

# D621 Mounds View

## Education Finance Analysis

*School Funding, Inflation & Student Performance*

Ken Wolf & Bob Fallen  
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# About The Authors

A recognized expert in education finance, **Ken Wolf** served as a state legislator in Minnesota serving on the Education and Education Finance Committees from 1995 through 2002. During that time, Wolf published several papers addressing school finance. In 1997, Wolf was appointed to serve as Chairman of the Subcommittee on Government Efficiency and Oversight. **Bob Fallen** is the Founder of *Local Elections Matter*, an organization with a mission to inform citizens about local School Board governance processes and to motivate greater public engagement and amplification of matters that impact school districts. Fallen is also a volunteer with the Hopkins Schools Alliance, a local group of parents and residents concerned about the future of the Hopkins School District.

## GOP lawmaker disputes claim that state 'underfunds' schools

State Rep. Ken Wolf is attempting a difficult task — to explain Minnesota's arcane education finance system to the masses and to refute the claim that state aid has not kept pace with inflation.



**STEVEN DORNFELD**  
ASSOCIATE  
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In an eight-page newsletter to his district, the Burnsville Republican contends that unrestricted state aid to school districts has exceeded inflation by 9 percent since 1991. He says total state aid — including money earmarked for specific purposes — has exceeded inflation by 14 percent during the same eight-year period.

Wolf, who serves on the House school finance committee, says he prepared the newsletter because he got tired of hearing school officials say that "the state has underfunded education year after

year,' especially in the years Arne Carlson was governor."

"I took it kind of personally," he says. Wolf, a former computer program and a numbers whiz, supports his assertions with a series of charts and graphs illustrating how the system works and how state support for schools has risen. He also contends that the system has been slightly more generous for the Burnsville district than for school districts statewide.

Duane Benson, president of the Minnesota Business Partnership and a former state senator, praises Wolf's newsletter as "almost revolutionary in this day and age. He's saying to his constituents: 'Stay with me now. I'm going to take a complicated issue and I'm going to try to explain it.'"

Officials of state education groups and the Burnsville school district express doubts about the accuracy of some of Wolf's numbers, but to date they have offered none of their own.

Wolf's newsletter went out over the Memorial Day weekend as Burnsville

School District 191 and a number of suburban districts like it were beginning to grapple with some difficult budget problems for the coming year.

Although the Minnesota School Boards Association has heralded the \$7.9-billion school aid package passed by the 1999 Legislature as the most generous in a decade, a number of districts are talking about the need to lay off teachers and make other "budget cuts."

**Rep. Ken Wolf is attempting the impossible — to explain to constituents how Minnesota's arcane education funding system works.**

In most cases, these "cuts" are not really cuts at all — but reductions in the spending increases that districts would like to make.

The main reason for the budget problems in many districts is that they have flat or declining enrollments. The bulk of state aid is distributed on a per-pupil basis.

But the Legislature did increase the amount of per-pupil aid by 4.7 percent in the first year of the biennium and 3.2 percent in the second year. It also provided a "partial" cushion for districts with declining enrollments. And it approved

## Wolf's report makes important distinctions

To the editor:

Rep. Ken Wolf's (R-Burnsville) recent report, "Education Finance," has received a lot of attention, as it should.

If we are going to effectively involve parents and individual teachers in improving student achievement then we must ensure they have useful information. In the world of education finance and arguments over school funding, it's easy for people to throw around enough figures and accusations to confuse a brain surgeon.

Most people agree teacher compensation takes up the majority of any school district's budget. And, as illustrated by the trade-offs made by the St. Paul School District, we often end up having to decide between educational program offerings and differing levels of teacher pay raises.

To make the most informed decisions, we need to be able to distinguish between the increases actually received by individual teachers and the increase in the overall salary schedule. Generally, compensation for individual teachers exceeds the increase in the salary schedule.

**Rep. Wolf's report did a marvelous job at making that important distinction. Next time your local school board announces a salary settlement calling for yearly compensation increases of 2.8 and 2.7 percent, you can ask if that is for individual teachers or for the salary schedule. By boiling it down to the impact on individual teachers, we can more accurately discuss if it was enough.**

**Rep. Wolf's report, combined with other legislative changes are making it possible for parents and teachers to better understand the issues of student achievement and school funding. Ultimately, our children will be the ones who will benefit from these efforts.**

**Duane Benson**  
Executive Director of Minnesota  
Business Partnership

# D621 Mounds View Education Funding vs. Inflation (CPI)

While many claim that “school funding has not kept pace with inflation,” the opposite is true when the true measure of education funding, **Combined Revenue**, is considered.

The **Combined Revenue** exceeded inflation by nearly 23% over the same time period. Over that same period, **per-pupil funding increased \$3,285, from \$11,543 to \$14,828, or 2.85% per year.**

Understandably, the public does not fully grasp the nuances of K-12 finance, and when they are told that K12 funding has lagged inflation, they assume that the funding of public schools has not kept up with inflation. In fact, most school board members and local elected officials do not fully understand the nuances of K-12 finance either, which contributes to their inability to clarify the facts for the tax-paying public. Strictly looking at the Basic formula does not represent a complete picture of education funding and provides a misleading story that school funding lags behind inflation. Total Combined Revenue is the only way to get a complete picture of the adequacy of education funding.

Cost structures for school districts vary, with many nuances and variables related to expenditures. However, the following information is based 100% on factual data available to the public.

# D621 Mounds View 20 YR Total Funding vs Inflation (CPI)

Description	FY 2003	FY 2023	# CHANGE	% CHANGE	NOTES
Average Daily Membership (ADM)	10,991	11,821	830	7.6%	Student population increased by 7.6 percent from 2003-23
Consumer Price Index (CPI)	183.96	292.66	108.70	59.09%	CPI increased 2.95 percent per year
Basic Education Fund	60,655,811	88,582,114	27,926,303	46.04%	Basic increased 2.30% per year, under CPI by 0.65%
Other General Education	8,060,940	43,718,961	35,658,021	442.36%	General increased 22.12% per year, over CPI by 19.17%
<b>General Education Total</b>	<b>68,716,751</b>	<b>132,301,075</b>	<b>63,584,324</b>	<b>92.53%</b>	<b>Basic &amp; General increased 4.63% per year, over CPI by 1.68%</b>
Special Education Fund	8,902,724	24,867,122	15,964,398	179.32%	Special Ed increased 8.97% per year, over CPI by 6.02%
Other Funds	5,465,029	18,116,643	12,651,614	231.50%	Other increased 11.58% per year, over CPI by 8.63%
<b>Combined Revenue</b>	<b>83,084,504</b>	<b>175,284,840</b>	<b>92,200,336</b>	<b>110.97%</b>	<b>Total Funding increased 5.55% per year, over CPI by 2.6%</b>
Combined Aid (State)	74,088,212	127,078,537	52,990,325	71.52%	State Aid increased 3.58% per year, over CPI by 0.63%
Combined Levies (Local)	8,996,292	48,206,303	39,210,011	435.85%	Local Levies increased 21.80% per year, over CPI by 18.85%
<b>Total Combined Revenue</b>	<b>83,084,504</b>	<b>175,284,840</b>	<b>92,200,336</b>	<b>110.97%</b>	<b>Total Funding increased 5.55% per year, over CPI by 2.6%</b>

## Key Findings

- Combined Revenue for D621 Mounds View exceeded inflation (CPI) by 51.88% ( 2.6% per year) for the past 20 years, 2003-23.
- In 2003, Combined Revenue in D621 consisted of Basic (73%), Other General Ed (10%), Special Ed (11%) and Other Funds (7%).
- In 2023, Combined Revenue in D621 consisted of Basic (51%), Other General Ed (25%), Special Ed (14%) and Other Funds (11%).

# D621 Mounds View 20 YR Per-Pupil Funding vs Inflation (CPI)

Description	FY 2003	FY 2023	# CHANGE	% CHANGE	NOTES
Average Daily Membership (ADM)	10,991	11,821	830	7.6%	Student population increased by 7.6 percent from 2003-23
Consumer Price Index (CPI)	183.96	292.66	108.70	59.09%	CPI Increased 2.95 percent per year
Basic Education Fund	5,519	7,494	1,975	35.79%	Basic increased 1.79% per year, under CPI by 1.16%
Other General Education	739	3,698	2,959	400.40%	General increased 20.02% per year, over CPI by 17.07%
<b>General Education Total</b>	<b>6,252</b>	<b>11,192</b>	<b>4,940</b>	<b>79.01%</b>	<b>Basic &amp; General increased 3.95% per year, over CPI by 1.0%</b>
Special Education Fund	810	2,104	1,294	159.75%	Special Ed increased 7.99% per year, over CPI by 5.04%
Other Funds	497	1,532	1,035	208.25%	Other increased 10.41% per year, over CPI by 7.46%
<b>Combined Revenue</b>	<b>7,559</b>	<b>14,828</b>	<b>7,269</b>	<b>96.16%</b>	<b>Total Funding increased 4.81% per year, over CPI by 1.86%</b>
Combined Aid (State)	6,740	10,750	4,010	59.50%	State Aid increased 2.97% per year, over CPI by 0.02%
Combined Levies (Local)	819	4,078	3,259	397.92%	Local Levies increased 19.90% per year, over CPI by 16.95%
<b>Total Combined Revenue</b>	<b>7,559</b>	<b>14,828</b>	<b>7,269</b>	<b>96.16%</b>	<b>Total Funding increased 4.81% per year, over CPI by 1.86%</b>

## Key Findings

- Combined Per-Pupil Funding for D621 Mounds View exceeded inflation (CPI) by 37.07% (1.86% per year) for the past 20 years, 2003-23.
- Average Per-Pupil Funding for D621 Mounds View increased \$7,269 over the past 20 years, from \$7,559 to \$14,828, an increase of 96.16%.

# D621 Mounds View 10 YR Total Funding vs Inflation (CPI)

Description	FY 2013	FY 2023	# CHANGE	% CHANGE	NOTES
Average Daily Membership (ADM)	10,232	11,821	1,589	15.5%	Student population increased by 15.5%, from 2013 to 2023.
Consumer Price Index (CPI)	232.95	292.66	59.70	25.63%	CPI Increased 2.56 percent per year
Basic Education Fund	61,875,146	88,582,114	26,706,968	43.16%	Basic increased 4.32% per year, over CPI by 1.76%
Other General Education	25,960,185	43,718,961	17,758,776	68.41%	General increased 6.84% per year, over CPI by 4.28%
<b>General Education Total</b>	<b>87,835,331</b>	<b>132,301,075</b>	<b>44,465,744</b>	<b>50.62%</b>	<b>Basic &amp; General increased 5.06% per year, over CPI by 2.5%</b>
Special Education Fund	15,755,976	24,867,122	9,111,146	57.83%	Special Ed increased 5.78% per year, over CPI by 3.22%
Other Funds	14,518,653	18,116,643	3,597,990	24.78%	Other increased 2.48% per year, under CPI by 0.08%
<b>Combined Revenue</b>	<b>118,109,960</b>	<b>175,284,840</b>	<b>57,174,880</b>	<b>48.41%</b>	<b>Total Funding increased 4.84% per year, over CPI by 2.28%</b>
Combined Aid (State)	87,162,579	127,078,537	39,915,958	45.79%	State Aid increased 4.58% per year, over CPI by 2.02%
Combined Levies (Local)	30,947,381	48,206,303	17,258,922	55.77%	Local Levies increased 5.58% per year, over CPI by 3.02%
<b>Total Combined Revenue</b>	<b>118,109,960</b>	<b>175,284,840</b>	<b>57,174,880</b>	<b>48.41%</b>	<b>Total Funding increased 4.84% per year, over CPI by 2.28%</b>

## Key Findings

- Combined Revenue for D621 Mounds View exceeded inflation 22.79% (2.28% per year) for the past 10 years, 2013-23.
- In 2013, Combined Revenue in D621 consisted of Basic (52%), Other General Ed (22%), Special Ed (13%) and Other Funds (12%).
- In 2023, Combined Revenue in D621 consisted of Basic (51%), Other General Ed (25%), Special Ed (14%) and Other Funds (11%).

# D621 Mounds View 10 YR Per-Pupil Funding vs Inflation (CPI)

Description	FY 2013	FY 2023	# CHANGE	% CHANGE	NOTES
Average Daily Membership (ADM)	10,232	11,821	1,589	15.5%	Student population increased by 15.5%, from 2013 to 2023.
Consumer Price Index (CPI)	232.96	292.66	59.70	25.63%	CPI Increased 2.56 percent per year
Basic Education Fund	6,047	7,494	1,447	23.93%	Basic increased 2.39% per year, under CPI by 0.17%
Other General Education	2,537	3,698	1,161	45.76%	General increased 4.58% per year, over CPI by 2.02%
<b>General Education Total</b>	<b>8,584</b>	<b>11,192</b>	<b>2,608</b>	<b>30.38%</b>	<b>Basic &amp; General increased 3.04% per year, over CPI by 0.48%</b>
Special Education Fund	1,540	2,104	564	36.62%	Special Ed increased 3.66% per year, over CPI by 1.10%
Other Funds	1,419	1,532	113	7.96%	Other increased 0.80% per year, under CPI by 1.76%
<b>Combined Revenue</b>	<b>11,543</b>	<b>14,828</b>	<b>3,285</b>	<b>28.46%</b>	<b>Total Funding increased 2.85% per year, over CPI by 0.29%</b>
Combined Aid (State)	8,518	10,750	2,232	26.20%	State Aid increased 2.62% per year, over CPI by 0.06%
Combined Levies (Local)	3,025	4,078	1,053	34.81%	Local Levies increased 3.48% per year, over CPI by 0.92%
<b>Total Combined Revenue</b>	<b>11,543</b>	<b>14,828</b>	<b>3,285</b>	<b>28.46%</b>	<b>Total Funding increased 2.85% per year, over CPI by 0.29%</b>

## Key Findings

- Combined Per-Pupil Revenue for D621 Mounds View exceeded inflation (CPI) by 2.83% (0.29% per year) for the past 10 years, 2013-23.
- Average Per-Pupil Funding for D621 Mounds View increased \$3,285 over the past 10 years, from \$11,543 to \$14,828, an increase of 28.46%.

# D621 Funding & Academic Proficiency 2013-23

Since 2013, D621 Mounds View per-pupil funding increased 28% while scores of K-12 students on the Minnesota Comprehensive Assessment (MCA) tests declined by:  
**Math (-19%), Reading (-15%) and Science (-23%)**

	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023	
<b>MATH</b>	69.5	70.5	71.4	71.0	69.4	69.0	66.9	57.9	54.6	56.1	<b>- 19.3%</b>
<b>READING</b>	67.6	68.3	70.7	69.8	69.8	68.2	67.6	63.9	59.8	57.3	<b>- 15.3%</b>
<b>SCIENCE</b>	64.1	60.5	65.7	64.6	62.4	61.8	61.6	52.8	49.3	49.3	<b>- 23.1%</b>



SOURCE: Minnesota Department of Education "Report Card"  
 Note: MCA Testing Cancelled in 2020



# D621 Academic Proficiency & Funding 2013-23

Since 2013, D621 Mounds View per-pupil funding increased 28% while K-12 student test scores on the American College Test (ACT) declined by: **-15.4%**

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	
<b>ENGLISH</b>	22.6	22.8	22.6	22.5	23.1	22.9	22.3	21.6	22.2	20.9	- <b>7.5%</b>
<b>MATH</b>	24.1	23.8	23.6	23.3	23.7	23.6	23.5	22.9	23.5	21.5	- <b>10.8%</b>
<b>READING</b>	23.2	23.6	23.6	23.3	23.6	24.0	23.6	23.1	24.2	22.5	- <b>3.0%</b>
<b>SCIENCE</b>	23.3	23.3	23.5	23.4	23.3	23.5	23.5	23.2	23.9	22.2	- <b>4.7%</b>
<b>COMPOSITION</b>	23.5	23.5	23.5	23.2	23.5	23.6	23.4	22.8	23.6	21.9	- <b>6.8%</b>
<b>AVERAGE</b>	<b>23.3</b>	<b>23.4</b>	<b>23.4</b>	<b>23.1</b>	<b>23.4</b>	<b>23.5</b>	<b>23.3</b>	<b>22.7</b>	<b>23.5</b>	<b>21.8</b>	- <b>6.6%</b>



SOURCE: Minnesota Department of Education

# Addendum 1: Education Funding Sources in Minnesota

For decades, the education community in Minnesota has stated that school funding has lagged inflation. The current version of this sentiment is that *the basic general education formula has lagged inflation* for the past 20 years. The basis of this premise is rooted in the **Estimated General Fund State Aid and Levy Revenues**, published by the Minnesota Department of Education (MDE). The “Basic” formula is one of only six commonly used categories utilized to calculate school funding from state and local sources:

- 1) **Basic**
- 2) **General Education**
- 3) **Special Education**
- 4) **Combined Aid**
- 5) **Combined Levies**
- 6) **Combined Revenues**

Basic represents the foundation of school district revenue, while Combined Revenues represent the total of state and local sources that fund public education. The term “basic general education formula” does not exist in the MDE database.

# Addendum 2: Commonly Used Funding Categories

**Basic.** The base level of public school funding, representing 44% of Combined Revenues in 2023.

**Basic General Education.** The same as Basic.

**General Education.** Combination of funds for the operations of the school district, representing 68% of Combined Revenue in 2023.

**Combined Revenue.** The sum of all state and local funding, representing 100% of funding. The true measure of school funding.

**Combined Aid.** Revenue provided by State government sources, representing 59% of Combined Revenue in 2023.

**Combined Levies.** Revenue provided by Local government sources, representing 41% of Combined Revenue in 2023.

# Data Sources

## REVENUES

<https://public.education.mn.gov/MDEAnalytics/DataTopic.jsp?TOPICID=43>

Estimated General Fund State Aid and Levy Revenues, FY 2003 to FY 2025; NOV22 Forecast

### Financing Education in Minnesota (2022-23)

A Publication of the Minnesota House of Representatives, Fiscal Analysis Department, Solveig Beckel, Fiscal Analyst

Minnesota School Finance: A Guide for Legislators (2022), MN House Research, Tim Strom, Legislative Analyst

## ACT SCORES

<https://public.education.mn.gov/MDEAnalytics/DataTopic.jsp?TOPICID=87>

## MCA TESTING

Minnesota Department of Education

[Public.education.mn.gov/MDEAnalytics/DataTopic.jsp?TOPICID=1](https://public.education.mn.gov/MDEAnalytics/DataTopic.jsp?TOPICID=1)

[Minnesota Report Card \(MDE\)](#)