Table 3, the School District’s actual and projected enrollment over the 15-year span of time from 2009-10 through 2023-24 is expected to decrease by -2,260 students or -22.9%.
- Assuming the accuracy of the School District’s five-year enrollment projections, the organization will have lost the equivalent of 90 class sections (assuming an average class section size of 25 students/section) over the 15-year span of time from 2009-10 through 2023-24.

Student In-Migration and Student Out-Migration

Parents and caregivers in the State of Minnesota are provided with an array of alternatives from which they may choose their school-aged youngsters and young adults to participate in educational programs and services in addition to the public school districts that serve their places of residency. Among those options are the Minnesota Open Enrollment Options’ Program, the Minnesota Post-Secondary Enrollment Options, Charter Schools, Non-Public Schools, Home Schools, Tuition Agreements, Non-Resident Agreements, Area Learning Centers, and others. The State of Minnesota’s Open Enrollment Options’ Program is the most popular alternative available to parents and their students.

TABLE 4 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 OPEN ENROLLMENT 2017-18			
<u>District</u>	<u>In-Migration</u>	<u>Out-Migration</u>	<u>Net</u>
#191	+598	-2,154	-1,556

Table 4 reports information on Burnsville-Eagan-Savage School District #191’s Open Enrollment In-Migration and Out-Migration during the 2017-18 organizational year.

Table data reveal the following significant facts:

- The School District “in-migrated” 598 non-resident students during the 2017-18 school year.
- The largest numbers of “in-migrating” non-resident students to the School District during the 2017-18 school year relocated from the Rosemount-Apple Valley-Eagan School District (261 students), Prior Lake School District (86 students), Lakeville School District (73 students), and Shakopee School District (44 students).
- The School District “out-migrated” -2,154 resident students during the 2017-18 school year.
- The largest numbers of “out-migrating” resident students from the School District relocated to the following, neighboring, educational organizations: Rosemount-Apple Valley-Eagan School District (1,089 students), Prior Lake School District (523 students), Lakeville School District (135 students), and Bloomington School District (119 students).
- The School District realized a net loss of -1,556 students through the Minnesota Open Enrollment Options’ Program during the 2017-18 organizational year.
- The School District’s net open enrollment student out-migration is among the highest 5% of all Minnesota school districts.
- As a result of a net loss in student enrollment through the Minnesota Open Enrollment Options’ Program in 2017-18, the School District experienced a General Fund revenue loss that would exceed \$10 million (based on a 2017-18 basic education formula allowance of \$6,188/ADM).

Non-Public, Charter, and Home School Attendance

The State of Minnesota offers additional “choice options” for parents to educate their children beyond those provided by the Minnesota Open Enrollment Options’ Program. Attendance in non-public, charter, and home school settings is available for parents (and their children) to choose as beliefs, desires, and/or opportunities may dictate.

Burnsville-Eagan-Savage School District #191’s 2017-18 resident student enrollments in non-public, charter, and home school settings are detailed below in Table 4-A.

TABLE 4-A BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 NON-PUBLIC, CHARTER SCHOOL, AND HOME SCHOOL ENROLLMENT 2017-18				
<u>District</u>	<u>Non-Public</u>	<u>Charter</u>	<u>Home</u>	<u>Total</u>
#191	-585	-417	-246	-1,248

Table data delineate the following significant facts:

- During the 2017-18 school year, the School District realized the “out-migration” of 585 resident students to non-public schools in the area. St. John the Baptist provided educational services to 217 resident students during the 2017-18 school year.
- During the 2017-18 school year, the School District reported that 417 resident students “out-migrated” to area charter schools. Aspen Academy (104 students), Minnesota Connections Academy (52 students), and Seven Hills Preparatory Academy (40 students) were those charter schools which garnered the largest number of District #191 resident students.
- During the 2017-18 school year, the School District reported that 246 resident students attended alternative programs and services in their homes (home schooling).
- School District resident students who attended non-public schools, charter schools, and home school settings during the 2017-18 school year totaled 1,248.
- The School District’s projected general education revenue loss through resident students attending non-public, charter, and home schools in 2017-18 exceeded \$7.7 million.

Other Demographic Data

An examination was made of multiple documents which divulged demographic information about the Burnsville-Eagan-Savage School District, including the **Burnsville-Eagan-Savage Census Geographic Report**, the **Burnsville Economic Development and Redevelopment Strategic Plan, 2018-2020**, and **DataUSA**. Table 4-B below reports the School District’s population total and 0-14 age, actual and projected, at five-year time increments from 2000-2020.

<p align="center">TABLE 4-B BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 POPULATION TOTAL AND 0-14 AGE ACTUAL AND PROJECTED 2000 – 2020</p>							
<u>Category</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>Change</u>	<u>% Change</u>
Population Total	66,166	66,748	67,370	69,894	75,535	+9,369	+14.2%
0-14 Age Group	15,617	15,001	14,287	13,769	13,133	-2,484	-15.9%
0-14 Age % Population	23.6%	22.5%	21.2%	19.7%	17.8%	-5.8%	-24.6%

Table data reveal the following significant facts:

- The School District’s total population increased from 66,166 residents in 2000 to a projected 75,535 residents in 2020, a net change of +9,369 residents or +14.2%.
- The School District’s 0-14 age group population decreased from 15,617 young people in 2000 to a projected 13,133 in 2020, a loss of -2,484 young residents or -15.9%.
- The School District’s total population increased and is projected to increase for 20 consecutive years from 2000 through 2020.
- The 0-14 age group population decreased or was projected to decrease for 20 consecutive years from 2000 through 2020.
- The School District’s 0-14 age group population declined as a percentage of total resident population by -24.6%.

3. Chapter III. Finances

Background Information

An analysis of Burnsville-Eagan-Savage School District #191's financial status was undertaken to ascertain financial trends, determine organizational reserves, examine sources of revenue, and compare the School District's spending patterns over the most recent five year span of time with the average of all Minnesota School Districts and the average of all like-sized (peer group) School Districts. Such analyses is a value to the School District in assessing the levels of expenditure variances with the average of all Minnesota and peer group School Districts and, further, assessing organizational effectiveness, efficiency, and cost/effectiveness.

State of Minnesota Funding

The State of Minnesota and virtually all other School Districts in the United States finance public education through a foundation aid formula which is typically based on school systems' student enrollments. In Minnesota, each School District is funded on the basis of enrollment that is weighted in accordance with the organizational level at which each student is enrolled and instructed. Kindergarten through grade 6 students are weighted at 1.0 pupil units, while grades 7-12 students are weighted at 1.2 pupil units. Each School District in the State of Minnesota totals the number of students at the two organizational levels (that is, K-6 and 7-12), and multiplies the total students at each organizational level by the appropriate weighting (that is, 1.0 or 1.2) **and** multiplies each of those two figures by the foundation aid allotted for each pupil as affixed by the Minnesota State Legislature. The total number of pupil units times the aid allotment/pupil unit establishes the foundation aid reimbursement for the School Districts throughout the State of Minnesota. The level of funding furnished to School Districts through the foundation aid formula on a pupil unit basis is set solely at the discretion of the Minnesota State Legislature.

In addition to funding provided by the State of Minnesota, a local School District **may elect to implement additional funding options** to augment and enhance their budget. These funding options must be adopted by local School Boards and approved by simple majorities of the voting publics. The additional, major sources of funding available for the support of

staff, programs, and services and the construction and/or renovation of school facilities in Minnesota School Districts are the operating levy and bond levy.

Financial Analysis

An analysis was undertaken of Burnsville-Eagan-Savage School District #191's annual audit reports for each of the six inclusive fiscal years of 2012-13 through 2017-18. The analyses of the audits were undertaken to examine the status of the School District's General Fund budget and, to lesser degrees, the Community Education and Debt Retirement funds.

The General Fund budget is the largest and most flexible fund operated by a School District and contains dollar allocations for the employment of administrators, teachers, specialists, custodians, secretaries, and other School District personnel and the purchase of textbooks, instructional materials, staff development, curriculum development, equipment, utilities, transportation, insurances, fringe benefits, and more. Table 5 details the General Fund revenues, expenditures, and fund balances for Burnsville-Eagan-Savage School District #191 for the inclusive years of 2012-13 through 2017-18.

TABLE 5 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 GENERAL FUND REVENUES, EXPENDITURES, FUND BALANCES 2012-13 / 2017-18			
<u>Fiscal Year</u>	<u>Revenue</u>	<u>Expenditure</u>	<u>Fund Balance</u>
2012-13	\$112,096,004	\$110,325,578	\$23,513,831
2013-14	\$114,381,341	\$116,179,878	\$21,960,591
2014-15	\$118,595,443	\$120,386,631	\$20,677,866
2015-16	\$120,543,172	\$120,269,787	\$21,629,697
2016-17	\$124,402,930	\$126,130,083	\$20,116,731
2017-18	\$125,781,093	\$130,123,536	\$15,815,204
Change	+\$13,685,089	+\$19,797,958	-\$7,698,627
% Change	+12.2%	+17.9%	-32.7%

Table data reveal the following significant facts:

- The School District's General Fund revenue increased from \$112,096,004 (2012-13) to \$125,781,093 (2017-18), a gain of +\$13,685,089 or +12.2%.
- The School District's General Fund expenditures increased from \$110,325,578 (2012-13) to \$130,123,536 (2017-18), an increase of +\$19,797,958 or +17.9%.
- The School District's General Fund balance decreased from \$23,513,831 (2012-13) to \$15,815,204 (2017-18), a decline of -\$7,698,627 or -32.7%.
- In 2017-18, the School District's General Fund balance amounted to 12.2% of the General Fund expenditure budget in that year.
- The School District's 2017-18 unassigned General Fund balance was \$10,024,458.
- Over the six-year span of time from 2012-13 through 2017-18, the School District's General Fund balance declined from the previous year on four of five occasions. During the same span of time, the General Fund budget was balanced at year end on two of six occasions.

Five Year Comparative District Expenditures

In order for any organization, including Minnesota School Districts, to make valid and reliable assessments of their fiscal effectiveness, efficiency, and cost/effectiveness, it is essential those organizations acquire benchmarks for (fiscal) comparison. Toward that end, the following four tables report data acquired from the Minnesota Department of Education over the five-year span of time from 2012-13 through 2017-18. Table 6 reveals five year trend data for Burnsville-Eagan-Savage School District #191, while Tables 6-A and 6-B divulge trend data, respectively, for the average of all School Districts in the State of Minnesota and the average of all peer group (like-sized) School Districts in Minnesota. Table 6-C provides comparative School District, peer group average, and State of Minnesota average expenditures for the 2017-18 school year.

The purpose of the comparative analyses of select General Fund expenditures is to permit the reader to draw numerous conclusions about expenditure trends and organizational effectiveness, efficiency, and cost/effectiveness.

Table 6 details an analysis of select expenditures for Burnsville-Eagan-Savage School District #191 from 2012-13 through 2017-18 in the following, major cost centers: administration; regular instruction; career technical instruction; special education instruction; student activities; instructional support services; pupil support services; operations/maintenance; student transportation; and total General Fund operating expenditures.

The reader should note in reviewing Table 6 that the School District's student enrollment from 2012-13 through 2017-18 declined, respectively, from 9,811 to 9,043 students, a loss of 768 students or -7.8%. Such student losses tend to elevate expenditures per ADM.

TABLE 6				
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191				
COMPARATIVE DISTRICT EXPENDITURES*				
2012-13 / 2017-18				
<u>Expenditure</u>	<u>2012-13</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>
District Administration +	435	636	+201	+46.2%
School Administration	518	631	+113	+21.8%
Regular Instruction	4,943	5,848	+905	+18.3%
Career/Technical	133	237	+104	+78.2%
Special Education	2,025	2,729	+704	+34.8%
Student Activities	188	252	+64	+34.0%
Instructional Support Services	676	1,115	+439	+64.9%
Pupil Support Services	342	430	+88	+25.7%
Operations/Maintenance	903	1,009	+106	+11.7%
Pupil Transportation	663	882	+219	+33.0%
Total P-K-12 Operations	10,827	13,769	+2,942	+27.2%
Student Enrollment	9,811	9,043	-768	-7.8%
*Expenditure per Average Daily Membership (ADM) Served Plus Tuitioned Out				

+District Adm. Costs increase due in part to passage of technology levy with additional expenses coded to District Adm. beginning in FY17 due to UFARS code changes.

Table data reveal the following significant facts:

- The School District’s expenditure categories which experienced the greatest percent of increase over the five year span of time from 2012-13 through 2017-18 were as follows: career/technical education (+78.2%); instructional support services (+64.9%); district administration (+46.2%); and special education (+34.8%).
- The School District’s expenditure categories that experienced the smallest percentage change over the five-year span of time from 2012-13 through 2017-18 were as follows: operations and maintenance (+11.7%); regular instruction (+18.3%); school administration (+21.8%); and pupil support services (+25.7%).
- The School District’s largest dollar expenditure increase per pupil between 2012-13 and 2017-18 occurred in regular instruction expenditures (+\$905/ADM).
- The School District’s smallest dollar expenditure increase per pupil between 2012-13 and 2017-18 occurred for student activities expenditures (\$64/ADM).
- The School District’s expenditures for total P-K-12 operations (combining all General Fund expenditures) revealed an increase of +\$2,942/ADM or +27.2% over the five-year span of time from 2012-13 through 2017-18.
- The School District’s General Fund expenditures over the five-year span of time from 2012-13 through 2017-18 averaged on an annual basis (approximately) +5% annually.
- The School District’s leaders, School Board, patrons, and parents must recognize that student enrollment losses over the five-year span of time may well have accounted for expenditure increases of +2% annually. (That is, if the School District’s costs were to have remained constant over the five-year span of time, expenditures/ADM would increase by 1-2% per year simply because of costs being divided by a smaller number of students).

Five Year Comparative Average State of Minnesota Expenditures

Table 6-A delineates changes in expenditures that occurred for the average of all State of Minnesota School Districts over the five-year span of time from 2012-13 through 2017-18. As was the case in Table 6, Table 6-A’s data reveal changes in the average of all State of Minnesota School Districts’ expenditures in the identical cost centers

examined for Burnsville-Eagan-Savage School District #191 over the same five-year span of time.

TABLE 6-A BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 COMPARATIVE STATE (AVERAGE) EXPENDITURES 2012-13 / 2017-18				
<u>Expenditure</u>	<u>2012-13</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>
District Administration	475	604	+129	+27.2%
School Administration	417	487	+70	+16.8%
Regular Instruction	4,681	5,283	+602	+12.9%
Career/Technical	132	159	+27	+20.4%
Special Education	1,896	2,315	+419	+22.1%
Student Activities	274	319	+45	+16.4%
Instructional Support Services	466	639	+173	+37.1%
Pupil Support Services	291	375	+84	+28.9%
Operations/Maintenance	838	924	+86	+10.3%
Pupil Transportation	625	747	+122	+19.5%
Total P-K-12 Operations	10,096	11,853	+1,757	+17.4%

Table data reveal the following significant facts:

- The average of all State of Minnesota School Districts experienced their greatest percent increases in expenditures per pupil from 2012-13 through 2017-18 in the following expenditure categories: instructional support services (+37.1%); pupil support services (+28.9%); and district administration (+27.2%).
- The average of all State of Minnesota School Districts experienced the lowest percent increases in expenditures per pupil from 2012-13 through 2017-18 in the

following expenditure categories: operations and maintenance (+10.3%); regular instruction (+12.9%); and student activities (+16.4%).

- The average of all State of Minnesota School Districts' expenditures for total P-K-12 operations (a combination of all General Fund expenditures) increased by +\$1,757/ADM over the five-year span of time from 2012-13 through 2017-18.
- The average of all State of Minnesota School Districts experienced an average increase in expenditures for total P-K-12 operations of approximately +3.5% per year.

Five Year Comparative Average Peer Group Expenditures

Table 6-B delineates changes in expenditures for the average of all like-sized (peer group of districts greater than 4,000 students) School Districts in the State of Minnesota over the five-year span of time from 2012-13 through 2017-18. As was the case in Tables 6 and 6-A, Table 6-B's data reveal the changes in the average of all like-sized (peer group) School Districts' expenditures in the cost centers examined for Burnsville-Eagan-Savage School District #191 over the same five-year span of time.

TABLE 6-B BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 COMPARATIVE DISTRICT EXPENDITURES (PEER) 2012-13 / 2017-18				
<u>Expenditure</u>	<u>2012-13</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>
District Administration	398	504	+106	+26.6%
School Administration	415	489	+74	+17.8%
Regular Instruction	4,899	5,541	+642	+13.1%
Career/Technical	135	159	+24	+17.8%
Special Education	2,078	2,468	+390	+18.8%
Student Activities	228	269	+41	+18.0%
Instructional Support Services	544	743	+199	+36.6%
Pupil Support Services	337	436	+99	+29.4%
Operations/Maintenance	819	906	+87	+10.6%
Pupil Transportation	624	736	+112	+17.9%

Total P-K-12 Operations	10,475	12,250	+1,775	+16.9%
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Table data reveal the following significant facts:

- The average of all like-sized Minnesota School Districts' largest percent increases in expenditures per pupil over the five year span of time from 2012-13 through 2017-18 occurred in the following cost categories: instructional support services (+36.6%); pupil support services (+29.4%); and district administration (+26.6%).
- The average of all like-sized Minnesota School Districts' smallest percent increases in expenditures per pupil over the five year of time from 2012-13 through 2017-18 occurred in the following cost categories: operations and maintenance (+10.6%); regular instruction (+13.1%); school administration (+17.8%); and career/technical instruction (+17.8%).
- The average of all like-sized Minnesota School Districts' greatest dollar increase per pupil (+\$642/ADM) between 2012-13 and 2017-18 occurred with regular instruction expenditures.
- The average of all like-sized Minnesota School Districts' total P-K-12 operations of +16.9% yielded an estimated increase of approximately 3.4% annually over the five-year time span from 2012-13 through 2017-18. Total P-K-12 operations spending was \$12,250/ADM in 2017-18.

Comparative District, Peer, and State Expenditures, 2017-18

Table 6-C reports the comparative expenditures for Burnsville-Eagan-Savage School District #191, the average of all like-sized School Districts in the State of Minnesota, and the average of all School Districts in the State of Minnesota for the 2017-18 school year.

TABLE 6-C BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 COMPARATIVE DISTRICT, PEER, AND STATE EXPENDITURES 2017-18			
<u>Expenditure</u>	<u>District #191</u>	<u>PEER</u>	<u>STATE</u>
District Administration	636	504	604
School Administration	631	489	487
Regular Instruction	5,848	5,541	5,283

Career/Technical	237	159	159
Special Education	2,729	2,468	2,315
Student Activities	252	269	319
Instructional Support Services	1,115	743	639
Pupil Support Services	430	436	375
Operations/Maintenance	1,009	906	924
Pupil Transportation	882	736	747
Total P-K-12 Operations	13,769	12,250	11,853

Table data reveal the following significant facts:

- The School District’s expenditures per pupil trailed those of both the average of their peer group and the average of all State of Minnesota School Districts in the following cost centers during the 2017-18 organizational year: student activities.
- The School District’s expenditures per pupil exceeded those of both the average of their peer group and the average of all State of Minnesota School Districts in the following cost centers during the 2017-18 organizational year: district and school administration; regular instruction; career/technical education; special education; instructional support services; operations and maintenance; pupil transportation; and total P-K-12 operations.
- The School District’s expenditures per pupil trailed the average of all like-sized School Districts in its expenditures for pupil support services (\$430/ADM vs. \$436/ADM) and exceeded those for the average of all School Districts in the State of Minnesota (\$430/ADM vs. \$375/ADM) during the 2017-18 school year.
- The School District’s expenditures for instructional support services in 2017-18 exceeded those of the average of all like-sized School Districts in Minnesota by +\$372/ADM or +50.1% (\$1,115/ADM vs. \$743/ADM) and exceeded expenditures of the average of all State of Minnesota School Districts by +\$476/ADM or +74.5% (\$1,115/ADM vs. \$639/ADM) during the 2017-18 organizational year.
- The School District’s expenditures per pupil for special education in 2017-18 exceeded those of the average of all Minnesota peer group School Districts by +\$261/ADM or +10.6% (\$2,729/ADM vs. \$2,468/ADM) and exceeded such expenditures for the average of all State of Minnesota School Districts by +\$414/ADM or +17.9% (\$2,729/ADM vs. \$2,315/ADM).

- The School District’s regular instruction expenditures per pupil in 2017-18 exceeded those of both the average of their peer group and the average of all State of Minnesota School Districts, respectively, by +\$307/ADM or +5.5% (\$5,848/ADM vs. \$5,541/ADM) and +\$565/ADM or +10.7% (\$5,848/ADM vs. \$5,283/ADM).
- The School District has higher overall expenditures by comparative State of Minnesota standards.

Unreserved General Fund Balance

Table 7 delineates the unreserved General Fund balances for Burnsville-Eagan-Savage School District #191 and the average of all State of Minnesota School Districts for the six-year span of time from 2011-12 through 2017-18.

<p align="center">TABLE 7 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 GENERAL FUND UNRESERVED FUND BALANCE/ADM 2011-12 / 2017-18</p>								
	<u>2011-12</u>	<u>2012-13</u>	<u>2013-14</u>	<u>2014-15</u>	<u>2015-16</u>	<u>2016-17</u>	<u>2017-18</u>	<u>% Change</u>
District	1,578	1,781	1,884	1,765	1,863	1,738	1,289	-18.3%
State	1,535	1,505	1,612	1,677	1,726	1,741	1,750	+14.0%

Table data reveal the following significant facts:

- The School District’s unreserved General Fund balance decreased over the six-year span of time from \$1,578/ADM in 2011-12 to \$1,289/ADM in 2017-18, a decline of -\$289/ADM or -18.3%.
- The General Fund unreserved fund balance for the average of all State of Minnesota School Districts increased from \$1,535/ADM in 2011-12 to \$1,750/ADM in 2017-18, a growth of +\$215/ADM or +14.0%.
- Over the six-year span of time from 2011-12 through 2017-18, the School District’s General Fund unreserved fund balance reached its highest point in 2013-14 (\$1,884/ADM) and its lowest point in 2017-18 (\$1,289/ADM).
- Over the six-year span of time from 2011-12 through 2017-18, the average of all School Districts in the State of Minnesota achieved its highest General Fund

unreserved fund balance in 2017-18 (\$1,750/ADM) and its lowest point in 2011-12 (\$1,535/ADM).

- The School District’s General Fund unreserved fund balance increased on three occasions and decreased on three occasions over the six-year span of time from 2011-12 through 2017-18. The average of all State of Minnesota School Districts’ General Fund unreserved balance increased on five occasions and decreased on one occasion over the six-year span of time from 2011-12 through 2017-18.

Sources of General Fund Revenue

Based on an examination of the School District’s 2017-18 audit report, Table 8 cites Burnsville-Eagan-Savage School District #191’s sources of General Fund revenue. The sources of revenue for the School District during the 2017-18 school year were as follows: property taxes; earnings and investments; other local/county revenues; revenue from State; revenue from Federal; and total revenues.

TABLE 8 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 SOURCES OF GENERAL FUND REVENUE 2017-18		
<u>Source</u>	<u>Actual</u>	<u>% of Total</u>
Property Taxes	\$26,115,688	20.8%
Earnings and Investments	\$124,827	>0.1%
Other Local/County Revenues	\$2,599,204	2.1%
Revenue from State	\$92,932,943	73.9%
Revenue from Federal	\$4,008,431	3.2%
Total Revenues	\$125,781,093	100.0%

Table data reveal the following significant facts:

- The School District’s General Fund revenue total during the 2017-18 organizational year was \$125,781,093.
- The School District’s largest amount of General Fund revenue received during the 2017-18 school year was from the State of Minnesota in the amount of \$92,932,943, a figure that represented 73.9% of all organizational revenue.

- The School District's taxpayers contributed \$26,115,688 or 20.8% of all General Fund revenue during the 2017-18 organizational year.
- The School District received additional General Fund revenue in 2017-18 from other local/county and Federal sources, respectively, in the amounts of \$2,599,204 or 2.1% and \$4,008,431 or 3.2%. Additionally, the School District received \$124,827 from earnings and investments during the 2017-18 organizational year.
- During the 2017-18 organizational year, the School District's residents contributed—through property taxes—approximately \$1 in each \$5 that supported the organization's General Fund revenue budget of \$125,781,093.

Operating Levy

Burnsville-Eagan-Savage School District #191 has a \$1,790.01/AMCPU operating levy in place to support the organization's General Fund budget. School Board members, district and building administrators, and others interviewed expressed that the School District's community patrons had always demonstrated support of the organization by repeatedly authorizing both operating and bond referenda.

Adjusted Net Tax Capacity

By State of Minnesota standards, Burnsville-Eagan-Savage School District #191 is an average property wealth School District and, as such, has consistently displayed an average adjusted net tax capacity/adjusted pupil unit. During the 2017-18 organizational year, the School District's adjusted net tax capacity was \$7,545/APU, while the average of all School Districts in the State of Minnesota's adjusted net tax capacity/APU was \$7,844/APU.

During the 2017-18 organizational year, the average home value in the School District was \$201,964, a figure which was slightly greater than the average of all School Districts in the State of Minnesota (\$200,992). In that year, School District's average tax per home was \$963/ADM, a figure that was marginally higher than the average property tax per home in the average of all State of Minnesota School Districts (\$861/ADM).

4. Chapter IV. Educational Programs, Services and Staffing

Regardless of the geographic setting of a School District in the State of Minnesota, the organizational size, enrollment trends, and finances have direct bearings on the number, breadth, scope, and sophistication of class section sizes, course offerings, programs and services, the numbers and types of staff members employed, and the numbers, types, and sophistication of facilities that are employed in the delivery of instructional programs and services. Such is the case in all School Districts, including Burnsville-Eagan-Savage School District #191.

The primary purpose of the operation of public-School Districts in Minnesota and throughout the United States is the delivery of instructional programs and services to pre-school youngsters, school-aged students, and adults. Consequently, it is logical that an examination would be undertaken of the School District's educational programs, services, staffing, and related issues (including class sizes, course offerings, staffing, special education, Community Education, organizational configuration, and other pertinent factors).

Elementary Class Sizes

Burnsville-Eagan-Savage School District #191's elementary class section sizes in grades K-5 during the 2018-19 school year are presented in Table 9.

The School District currently houses its K-5 student population in 10 elementary schools. In 2018-19, the School District enrolled 637 students in Kindergarten and 3,052 students in grades 1-5 for a total K-5 student population of 3,689.

<p style="text-align: center;">TABLE 9 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 ELEMENTARY CLASS SIZES 2018-19</p>					
<u>School</u>	<u>Less than 20</u>	<u>20-25</u>	<u>26-29</u>	<u>30 or larger</u>	<u>Total</u>
K-5	45	62	36	5	148
%	30.4%	41.9%	24.3%	3.4%	100.0%

Table data reveal the following significant facts:

- The School District operated a total of 148 elementary class sections during the 2018-19 school year.
- The School District operated 45 elementary class sections or 30.4% with enrollments of less than 20 students/section.
- The School District operated 62 elementary class sections or 41.9% with enrollments of 20-25 students/section.
- The School District operated 36 elementary class sections or 24.3% with enrollments of 26-29 students/section. Only 5 elementary class sections or 3.4% enrolled 30 or more students/section.
- The School District’s average class section size in grades K-5 during the 2018-19 school year was computed at 24.9 students per regular education section.
- With 107 of 148 or 72.3% of all elementary class sections enrolling 25 students or less during the 2018-19 school year, the School District’s elementary class section sizes would be rated as favorable.
- The School District operated cost/effective elementary class section sizes.

Secondary Class Section Sizes

Table 10 delineates Burnsville-Eagan-Savage School District #191’s middle school and high school class section size data. The School District’s class section size data were examined for **regular education** class sections only and did not include special education offerings.

During the 2018-19 school year, Burnsville-Eagan-Savage School District #191 enrolled 1,945 students in grades 6-8 in the organization’s three middle schools and 2,700 at the high school level in grades 9-12.

TABLE 10 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 SECONDARY CLASS SIZES 2018-19					
<u>School</u>	<u>Less than 20</u>	<u>20-25</u>	<u>26-29</u>	<u>30 or larger</u>	<u>Total</u>
Middle School*	118	147	178	167	610
%	19.3%	24.1%	29.2%	27.4%	100.0%
High School	69	79	87	241	476
%	14.5%	16.6%	18.3%	50.6%	100.0%
*Does not include special education class sections. Does include Blaze Time Sections.					

Table data reveal the following significant facts:

- The School District’s middle schools conducted 610 regular education course sections during the 2018-19 school year.
- The School District operated 118 middle school course sections or 19.3% with enrollments of less than 20, 147 course sections or 24.1% with enrollments of 20-25, 178 course sections or 29.2% with enrollments of 26-29, and 167 course sections or 27.4% with enrollments of 30 students or larger/section.
- The School District’s high school staffed 476 regular education course sections during the second semester of the 2018-19 school year.
- The School District’s high school operated 69 or 14.5% of its course sections with less than 20 students/section, 79 or 16.6% of its course sections with enrollments of 20-25 students/section, 87 or 18.3% of course sections with 26-29 students/section, and 241 or 50.6% of course sections with 30 students or larger/section.
- The School District’s middle school and high school course section sizes were rated as highly cost/effective.

- The School District’s class section sizes at the high school level—with 241 of 476 sections or 50.6% enrolling 30 students or greater/section—would appear less appealing to students and parents and, indeed, may have a bearing on the organization’s student out-migration

Senior High School Credit Course Offerings

Burnsville-Eagan-Savage School District #191 operates a single, comprehensive high school: Burnsville High School. Additionally, the School District maintains an Alternative High School. Table 11 reports that Burnsville High School intends to make available 401 credit course offerings for the 2019-20 school year.

TABLE 11 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 CREDIT COURSE OFFERINGS, 9-12 2019-20	
<u>Discipline/Subject</u>	<u>Credits</u>
Arts, Global Communication & Info Systems	72 + 3
Business Management & Entrepreneurship	18
Career and Technical Education	10
Design, Engineering and Manufacturing Tech	22
ELL	16
English/Language Arts	35
Health Sciences and Human Services	24
Mathematics	26 + 14
Physical Education & Health	2 + 9
Science	20 + 9
Social Studies	19 + 6
Special Education	64

<u>Discipline/Subject</u>	<u>Credits</u>
World Languages	24
Other Global Electives	8
Total	401

Table data reveal the following significant facts:

- The School District’s high school students are offered the broadest array of credit course offerings in the following disciplines: arts, global communication, and information systems (75 credits); mathematics (40 credits); English/language arts (35 credits); science (29 credits).
- The School District’s high school students were offered the narrowest range of credit course offerings in the following subject matter disciplines: career and technical education (10 credits); physical education and health (11 credits); business management and entrepreneurship (18 credits); design, engineering and manufacturing technology (22 credits).
- The School District’s high school provides 67 course credits to support special education students and 16 credits to support English language learner students.
- The breadth and scope of grade 9-12 credit course offerings made available to Burnsville High School students were comparable to or exceed those found in high schools in the State of Minnesota with comparable critical student masses.
- Burnsville High School’s Pathways Program is a highly attractive feature of the school’s curricular offerings.
- Burnsville High School’s College in The Schools, Advanced Placement, Dual Credit, and Post-Secondary Education Options’ offerings provide outstanding latitude for students to advance their post-secondary school/college credit status.

Organizational Configuration

Burnsville-Eagan-Savage School District #191’s organizational configuration (grade level configuration) during the 2018-19 school year was a P-K-5; 6-8; 9-12 grade level structure.

In recent years, the School District restructured its organizational configuration from P-K-6; 7-9; 10-12 by relocating grade 6 students from the organization’s ten elementary schools to its three middle schools **and** relocating grade 9 students from the three middle schools to Burnsville High School. The movement of students was precipitated by the School District’s expansion of Burnsville High School.

The School District's organizational configuration is viewed as sound and appropriate for instructional program and service delivery. All facilities are capable of offering appropriate spaces for students served.

Secondary Schools Schedules

Burnsville High School operates a conventional seven period schedule in which the periods are 48 minutes in duration. Courses are typically structured on a semester or full-year basis. Five minutes are allocated for students to pass between class periods. The school operates five lunch periods of approximately 26 minutes in length. The student school day extends from 8:00 a.m. to 2:36 p.m. or 6 hours and 36 minutes.

While there are slight variations among the School District's three middle schools, all include a seven-hour student schedule. The schedules are comparatively conventional and operate with nine periods. Period lengths are typically 43-44 minutes (depending upon the middle school) and passing time from one period to the next is 3-4 minutes (depending upon the middle school). Lunch periods are typically 22 minutes in length. All of the School District's middle schools provide an Advisory period of 18 minutes during which time teacher advisors interact with students and provide school related academic and activity information as well as information which may assist them in being successful in their school experiences.

By contract, the School District's teachers are assigned six classroom teaching and/or supervision responsibilities during the student day in addition to a duty-free planning period and a duty-free lunch period. Additionally, at the middle school level, teachers are typically also scheduled into a daily team planning period.

Instructional Support Services

Burnsville-Eagan-Savage School District #191 delivers (or collaborates in delivery) a broad and comprehensive array of instructional and support services for its pre-school, school-aged, and adult populations that would be characteristic of the most sophisticated of School Districts in the State of Minnesota with enrollments of similar or larger critical student masses.

Instructional support services include programs and services delivered by specialist personnel, special education programs and services, Community Education programs and services, programs and services for under-achieving students, pre-school and Early

Childhood programs and services, school-aged childcare services, co-curricular and extra-curricular activities, and the like.

TABLE 12 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 INSTRUCTIONAL AND SUPPORT SERVICES (SAMPLE) 2018-19	
• Athletics	• Autism Spectrum Disability
• Cheerleading	• Learning Disability
• Dramatics/Plays	• Communication/Speech Disorder
• Speech	• Cognitive Disability
• Band/Marching Band	• Emotional/Behavioral Disability
• Choir	• Physical Disability
• Music Ensembles/Musicals	• Other Health Impaired
• Yearbook	• Psychological Services
• Newspaper	• Vision Services
• Danceline	• Deaf/Hard of Hearing Disability
• Academic Competitions	• Traumatic Brain Injury
• Leadership Groups	• Physical Therapy
• Clubs	• Occupational Therapy
• Music Specialist	• Early Childhood/Special Education
• Physical Education Specialist	• Early Childhood/Family Education
• Library/Media Specialist	• School Readiness
• Art Specialist	• Extended Day/Childcare
• Computer Specialist	• Adult Education
• Guidance Counselor	• Adult Enrichment
• Cultural Liaison	• Adult Basic Education/GED
• Social Worker	• Youth Enrichment
• Nurse Service	• Youth Recreation
• School Resource Officer	• Area Learning Center
• Title I	• Senior Citizens
• Pre-School Screening	• Cooperative Programming
• ELL	• Aquatics
• Summer School	• College in the School, AP
• AVID	• Pre-School
	• Pathways

Staffing

Burnsville-Eagan-Savage School District #191's staffing trends over the six-year span of time from 2011-12 through 2017-18 were examined. It should be noted that over the six-year span of time, the School District's K-12 enrollment declined by 1,000 students.

TABLE 13 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT#191 TOTAL LICENSED INSTRUCTIONAL AND PROFESSIONAL STAFF (FTE) 2011-12 / 2017-18				
<u>Category</u>	<u>2011-12</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>
Licensed Instructional	617	602	-15	-2.4%
Licensed Professional *	711 **	759	+48	+6.8%

Table 13 reveals that over the six-year span of time from 2011-12 through 2017-18, the School District's licensed instructional staff decreased from 617 (2011-12) to 602 (2017-18), a decrease of -15 licensed instructional staff members or -2.4%. Over the same time span, the School District's licensed professional staff increased from 711 (2011-12) to 759 (2017-18), a gain of +48 licensed professional staff member or +6.8%.

* Licensed Professional Staff includes all non-teaching staff positions where a license is required, including deans, school psychologists, social workers, nurses, principals, counselors and some central administration positions.

** 2011-12 was an outlier year when the District did not have pro-pay in place. So 10 Continuous Improvement Coach (CIC) position that are typically included among the licensed professional staff are not reflected in the 2011-12 numbers.

TABLE 14 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT#191 ADM SERVED PER LICENSED INSTRUCTIONAL STAFF 2011-12 / 2017-18				
<u>School</u>	<u>2011-12</u>	<u>2017-18</u>	<u>Change</u>	<u>% Change</u>

#191	16	15	-1	-6.2%
MN Ave	16	15	-1	-6.2%

Table 14 delineates that the School District’s average daily membership (students) served per licensed instructional staff member decreased over the six year span of time from 2011-12 through 2017-18. The School District’s ADM served per licensed instructional staff member decreased from 16 in 2011-12 to 15 in 2017-18, a decline of -1 student served per licensed instructional staff member or -6.2%. During the same time span, the average of all School Districts in the State of Minnesota’s ADM served per licensed instructional staff member experienced the identical trend as Burnsville-Eagan-Savage School District #191.

Special Education

As found in Table 15, Burnsville-Eagan-Savage School District #191 reported delivering special education programs and services to 1,745 eligible students during the 2018-19 school year. Students receiving special education programs and services at the pre-school and elementary school levels totaled 732, while students receiving such services at the secondary school level numbered 1,013.

TABLE 15 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 SPECIAL EDUCATION STUDENTS SERVED AND STAFFING 2018-19		
<u>School</u>	<u>Special Education Students Served</u>	<u>Special Education Staffing*</u>
Burnsville HS	373	29.0

Burnsville Alt. HS	24	1.4
BEST	39	5.4
ECSE	224	31.3
Eagle Ridge MS	127	10.0
Metcalf MS	121	10.7
Nicollet MS	105	8.9
Edward Neill Elem.	81	6.5
Gideon Pond Elem.	70	4.4
Harriet Bishop Elem.	52	4.5
Hidden Valley Elem.	90	7.4
Marion Savage Elem.	79	5.6
Rahn Elem.	70	6.4
Sioux Trail Elem.	62	5.5
Sky Oaks Elem.	87	8.0
Vista View Elem.	74	6.4
William Byrne Elem.	67	5.9
District-Wide	NA	9.5
Other	NA	0.3
Total	1,745	167.1
*Figures rounded to nearest one-tenth.		

Table data reveal the following significant facts:

- The School District's schools in which the largest numbers of students received special education programs and services were as follows: Burnsville High School (373 students); ECSE program (224 students); Eagle Ridge Middle School (127 students); and Metcalf Middle School (121 students).
- The School District's schools in which the smallest number of students received special education programs and services were as follows: Burnsville Alternative

School (24 students); BEST (39 students); Harriet Bishop Elementary School (52 students); and Sioux Trail Elementary School (62 students).

- The School District’s special education staffing during the 2018-19 school year totaled 167.1.
- The School District’s schools with the largest staff providing programs and services to special education students were as follows: ECSE program (31.3 staff members); Burnsville High School (29.0 staff members); and Metcalf Middle School (10.7 staff members).
- The School District’s schools which allocate the smallest number of staff members for the delivery of special education programs and services were as follows: Burnsville Alternative School (1.4 staff members); Gideon Pond Elementary School (4.4 staff members); and Harriet Bishop Elementary School (4.5 staff members).
- During the 2018-19 school year, the School District’s special education staff members delivered programs and services to eligible students in the following (highest) disabilities’ categories: specific learning disabilities (390 students); autism spectrum disorder (299 students); developmental delay (246 students); speech/language impaired (240 students); other health disabilities (174 students); and emotional/behavioral disorders (153 students). Other disabilities for which the School District delivered special education programs and services are as follows: cognitive disabilities; physically impaired; visually impaired; deaf and hard of hearing; deaf/blind; multiply impaired; traumatic brain injury disabled.

Table 16 provides comparative information on School District #191’s and the average of all State of Minnesota School Districts’ percentage of special education students, limited English proficient students, and students receiving free or reduced meals over the six year span of time from 2011-12 through 2017-18.

<p align="center">TABLE 16 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 DISTRICT AND STATE PERCENT SPECIAL EDUCATION, LEP, AND FREE/REDUCED MEALS 2011-12 / 2017-18</p>				
	<u>District #191</u>		<u>State</u>	
	<u>2011-12</u>	<u>2017-18</u>	<u>2011-12</u>	<u>2017-18</u>

Percent Special Education	14.7%	16.7%	14.6%	15.3%
Percent Limited English Proficient	15.8%	16.9%	7.8%	8.4%
Percent Eligible for Free/Reduced Meals	40.7%	50.6%	37.1%	37.1%

Table data reveal the following significant facts:

- The School District’s percentage of special education students increased from 14.7% to 16.7% over the six-year span of time from 2011-12 through 2017-18, while the average of all School Districts in the State of Minnesota’s percentage of special education students increased from 14.6% to 15.3%.
- The School District’s percent of limited English proficient students increased from 15.8% to 16.9% over the six year span of time from 2011-12 to 2017-18, while the average of all School Districts in the State of Minnesota’s percent of limited English proficient students served increased from 7.8% to 8.4% over the same time span.
- The School District’s percentage of students eligible for free or reduced meals increased from 40.7% in 2011-12 to 50.6% in 2017-18, while the average of all School Districts in the State of Minnesota’s percent of eligible students receiving free or reduced meals remained unchanged over the six-year span of time.

Community Education Programs and Services

Burnsville-Eagan-Savage School District #191 delivers a comprehensive Community Education Program which serves pre-school, school-aged, and adult populations within the geographic boundaries of the organization.

According to the School District’s 2017-18 audit report, the Community Education Program received \$7,344,060 in revenue, expended \$7,545,746, and reported a year-end balance of \$408,108. Between June 30, 2017, and June 30, 2018, the Community Education Program fund balance decreased by -\$201,686. The primary sources of the School District’s Community Education Program budget revenue in 2017-18 were, primarily, from tuition and fees (\$4,013,278), State sources (\$1,709,718), and local property taxes (\$1,548,150). Examinations were made of the following 2017-18 Community Education Program reports: **Community Education Annual Report; 2017-2018 School Readiness Annual Report; 2017-2018 Early Childhood Family Education Annual Report; and 2017-2018 Early Childhood Screening Report.**

According to the **Community Education Annual Report**, pre-kindergarten participation levels were as follows in 2017-18: academic (2,058); childcare (2,022); enrichment (647); health/safety (897); recreation (145); and sports (266), while participation levels of youth enrolled in grades K-12 were as follows: academic (3,028); childcare (1,630); enrichment (956); health/safety (2,113); recreation (2,037); service (2,150); and sports (1,212). Adult participants in 2017-18 Community Education Program services were as follows: academic (2,584); enrichment (2,867); health/safety (2,463); recreation (1,890); services (1,430); and sports (1,412).

The number of 3-6-year-old youngsters screened by the School District in the 2017-18 school year totaled 792.

Sixty-nine Early Childhood/Family Education classes were offered during the 2017-18 organizational year involving 715 children. Parents involved in Early Childhood/Family Education programming numbered 265.

The number of child participants who received School Readiness services during the 2017-18 school year totaled 396.

The Community Education Program administration reported that 109 external groups and 175 internal groups secured permits to use the School District's facilities.

Technology

The School District has in place a Five Year Technology Plan. An updated/revised Five Year Technology Plan was planned to be submitted to the School District's School Board in May of 2019.

A recent technology levy of \$2.5 million was approved by the School District's voters in February of 2015. The levy was intended to provide technology staff and address infrastructure needs.

The School District provides Chromebook access to all students, K-12. The Chromebook to student ratios at the elementary school level are 1:2 for youngsters in grades K-3 and 1:3 in grades 4-5. The technology devices at the elementary school level are intended for use on-site and are not to be taken home by students. The Chromebook to student ratio at the secondary level, grades 6-12, is 1:1. Secondary school students may use their Chromebooks at both school and home.

All school district teachers are allocated both a Chromebook and a desktop computer.

Throughout Burnsville-Eagan-Savage School District #191, the use of computer technology was obvious and extensive. Most classrooms employ SMART Boards or comparable systems for technology projection and/or interaction. In grades K-5 in all of the School District's elementary schools, digital learning specialists are employed for the delivery of basic computer and communication skills. At the middle school and high school levels, technology coursework opportunities—generally on an elective basis—are provided. Many components of the School District's Pathways courses involve significant usage and application of technology principles.

Recent information acquired during the course of interviews regarding the School District's technology priority was "the necessity to keep up with changes in technology infrastructure."

In summary, the School District's technology status would be rated as comparable to or more favorable than State of Minnesota's School Districts of comparable or larger size.

Interview Perceptions

Interviews were conducted with the Superintendent of Schools, School Board members, Principals, other key district administrative personnel, and a sampling of teachers (during the course of building tours) to secure perspectives about the perceived strengths, needs, and priority ratings of Burnsville-Eagan-Savage School District #191.

The most frequently cited strengths of the School District among individuals interviewed were as follows: diversity; facilities; programs; Pathway; community support; students; and others.

The most frequently identified needs/concerns of the School District among individuals interviewed were as follows: budget issues; open enrollment out-migration; perceived image of middle schools and high school.

Individuals interviewed were asked to rate select quality factors/characteristics of Burnsville-Eagan-Savage School District #191 on a scale of 0 to 10 (lowest to highest). Respondents' ratings—when averaged—yielded the following quality ratings of organizational characteristics:

Factors/Characteristics

Average Rating

◆ Quality of the School District	7.2
◆ Quality of the School Board	7.4
◆ Quality of the administration (District and Bldg)	7.7
◆ Quality of the teaching staff	7.4
◆ Quality of programs and services delivered to students	7.2
◆ Quality of teaching/learning spaces	7.2
◆ Quality of the organization's communication with the public	6.4
◆ How burdensome do you believe the public believes school taxes are	4.2

5. Chapter V. Educational Adequacy of School Facilities

Introduction

Following an examination of Burnsville-Eagan-Savage School District #191's district size, enrollment trends, finances, educational programs and services, staffing, and related issues, a context had been provided within which an assessment could be made of the conditions and need for the School District's current facilities.

Importance of School Facilities

Both private and public sector organizations and their leadership realize that the environment in which a process occurs and/or product is manufactured is supremely important to the organization's productivity, performance, and accountability and the level of quality of the process or product. School facilities provide the environment within which the teaching/learning process unfolds and the environment within which students either will or will not acquire skills, concepts, processes, and attributes necessary to function with distinction in the highly competitive global economy that will characterize the 21st Century.

Surprisingly, it is only within the past four decades that school districts have given significant credence to the truism that school district facilities enhance or detract from the quality of delivery of educational programs and services to students and the achievement of those students.

Prior to the 1970's and the onset of special education programs, gender equity in the delivery of curricular, extra-curricular, and co-curricular programs, handicapped accessibility, health and life safety issues, technology expansion, child-care, early childhood/family education programming, parenting education, Senior Citizen programming, multi-institutional collaboration, burgeoning recreational and enrichment programming, and a myriad of other programs and services, school facilities were simply designed to "house" instructional programs and services. In today's and tomorrow's information age, school facilities must do much more than "house" the needs of pre-schoolers, school-aged students, parents, and community patrons. Access to



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sophisticated laboratories, a range of co-educational programs, rapidly-changing technology, sophisticated media, child-care programming, early childhood opportunities, enhanced parent/patron involvement in the schools, business/educational partnerships, performance-based curricular design, multi-district telecommunication connectivity, co-location of governmental programs and services, expanded volunteerism, community-based and project-based learning, graduation standards' implementation, and much, much more virtually make it mandatory that school district facilities not be designed in the same manner as characterized the unsophisticated, lecture-based, inflexible structures that reflected delivery systems and methodologies between 1900-1970. Consequently, program and service changes and public expectations—as reflected above—must be taken into consideration in appraising and assessing school facilities and teaching/learning environments which will prepare students for the world of work in the 21st Century.

Among other focuses, the Burnsville-Eagan-Savage School District #191's Study examined and assessed the teaching/learning environments in which students either will or will not acquire the skills, concepts, processes, and attributes necessary to function with distinction in the highly-competitive global economy that will characterize the 21st Century; offering conclusions and recommendations to assist the School Board, Superintendent, administrative and teaching staffs, and community patrons strengthen their organization's cost/effectiveness; and, indeed, provide a framework within which the school district can retain a larger marketshare of its resident students and, as well, attract prospective parents, patrons, and students to the school district and communities in the future.

Guidelines for School Facilities

Presented below in Table 17 are **Selected Guidelines for School Facilities**—established by the State of Minnesota (Minnesota Department of Education)—which provide representative benchmarks for school districts to use when undertaking new construction, renovation, and remodeling projects and/or comparative facility appraisals.

Detailed in the table are guidelines for school site acreage and (facility) square footage per student in modern-day elementary, middle, junior high, senior high, junior-senior high, and campus school settings.

TABLE 17 SELECTED GUIDELINES FOR SCHOOL FACILITIES			
<u>School Enrollment</u>	<u>Elementary SF</u>	<u>Middle Level SF</u>	<u>High School SF</u>
Less than 500	125-155	170-200	200-225
500-999	110-135	160-190	190-220
For Pool Addition	10-12	10-12	10-12
For Auditorium Addition	10-12	10-12	10-12
<u>Site</u>	<u>Acreage</u>	<u>Square Foot Per Student</u>	
Elementary	10	100 SF – 110 SF	
Middle School	20	48 SF or 25/1200 SF	
Junior High	25	36 SF or 25/900 SF	
Senior High	35	150 – 200 SF depending upon grade organization and enrollment	
Junior-Senior High	40	150-200 SF depending upon grade organization and enrollment	
Campus (Several Schools)	40 – 60	32 SF or 25/800 SF	
PLUS			
One acre for each 100 students of estimated capacity, including additions			

Overview of the School District’s Facilities

At the time of the conduct of the study, Burnsville-Eagan-Savage School District #191 owned and operated 1 high school, 1 alternative high school, 3 middle schools, 10 elementary schools, a District administrative center, and a transition program facility.

**TABLE 18
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
OVERVIEW OF FACILITIES
2018-19**

<u>School</u>	<u>Construction /Additions</u>	<u>Square Feet</u>	<u>Enrollment</u>	<u>Sq. Ft./ Student</u>
Burnsville HS	1955 / '58, '62, '71, '76, '80, '93, '98, '16	524,283	2,417	216.9
Burnsville Alt. HS	1961 / '71	60,952	155	393.2
Eagle Ridge MS	1996	132,000	698	189.1
Metcalf MS	1966 / '16	163,372	609	268.3
Nicollet MS	1970 / '95, '95	188,772	635	297.3
Edward Neill Elem.	1968 / '95	68,550	352	194.7
Gideon Pond Elem.	1965 / '95	75,700	478	158.4
Harriet Bishop Elem.	1996	78,107	467	167.3
Hidden Valley Elem.	1989	89,525	391	229.0
Marion Savage Elem.	1950 / '54, '57, '61, '63, '65, '71, '90, '92	82,700	328	252.1
Rahn Elem.	1969 / '95, '16	67,448	270	249.8
Sioux Trail Elem.	1964 / '95	75,790	303	250.1
Sky Oaks Elem.	1975	85,850	391	219.6
Vista View Elem.	1963 / '95	80,069	338	236.9
William Byrne Elem.	1967 / '95, '16	79,856	431	185.3
River Ridge Education Center	1978	12,054		
Diamondhead Education Center	1971	140,000		

Table 18 provides the dates of original construction of and additions to each of the school district's teaching/learning facilities; facility square footages; enrollments; and square footages/student.

Facility Observations

Tours were conducted as a part of the Study to assess the **educational adequacy** of the Burnsville-Eagan-Savage School District #191's facilities. **Educational adequacy** is a phrase employed to describe the capabilities of a school facility to enhance the delivery of modern-day programs, services, methodologies, and teaching experiences that will ensure the students are well-positioned to perform with distinction in a highly-competitive, global marketplace upon high school graduation and subsequent further training in an institution of higher learning (e.g. technical institution, college, university, military, or other).

Except in newly-constructed schools, most modern-day school facilities lack select components of **educational adequacy**, but in the main, they exhibit a significant majority of the following design components and characteristics:

- Adequate size, including space for parking, playgrounds, athletics/recreational/community usage, transportation access, other.
- Provide safe and secure entries—including visual inspection—to deter intruders.
- Meet health, life safety, and accessibility statutes and codes.
- Display modern-day electrical, plumbing, heating/cooling, and ventilation systems.
- Display current technology, including voice, video, and data access.
- Provide adequate classroom and specialty room space per student.
- Provide custom-designed teaching/learning spaces for art, music, physical education, technology, special education, science, business education, technical education, family and consumer science, fitness, and the like.
- Are flexibly-designed to accommodate multi-purpose functions.
- Accommodate modern-day teaching methodologies and delivery systems, including team teaching, project-based learning, applied learning, cooperative learning, community-based learning, inter-disciplinary curriculum delivery, performance-based assessment, co-located programming, inclusion model, resource-based model, multi-age level grouping, technology-based learning, peer tutoring, and the like.
- Provide adequate conferencing space.
- Furnish variable teaching/learning spaces, including independent study, small group, and large group spaces.
- Offer specialty spaces for teacher planning, teaming, and curriculum design.

- Offer a centrally located, spacious, multi-purpose media center as the “hub” of the school.
- Provide teacher office areas.
- Incorporate contemporary equipment, furniture, and fixtures.
- Encourage before and after school usage by the community, while maintaining the integrity (security) of the school district’s properties.
- Facilitate usage of technology in the teaching/learning process.
- Other factors.

As the educational specialists tour, review, and assess the educational adequacy of a school district’s schools, the comparative benchmark employed (by those specialists) is/would be a typical, recently-constructed, mid-range costed, modern-day elementary school, middle school, or high school (as the comparison may dictate) in the same state or general region (in this case the Midwest) of the United States. Thus, each of the school district’s teaching/learning facilities was examined in the light of the aforementioned **educational adequacy** components as those components would be found in a recently constructed, modern-day school of like organizational level. Each school facility component is ranked, employing the following coding system: Excellent (state-of-the-art); Good (definitely a higher quality than that which is typically found in most schools); Adequate (acceptable; workable; average, not necessarily deficient; not necessarily remarkable); Marginal (below standard; deficient); Poor (inadequate; unacceptable as a teaching/learning environment).

To provide a broad spectrum perspective for the reader in assessing a school district’s teaching/learning facilities, the educational specialists would describe, for example, the educational adequacy of an “excellent” teaching/learning environment as follows: spacious; well-lighted; modern-day flooring and ceilings; ample modern-day cabinetry; technology-laden (SMART Board); modern-day furniture; flexible seating; adequate storage; and the like. By comparison, the educational adequacy of a “poor” teaching/learning environment would be described as follows: under-sized; antiquated flooring; antiquated, soiled, and, potentially, missing ceiling components; insufficient electricity; aged and/or insufficient storage; absence of technology; period-dated furniture; aged heating and ventilation system; period-dated and inadequate lighting; poor air quality; and the like.

With the aforementioned guidelines in mind, floor plans were examined, and tours were undertaken of each of School District’s teaching/learning facilities to ascertain select educational adequacies and inadequacies:

Elementary Schools

- The School District operates 10 elementary schools that range in size from 67,448 square feet (Rahn) to 89,525 square feet (Hidden Valley) and 303 students (Sioux Trail) to 478 students (Gideon Pond) in (current) student populations.
- The oldest elementary school (Marion Savage) was originally constructed in 1950 and has received eight subsequent additions and the newest elementary school (Harriet Bishop) was constructed in 1996 and received no subsequent additions.
- Six elementary schools were originally constructed in the 1960's: Vista View (1963); Sioux Trail (1964); Gideon Pond (1965); William Byrne (1967); Edward Neill (1968); and Rahn (1969).
- Two elementary schools received additions in 2016 (Rahn and William Byrne).
- Two elementary schools are situated on the sites of School District middle schools: Hidden Valley (Eagle Ridge MS) and Sky Oaks (Nicollet MS).
- Three elementary schools are circular in design. Six elementary schools are multi-level (two).
- All elementary schools are well maintained; adequate to good condition; attractive and appealing.
- All elementary schools reveal safety measures at entry ways; ADA compliance; fire compliance.
- Office areas typically contain reception; office(s); nurse area; storage; mail; conference; adequate.
- Elementary classrooms are modestly to adequately sized; modern lighting; tile or carpet; modest to adequate storage; SMART Board; white board; adequate to good. Select schools have moveable walls.
- Elementary school media centers are typically spacious; carpeted; well lighted; adequate to good storage; office space; adequate to excellent (Harriet Bishop).
- Elementary school gymnasias are typically two station; adequate to good size; tile flooring; well lighted; adjacent storage; stage (two); adequate to good.
- Elementary school cafeterias are typically well lighted; tile floor; modestly spacious to spacious; select schools with natural lighting; moveable seating; marginally adequate to adequate.
- Elementary special education classrooms are typically identical to regular education classrooms; spacious; well-appointed; SMART Boards; white boards; storage; adequate to good.

- Elementary school digital learning classrooms are typically comparable to (or identical to) regular classrooms; adequately appointed; adequate to good.
- Elementary school music classrooms typically display adequate size; no acoustical treatment; mainly carpeted; substandard to adequate storage; risers (two); adequate.
- Elementary art classrooms are under-sized to spacious; tile flooring; storage; kiln (select); adequate to good lighting; adequate to good.
- Elementary school makerspace classrooms are typically spacious; well-appointed; good to excellent.
- Elementary school kindergarten classrooms are typically adequate to good size; carpet/tile; SMART Board; white board; storage; bathroom access; water; adequate to good.
- Elementary school conference rooms are typically located in the building main office; adequate.
- The School District's elementary school enrollment capacities have significantly declined as a result of reassigning regular/general education classrooms to specialty functions, including digital learning, art, music, makerspace, offices, Early Childhood, pre-school, and the like.
- An examination of Table 17 and Table 18 reveals that Marion Savage (252.1 square feet/student), Sioux Trail (250.1 square feet/student), Rahn (249.8 square feet/student), Vista View (236.9 square feet/student), Hidden Valley (229.0 square feet/student), and Sky Oaks (219.6 square feet/student) operate significantly under capacity, using the State of Minnesota's square foot capacity for elementary schools with enrollments of less than 500 students (125-155 square feet/student).

Middle Schools

- The School District operates three middle schools. The oldest middle school was constructed in 1966 (Metcalf), while the most recent middle school was constructed in 1996 (Eagle Ridge).
- The School District's largest middle school is 188,772 square feet (Nicollet), while the smallest middle school is 132,000 square feet (Eagle Ridge).
- Since original construction, smaller additions have been made to Nicollet Middle School (12,700 square feet) and Metcalf Middle School (372 square feet).
- Eagle Ridge Middle School and Nicollet Middle School have co-located elementary school facilities on their school sites (Hidden Valley and Sky Oaks).
- The middle schools demonstrate security at their entry ways; are ADA compliant; fire compliant.

- The middle school offices typically consist of reception; multiple offices; conference room; work room; storage; carpeted; well lighted; access to counseling; nursing; other; adequate to good.
- Middle school classrooms are appropriately sized; adequate to good condition; SMART Board; white board; storage; adequate to good.
- Middle school media centers are well lighted; carpeted; appropriately sized; office; workroom; conference room; adequate to good lighting; adequate to good.
- Middle school gymnasiums are spacious; two stories; wood flooring; storage; auxiliary gym (N and M); good to excellent.
- Middle school cafeterias are spacious; tile or terrazzo; internal/external lighting; climbing wall (ER); adequate to good.
- Middle school special education classrooms are comparable to regular education classrooms; adequate to good.
- Middle school art rooms have tile flooring; tables; water; storage; internal/external lighting (ER); kiln room; adequate to good.
- Middle school music suites are adequately sized; acoustical treatment; tile or carpet flooring; storage; practice rooms; band and choir areas; risers; adequate to good.
- Middle school family and consumer science classrooms display adequate to good space; tile flooring; storage; tables; flexible seating; workstations; adequate to good.
- Middle school science classrooms range from under-sized (ER) to adequately sized; tile flooring; well lighted; lecture/laboratory capability; lab stations; storage; SMART Board; white board; adequate to good.
- Middle school technology shops are converted industrial education shops; tables; flexible seating; tile/concrete flooring; marginal to adequate lighting; storage; office; adjacent spaces; conventional; adequate.
- The middle schools each have swimming pools.
- Eagle Ridge has a Performing Arts Center; John Metcalf has a lecture theater; Nicollet has a lecture room with tiered flooring.
- An examination of Table 17 and Table 18 reveals that Nicollet Middle School (297.3 square feet/student) and Metcalf Middle School (268.3 square feet/student) operate significantly under capacity, using the State of Minnesota's square foot capacity for middle schools of 500-999 students (160-190 square feet/student).

Burnsville High School

- Burnsville High School was originally constructed in 1955 and has received eight subsequent additions or remodels. The school provides an average of 216.9

square feet of teaching/learning, support, and office spaces for an enrollment of 2,417 students (at the time of the Study). The school's square footage/student is consistent with the State of Minnesota's **Guidelines for School Facilities**.

- The high school's front entrance is secure; terrazzo flooring; ADA compliant; fire compliant; adequate.
- The high school's office is spacious; carpeted; offices for administration, counseling, nurse, cultural liaison; adjacent to/connected with Career Center; good.
- The high school has multiple conference rooms in the administrative suite and elsewhere in the building; good.
- The high school's regular education classrooms are appropriately sized; tile or carpet flooring; SMART Boards; white boards; basic storage; adequate to good to excellent.
- The high school's media center is spacious; well lighted; carpeted; flexible seating; adjacent to cafeteria and commons; good.
- The high school's technology laboratories are modern-day; well-appointed; good to excellent.
- The high school provides six gymnasias; a wrestling space; weight room; fitness room; dance studio; physical education/health classrooms; well-appointed; modern-day; good lighting; natural lighting; good to excellent.
- The high school's special education classroom approximate those in quality and kind of regular education classrooms; adequate.
- The high school's art suite includes three laboratories; a kiln room; good external and internal lighting; spacious; good storage; terrazzo flooring; good.
- The high school's music suite includes spaces for choir, band, and orchestra; rehearsal in the Mraz Center; spacious; carpeted; acoustics; excellent storage; practice rooms; offices; adequate to good.
- The high school's family and consumer science classrooms are under-sized; tile floor; design and foods laboratories; storage; adequate.
- The high school's science laboratories are spacious; lecture/laboratory; tile floor; technology; storage; office space; adequate to good.
- The high school's newest technology laboratories are modern-day, state-of-the-art; spacious; carpeted; flexible seating; excellent lighting; excellent.
- The high school provides planning areas for teachers which are spacious; well-lighted; contain offices; desks; technology; storage; bathrooms; and meeting space; good.
- The high school allocates space for the Burnsville Community Television Studio.

Burnsville Alternative High School

- The Alternative High School is a one-story structure; secure entry way; fire compliant; ADA compliant; terrazzo and tile flooring. The school is a former elementary school. Approximately one-half of the school is leased to Intermediate School District #917.
- The Alternative School's office contains a reception area; two offices; carpeted; under-sized; adequate.
- The Alternative School's classrooms are adequately sized; tile flooring; cabinet/storage space; white board; SMART Board; adequate.
- The Alternative School's science rooms are converted regular education classrooms; good; lab stations; adequate.
- The Alternative School's cafeteria has internal and external lighting; tile flooring; adequate.
- The Alternative School has no media center.
- The Alternative School's computer laboratory is under-sized; carpeted; 12 computers; marginally adequate.
- The Alternative School's gymnasium has two stations; elementary style structure; lighting; tile flooring; divisible wall between west and east gymnasias; adequate.
- The Alternative School's art suite is a standard classroom; tile flooring; internal/external lighting; minimal storage; tables; minimally adequate.
- The Alternative School's weight room is under-sized; rubberized flooring; treadmills (3); bicycles (2); free weights; marginally adequate.

Diamondhead Education Center

- The Center was originally a commercial facility and has been modified to offer the School District office space and programs and services for pre-school youngsters and adults.
- The Center was constructed in 1971 and provides 140,000 square feet of office, teaching/learning, and support spaces.
- The Center's offices are modern-day; well-appointed; good to excellent.
- The Center's pre-school classrooms and support spaces are spacious; well-lighted; well-appointed; good to excellent.

- The Center’s adult teaching/learning spaces are modern-day; well-appointed; spacious; well-lighted; carpeted; good to excellent.
- The Center has multiple, well-appointed large group meeting spaces; attractive commons’ areas; an atrium; a cafeteria; and a Senior Center. All are rated good to excellent.

General Obligation Bonds

An examination of Burnsville-Eagan-Savage School District #191’s 2017-18 annual audit report revealed the status of the organization’s General Obligation Bonds (GOB) that remained payable at the conclusion of the fiscal year.

TABLE 19 BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191 GENERAL OBLIGATION DEBT 2017-18			
	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
#191	\$144,690,000	\$48,992,089	\$193,682,089
Capital Lease Payable: \$1,411,172			

Table data reveal the following significant facts:

- The School District’s General Obligation Bond principal payable at the conclusion of the 2017-18 organizational year was \$144,690,000.
- The School District’s 2017-18 General Obligation Bond interest payable at the conclusion of the 2017-18 organizational year was \$48,992,089.
- The School District’s General Obligation Bond debt at the conclusion of the 2017-18 organizational year was \$193,682,089.

Utility Expenses by Building Square Footage

Table 19 presents Burnsville-Eagan-Savage School District #191’s utility expenses by building square footage for the 2017-18 school year.

For the purposes of this Study, utility expenses included the costs of electricity, natural gas, fuel oil, and water.

Table data reveal the following significant facts:

- The School District’s utility expenses at Burnsville High School during the 2017-18 organizational year were \$0.96/square foot.
- The School District’s utility expenses for its three middle schools were as follows: Eagle Ridge (\$0.92/square foot); Nicollet (\$0.96/square foot); Metcalf (\$1.09/square foot).
- The School District’s highest utility expenses/square foot at the elementary school level were as follows: Harriet Bishop (\$1.27/square foot); Rahn (\$1.12/square foot); Edward Neill (\$1.07/square foot); and Gideon Pond (\$1.02/square foot).
- The utility expense/square foot for Diamondhead Education Center during the 2017-18 organizational year was \$1.14/square foot.

TABLE 20
BURNSVILLE-EAGAN-SAVAGE SCHOOL DISTRICT #191
UTILITY EXPENSE BY BUILDING SQUARE FOOTAGE
2017-18

School	Utility Costs	Square Feet	Enrollment	Cost/Sq.Ft.
Burnsville HS	\$504,297	524,283	2,417	\$0.96
Burnsville Alt. HS	\$69,129	60,952	155	\$1.13
Eagle Ridge MS	\$121,212	132,000	698	\$0.92
Metcalf MS	\$178,573	163,372	609	\$1.09
Nicollet MS	\$180,609	188,772	635	\$0.96
Edward Neill Elem.	\$73,609	68,550	352	\$1.07
Gideon Pond Elem.	\$76,943	75,700	478	\$1.02
Harriet Bishop Elem.	\$99,493	78,107	467	\$1.27
Hidden Valley Elem.	\$74,612	89,525	391	\$0.83
Marion Savage Elem.	\$78,989	82,700	328	\$0.96
Rahn Elem.	\$75,877	67,448	270	\$1.12
Sioux Trail Elem.	\$71,319	75,790	303	\$0.94
Sky Oaks Elem.	\$61,231	85,850	391	\$0.71
Vista View Elem.	\$67,559	80,069	338	\$0.84
William Byrne Elem.	\$77,954	79,856	431	\$0.98
River Ridge Education Center	\$21,194	12,054		\$1.76
Diamondhead Education Center	\$158,943	140,000		\$1.14

6. Chapter VI. Conclusions and Recommendations

Introduction

The Burnsville-Eagan-Savage School District #191's Study was conducted to furnish the Superintendent of Schools and School Board with findings, conclusions, and recommendations which would assist the organization's leadership in fashioning a comprehensive plan of action intended to achieve short-term and long-term stability in student market share, improve organizational outputs, and enhance effectiveness, efficiency, and cost/effectiveness of the School District's operations

The specific questions which guided the Study and furnished substantial content for analysis were as follows:

- What were findings on the current status of the School District, including its enrollment, enrollment trends, finances, programs, services, staffing, facilities, and related issues?
- What conclusions may be drawn about the effectiveness, efficiency, and cost/effectiveness of the School District's operations?
- What recommendations would be tendered to the School District's leadership to increase organizational effectiveness, efficiency, and cost/effectiveness in the future?

Conclusions

Based on data gathered, analyzed, and presented in the previous five chapters of the Study, the following conclusions are tendered to the Superintendent and School Board of Burnsville-Eagan-Savage School District #191:

District Size and Enrollment Trends

- The School District is a large critical student mass organization by State of Minnesota standards and enrolled 8,334 students in grades K-12 during the 2018-19 organizational year.



- The School District experienced ten consecutive years of student enrollment decline from 2009-10 through 2018-19 and predicts further, continuous student enrollment declines from 2018-19 through 2023-24.
- The School District's net student out-migration during the 2017-18 organizational year was -1,556 students, while an additional -1,248 students out-migrated from the School District to non-public, charter, and home school settings.
- The School District has lost significant General Fund revenue as a result of student out-migration and has projected to further experience revenue losses as a result of student out-migrations in the future.
- Individuals interviewed during the conduct of the Study expressed that a combination of the reputation of the School District's middle schools and high school and changing demographics of the communities/student population were factors which have exacerbated student out-migration.
- The School District may consider a Study of student out-migration, development of a marketing plan, and development of a further, detailed strategic plan to address student enrollment losses in the future.

Finances

- The School District maintained a General Fund balance of \$15,815,204 at the conclusion of the 2017-18 organizational year with an unassigned General Fund balance of \$10,024,458.
- The School District's General Fund balance has declined by -\$7,698,627 or -32.7% over the five-year span of time from 2012-13 to 2017-18.
- The School District's General Fund balance is minimal, equating to approximately one month of required operating expenditures.
- Comparatively, the School District's General Fund expenditures are notably higher than the average of its peer group School Districts in Minnesota and the average of all School Districts in Minnesota in the following budget categories: regular instruction; special education instruction; and instructional support services. In 2017-18, the School District's total P-K-12 operational expenditures (\$13,769/ADM) exceeded those of their peers by \$1,519/ADM and the average of all School Districts in Minnesota by \$1,916/ADM.
- The School District's 2017-18 primary sources of General Fund revenue were from the State of Minnesota (\$92,932,943) and local property taxes (\$26,115,688).
- The School District has in place an operating levy in the amount of \$1,790.01/AMCPU to support the organization's General Fund budget.
- The School District has undertaken budget reductions in the recent past to offset revenue losses that have occurred in recent years. The School District will

continue to experience the need for further reductions to its General Fund budget. Budget categories worthy of further examination may include special education, instructional support services, and operations and maintenance, along with consideration of future school closings and reductions in licensed and unlicensed support personnel.

Educational Programs and Services

- The School District operates cost/effective, desirably sized elementary class section sizes with an average of 24.9 students per regular education section.
- The School District's middle school class section sizes are cost/effective and, seemingly, well balanced, while the high school class section sizes—though highly cost/effective—are skewed on the higher side with 328 of 476 or 68.9% of its class section sizes at 26 students or greater and, less desirably, 241 or 50.6% of its class sections enrolling 30 or more students.
- Burnsville High School intends to make available 401 credit course offerings for the 2019-20 school year, a range of student opportunities that is highly impressive.
- Burnsville High School's Pathways Program is a highly attractive feature of the school's curricular offerings as are those opportunities for students to advance their post-secondary schools/college credit status through a range of program options.
- The School District delivers a broad and comprehensive array of instructional support services for its pre-school, school-aged, and adult populations that would be characteristic of the most sophisticated of School Districts in the State of Minnesota.
- While not specifically addressed (narratively) in the Study, revealing sentiment among those interviewed suggests that the implementation of magnet programs in the School District have not fulfilled their intended purposes and, concomitantly, have incurred increased expenditures which would appear not justified in light of the District's budgetary status.
- The School District would be encouraged to expand and/or enhance the marketing of the substantial array of quality programs and services delivered through its regular education program (particularly high school and middle schools), special education program, and Community Education Program.

Staffing

- During the six-year span of time from 2011-12 through 2017-18—when the School District experienced the net decline of -1,000 students—the organization’s licensed instructional staff was reduced by 15, while the licensed professional staff increased by 48.
- The School District’s average daily membership (students) served per licensed instructional staff over the six-year time span from 2011-12 to 2017-18 mirrored that of the average of all Minnesota School Districts.
- The School District engaged 167.1 special education staff members to serve 1,745 special education eligible students during the 2018-19 school year.
- In 2017-18, the School District’s percentage of special education students was 16.7%; the percentage of limited English proficient students was 16.9%; and the percentage of students eligible for free/reduced meals was 50.6%. In that same year, the average of all Minnesota School Districts’ percentage of special education students was 15.3%; the percentage of limited English proficient students was 8.4%; and the percentage of students eligible for free/reduced meals was 37.1%.
- The School District’s percentage of eligible special education students has increased (+2.0%) at a rate that is nearly three times greater (+.7%) than the average of all Minnesota School Districts. This phenomenon may be a function of the School District’s loss of non-special education students through open enrollment and the retention of special education students.
- Unfortunately, it would appear the School District will need to engage in further staff reductions in the foreseeable future.
- The School District’s in-district open enrollment opportunities for parents/students are laudable for the purposes of enhancing choice, though such practices have deleterious impacts on staffing and balancing class sections sizes. While the open enrollment opportunities may well be maintained, select restrictions on the timing of parental decision-making should be instituted.

Facilities

- In 2018-19 the School District operated one high school, one alternative high school, three middle schools, ten elementary schools, a District administrative center, and a transition center. Despite student enrollment decline, the School District has not altered the number of its teaching/learning facilities.
- Using State of Minnesota Selected Guidelines for School Facilities as a guide for applicable square footage of school buildings, elementary schools with

enrollments of 500 students or less are constructed to allocate between 125-150 square feet/student. Employing that standard, six of the School District's elementary schools are grossly under-utilized. All ten of the elementary schools exceed the upper limit (155 square feet/student) of the recommended square footage/student for newly constructed elementary schools.

- Employing the State of Minnesota's square footage/student for middle schools enrolling 500-999 students (160-190 square feet/student), two of the School District's three middle schools are grossly under-utilized. The square footage/student of the third middle school (189 square feet/student) is virtually at the high end (190 square feet/student) of the State of Minnesota's square foot allocation for middle schools with enrollments of 500-999 students.
- The School District's teaching/learning facilities are well maintained, functional, and appealing.
- As the School District's student enrollment declined, additional support programs and services have been implemented which have resulted in a functional reduction in the regular education student capacity in all elementary schools and middle schools.
- The School District's Diamondhead Education Center is underutilized.
- The School District would be advised to create a Task Force to review this Study and the teaching/learning facilities in operation with the full intention of tendering **advisory** recommendations on multiple school closures.
- The School District would subsequently be advised—following decisions regarding the implementation of school closures—to institute the process of reconfiguring school attendance boundaries. Subsequently, the School District would be advised to reconfigure the grade level organization at the elementary school level from P-K-5 to P-K-2 and 3-5.

Recommendations

- Based on the Study's findings and conclusions, it would appear prudent for the School District's leadership to undertake measures that would enhance organizational cost/effectiveness through intensifying marketing of its programs and services to its constituency and reduce further losses of student market share; institute select personnel reductions; and close and repurpose select teaching/learning and other facilities.
- Central to implementing the aforementioned measures is the expansion of the organization's current Strategic Plan, which would be advised to include—but not be limited to—the creation of broadly-based task forces to assist with and have

ownership in decisions aimed at strengthening the organization's cost/effectiveness.

- The following recommendations are tendered to the School Board and Superintendent of Burnsville-Eagan-Savage School District #191:

Facilities


- Close two elementary schools effective at the conclusion of the 2019-20 organizational year.
- Close one middle school effective at the conclusion of the 2019-20 organizational year.
- Market and sell the Diamondhead Education Center and relocate the facility's staff, programs, and services to the closed middle school as expeditiously as possible.
- Reconfigure the grade level organizational configuration at the elementary school level from P-K-5 to P-K-2 and 3-5 as expeditiously as possible.

Task Forces and/or Studies

- Create a Facility (Closing) Task Force to identify two elementary schools and one middle school for closure.
- Create a Strategic Planning Task Force to expand the scope and detailed plans for addressing the organization's highest priority needs.
- Commission a study to reconfigure the School District's attendance boundaries.
- Commission a study or create a task force to examine the nature of and strategic approaches to address student open enrollment out-migration.
- Create an internal work group to develop a plan for marketing the School District and, more particularly, the middle schools' and high school's programs, services, opportunities, and environment.

Procedures

- Restrict in-district open enrollment opportunities for the ensuing school year to March 15 of the prior year.
- Eliminate or significantly restrict elementary school magnet programs.
- Seek authorization from the Minnesota State Legislature to allocate to the General Fund budget the net proceeds acquired from the sale of school properties for the purpose of enhancing the school district's communities. (Logic: The proposal will reduce unused, excess, non-taxable school properties and, in their stead, create

- 
- through economic development properties that are taxable and provide both service benefits and potential tax relief to the school district's residents).