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October 27, 2022

Board of Education
Independent School District No. 191
Burnsville-Eagan-Savage Schools
Burnsville, Minnesota

This Executive Audit Summary and Management Report presents information which we believe is important to you as members of the school board. We encourage you to review the sections of this report, the audited financial statements, and the auditors' reports.

We would be pleased to furnish additional information with respect to these suggestions and discuss this memorandum with you at your convenience. We wish to express our appreciation to the District for the courtesies, cooperation, and assistance extended to us during the course of our work.

CliftonLarsonAllen LLP

A handwritten signature in black ink that reads "Michelle Hoffman".

Michelle Hoffman, CPA
Principal

**BURNSVILLE-EAGAN-SAVAGE PUBLIC SCHOOLS
INDEPENDENT SCHOOL DISTRICT NO. 191**

EXECUTIVE AUDIT SUMMARY (EAS)

JUNE 30, 2022



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**BURNSVILLE-EAGAN-SAVAGE PUBLIC SCHOOLS
INDEPENDENT SCHOOL DISTRICT NO. 191
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**EXECUTIVE AUDIT SUMMARY (EAS)
FOR
BURNSVILLE-EAGAN-SAVAGE PUBLIC SCHOOLS
YEAR ENDED JUNE 30, 2022**

AUDIT FINDINGS AND RESULTS

We prepared this Executive Audit Summary and Management Report in conjunction with our audit of the District's financial records for the year ended June 30, 2022.

Audit Opinion – The financial statements are fairly stated. We issued what is known as a “clean” or an “unmodified” audit report.

Yellow Book Compliance Findings – No compliance issues were reported in our review of laws, regulations, contracts, and grants that could have significant financial implications to the District.

Single Audit – One finding was noted in relation to procurement compliance for the State and Local Fiscal Recovery Fund. The major programs tested were the Education Stabilization Funds, Child Nutrition Cluster, and State and Local Fiscal Recovery Fund.

Internal Controls Over Financial Reporting – No “material weaknesses” in internal control were reported.

Legal Compliance – No compliance issues were reported with respect to Minnesota Statutes.

Fund Balance – The District's General Fund unassigned fund balance increased by \$5,590,132 (UFARS basis) during fiscal 2021-2022, changing from a balance of \$13,187,447 to a balance of \$18,777,579 at June 30, 2022. Total fund balance of the General Fund increased by \$3,000,020 from operations, ending at \$32,521,900 as of June 30, 2022. The ending unassigned fund balance represents a balance of 14.06% of General Fund expenditures. A District's fund balance is an important aspect in considering the District's financial wellbeing since a healthy fund balance represents things such as cashflow, as a cushion against unanticipated expenditures, enrollment declines, funding deficiencies, state aid metering changes and aid proration at the state level and similar issues.

Enrollment – For fiscal 2021-2022, Burnsville-Savage-Eagan Public Schools served an estimated total adjusted average daily membership of 7,716.20 (or 8,434.78 adjusted pupil units). For fiscal 2020-2021, Burnsville-Savage-Eagan Public Schools had served total adjusted average daily membership of 7,825.56 (or 8,554.38 adjusted pupil units).

Budget to Actual – Total revenues on a net basis in the General Fund were approximately \$434,930 (or 0.32%) higher than the final budgeted amount while total expenditures on a net basis were approximately \$2.5 million (or 1.9%) lower than had been budgeted. The net effect of budget variances was an increase to total fund balance that was approximately \$3.2 million more than had been reflected in the District's final amended budget.

AUDIT FINDINGS AND RESULTS (CONTINUED)

Statement of Net Position

The Statement of Net Position essentially tells you what your District owns and owes at a given point in time, the last day of the fiscal year. Theoretically, net position represents the resources the District has leftover to use for providing services after its debts are settled. However, those resources are not always in expendable form, or there may be restrictions on how some of those resources can be used. Therefore, the statement divides the net position into three components: net investment in capital assets, restricted net position, and unrestricted net position. Beginning in fiscal 2015, the District was required to implement GASB Statement No. 68, which significantly impacted the District's ending net position as a result of recording the District's estimated share of the respective unfunded liability for the statewide pension plans for TRA and PERA. The ending balance of the Net Pension Liability at June 30, 2022, had decreased significantly as a result of GASB requirements related to the actuarial calculations. The following table presents components of the District's net position at year-end, along with a simplified reconciliation of the difference between the governmental fund balances and total net position:

	As of June 30,	
	2022	2021
Total Fund Balance for Governmental Funds	\$ 44,020,764	\$ 38,495,047
Capital Assets, Less Accumulated Depreciation/Amortization	127,622,031	135,786,832
Long-Term Liabilities	(121,782,149)	(130,101,983)
Net Pension Liability-Related Balances	(117,413,264)	(126,408,736)
Other Postemployment Benefits Liability	(9,404,981)	(9,533,624)
Internal Service Funds Net Position	20,900,991	23,785,112
Other - Net	(1,299,119)	(1,298,207)
Total Net Position - Governmental Activities	<u>\$ (57,355,727)</u>	<u>\$ (69,275,559)</u>
Net Position:		
Net Investment in Capital Assets	\$ 15,754,751	\$ 18,451,265
Restricted	15,559,970	12,222,610
Unrestricted	(88,670,448)	(99,949,434)
Total Net Position - Governmental Activities	<u>\$ (57,355,727)</u>	<u>\$ (69,275,559)</u>

Much of the District's fund balances translate into restricted net position by virtue of external restrictions (statutory reserves) or by the nature of the fund they are in (e.g. unrestricted food service fund balance can only be spent for food service program costs). The unrestricted net position category consists mainly of the General Fund unreserved fund balances, offset against noncapital long-term obligations such as vacation or severance payable and, beginning in fiscal 2015, the District's estimated share of the unfunded portion of statewide pension plans. Consequently, many Minnesota school districts have accumulated deficits in this component of net position.

AUDIT FINDINGS AND RESULTS (CONTINUED)

Statement of Activities

The Statement of Activities tracks the District's yearly revenues and expenses, as well as any other transactions that increase or reduce total net position. These amounts represent the full cost of providing education. This statement provides a more comprehensive measure than just the amount of cash that changed hands, as reflected in the fund-based financial statements. This statement includes the cost of supplies used, depreciation and amortization of long-lived capital assets, and other accrual-based expenses. As mentioned previously, the line item for "Change in Net Pension Liability" was a new requirement beginning in fiscal 2015. The following table presents a simplified reconciliation of the change in the District's governmental fund balances to the change in total net position for fiscal years 2022 and 2021:

	Year Ended June 30,	
	2022	2021
Net Change in Fund Balance - Total Governmental Funds	\$ 5,525,717	\$ 9,612,093
Capital Asset Purchases	4,502,043	3,358,875
Depreciation / Amortization	(9,292,798)	(9,341,093)
Repayment of Debt	18,864,074	20,120,430
Pension Expenses	8,995,472	(3,919,659)
Change in Other Long-Term Liabilities	1,463,445	734,808
Change in Net Position of Internal Service Funds	(2,884,121)	(372,977)
Other - Net	(3,430,322)	7,055
Change in Net Position - Governmental Activities	<u>\$ 11,919,832</u>	<u>\$ 7,237,486</u>

I. FINANCIAL RESULTS

Fund Balances

ISD #191 - BURNSVILLE-EAGAN-SAVAGE AUDITED FUND BALANCES THROUGH JUNE 30, 2022 (UFARS basis)

FUND DESCRIPTION	6/30/2021 AUDITED BALANCE	2021-22 AUDITED REVENUES	2021-22 AUDITED EXPENDITURES	2021-22 APPROVED TRANSFER	6/30/2022 AUDITED BALANCE
GENERAL FUND					
A. UNASSIGNED	\$13,187,446	\$105,549,644	\$97,853,917	(\$2,105,594)	\$18,777,579
B. NONSPENDABLE FOR PREPAIDS	\$382,338	\$0	\$127,902		\$254,436
B. NONSPENDABLE	\$382,338	\$0	\$127,902	\$0	\$254,436
C. COMMITTED FOR					
PROGRAM CARRYOVER - NONCAPITAL	\$915,450	\$0	\$189,923		\$725,527
PROGRAM CARRYOVER - FACILITIES RENTAL	\$371,898	\$238,134	\$163,883		\$446,149
PRO PAY PROGRAM	\$562,143	\$2,145,033	\$2,041,835		\$665,341
C. COMMITTED	\$1,849,491	\$2,383,167	\$2,395,641	\$0	\$1,837,017
D. RESTRICTED FOR					
GIFTED AND TALENTED	\$0	\$109,652	\$420,794	\$311,142	\$0
STUDENT ACTIVITIES	\$215,674	\$84,556	\$68,934		\$231,296
CAREER AND TECH PROGRAM	\$0	\$392,742	\$1,281,604	\$888,862	\$0
LEARNING AND DEVELOPMENT	\$0	\$1,650,634	\$1,650,634		\$0
BASIC SKILLS	\$0	\$8,011,175	\$8,011,175		\$0
STAFF DEVELOPMENT	\$0	\$1,134,537	\$2,027,380	\$892,843	\$0
AREA LEARNING CENTER	\$4,406,743	\$4,075,949	\$3,308,861		\$5,173,831
ACHIEVEMENT & INTEGRATION	\$0	\$1,949,687	\$1,962,434	\$12,747	\$0
SAFE SCHOOLS	\$0	\$294,643	\$294,643		\$0
MEDICAL ASSISTANCE	\$204,234	\$739,878	\$567,398		\$376,714
LONG-TERM FACILITIES MAINTENANCE (LTFM)	\$114,943	\$2,652,459	\$2,555,037		\$212,365
OPERATING CAPITAL	\$3,195,287	\$2,256,987	\$2,126,345		\$3,325,929
TECHNOLOGY LEVY	\$794,657	\$3,411,906	\$3,684,810		\$521,753
OTHER PURPOSES	\$89,244	\$0	\$89,244		\$0
D. RESTRICTED	\$9,020,782	\$26,764,805	\$28,049,293	\$2,105,594	\$9,841,888
E. ASSIGNED FOR					
PLANNED DEFICIT FISCAL 2022	\$5,081,823	\$1,810,980	\$5,081,823		\$1,810,980
E. ASSIGNED	\$5,081,823	\$1,810,980	\$5,081,823	\$0	\$1,810,980
TOTAL GENERAL FUND	\$29,521,880	\$136,508,596	\$133,508,576	\$0	\$32,521,900
BUDGET		\$135,585,717	\$136,035,698		\$29,071,899
DIFFERENCE		\$922,879	(\$2,527,122)		\$3,450,001
% VARIANCE		0.68%	-1.86%		

I. FINANCIAL RESULTS (CONTINUED)

Fund Balances (Continued)

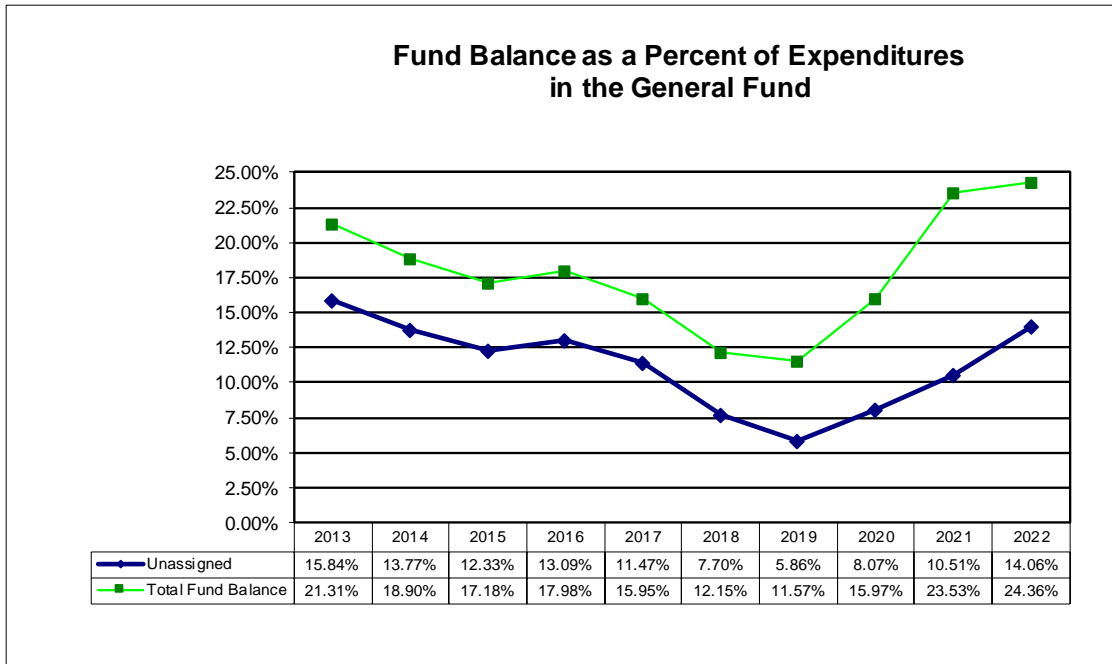
ISD #191 - BURNSVILLE-EAGAN-SAVAGE AUDITED FUND BALANCES THROUGH JUNE 30, 2022 (UFARS basis)

FUND DESCRIPTION	6/30/2021 AUDITED BALANCE	2021-22 AUDITED REVENUES	2021-22 AUDITED EXPENDITURES	2021-22 APPROVED TRANSFER	6/30/2022 AUDITED BALANCE
FOOD SERVICE					
NONSPENDABLE FOR INVENTORY	\$182,267	\$71,673	\$0		\$253,940
RESTRICTED FOR FOOD SERVICE	\$936,858	\$6,241,958	\$4,921,294		\$2,257,522
BUDGET		\$5,968,857	\$5,066,272		\$2,021,710
TOTAL FOOD SERVICE	\$1,119,125	\$6,313,631	\$4,921,294	\$0	\$2,511,462
DIFFERENCE		\$344,774	(\$144,978)		\$489,752
% VARIANCE		5.78%	-2.86%		
COMMUNITY EDUCATION					
A. RESTRICTED FOR					
REGULAR COMMUNITY ED	\$1,430,281	\$4,195,764	\$3,259,835	\$9,249	\$2,375,459
EARLY CHILDHOOD FAMILY ED	\$12,334	\$529,511	\$328,711	(\$824)	\$212,310
SCHOOL READINESS	\$588,050	\$747,943	\$749,856	(\$8,425)	\$577,712
ADULT BASIC EDUCATION	\$0	\$793,908	\$764,831		\$29,077
OTHER PURPOSES	\$41,967	\$129,307	\$170,322		\$952
BUDGET		\$6,599,351	\$5,618,862		\$3,053,121
TOTAL COMMUNITY EDUCATION	\$2,072,632	\$6,396,433	\$5,273,555	\$0	\$3,195,510
DIFFERENCE		(\$202,918)	(\$345,307)	\$0	\$142,389
% VARIANCE		-3.07%	-6.15%		
CAPITAL PROJECTS FUND					
A. RESTRICTED FOR					
BUILDING CONSTRUCTION	\$1,657,695	\$438	\$1,658,133		\$0
BUDGET		\$250	\$1,657,945		\$0
TOTAL CAPITAL PROJECTS	\$1,657,695	\$438	\$1,658,133	\$0	\$0
DIFFERENCE		\$188	\$188		\$0
% VARIANCE		75.20%	0.01%		
DEBT SERVICE					
A. RESTRICTED FOR					
OPERATING	\$3,786,111	\$23,384,247	\$21,784,140		\$5,386,218
OPEB BOND DEBT SERVICE	\$337,604	\$1,466,315	\$1,398,245		\$405,674
BUDGET		\$24,900,000	\$23,185,000		\$5,838,715
TOTAL DEBT SERVICE	\$4,123,715	\$24,850,562	\$23,182,385	\$0	\$5,791,892
DIFFERENCE		(\$49,438)	(\$2,615)		(\$46,823)
% VARIANCE		-0.20%	-0.01%		
INTERNAL SERVICE FUNDS					
DENTAL SELF-INSURANCE	\$460,555	\$871,908	\$835,266		\$497,197
HEALTH BENEFITS SELF-INSURANCE	\$8,455,631	\$21,413,790	\$22,518,961		\$7,350,460
SEVERANCE BENEFITS	\$2,451,098	\$287,878	\$460,363		\$2,278,613
OTHER POST-EMPLOYMENT BENEFITS	\$12,417,828	(\$847,295)	\$795,812		\$10,774,721
TOTAL INTERNAL SERVICE FUNDS	\$23,785,112	\$21,726,281	\$24,610,402	\$0	\$20,900,991

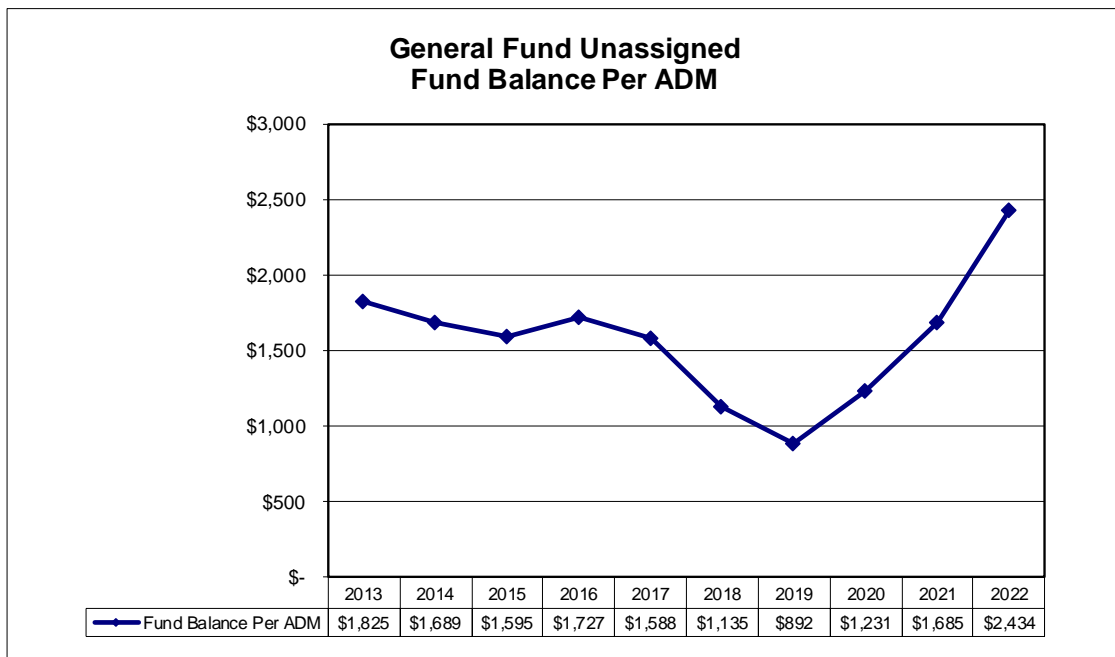
I. FINANCIAL RESULTS (CONTINUED)

Fund Balances (Continued)

As a percentage of annual expenditures:



Per student served for aid:

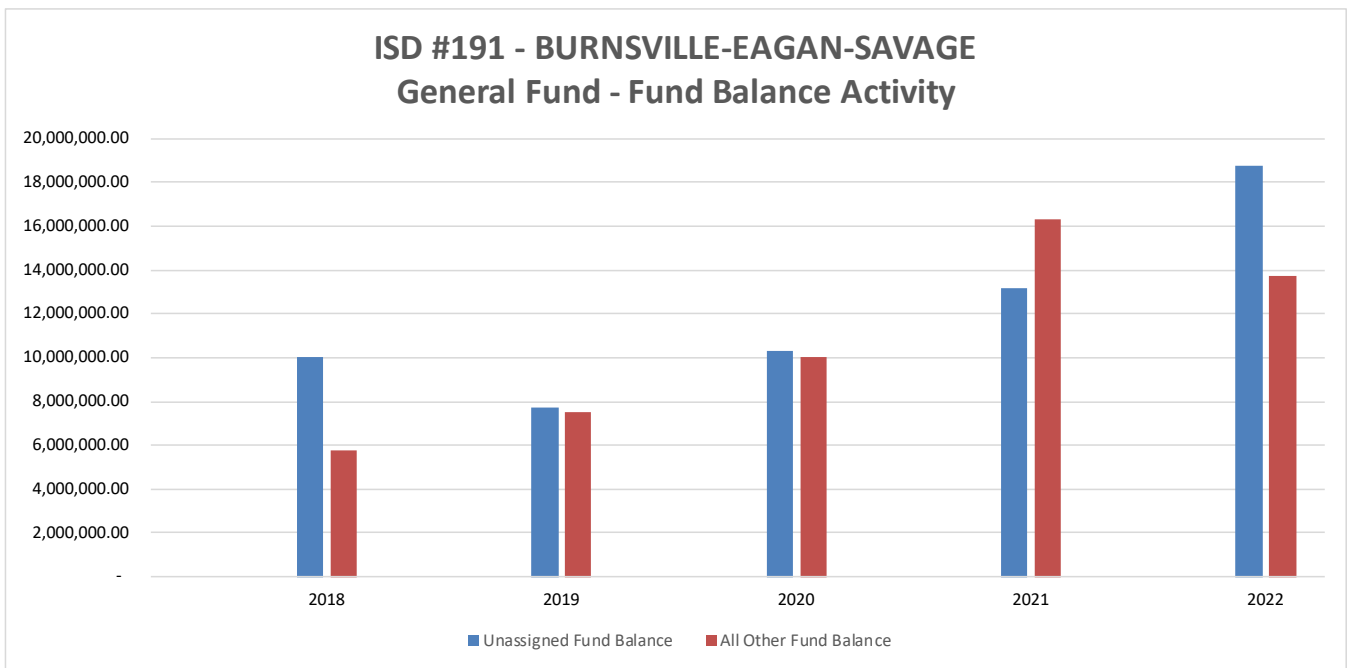


I. FINANCIAL RESULTS (CONTINUED)

Fund Balances of the General Fund

Unless otherwise noted, all graphs and charts reflect the combined activity of the District's General Fund.

<u>UFARS Basis</u>	2018	2019	2020	2021	2022
Unassigned Fund Balance	\$ 10,024,458	\$ 7,738,652	\$ 10,276,533	\$ 13,187,446	\$ 18,777,579
All Other Fund Balance	5,790,746	7,545,747	10,049,494	16,334,434	13,744,321
Total Fund Balance	<u>\$ 15,815,204</u>	<u>\$ 15,284,399</u>	<u>\$ 20,326,027</u>	<u>\$ 29,521,880</u>	<u>\$ 32,521,900</u>
Total Expenditures	<u>\$ 130,123,536</u>	<u>\$ 132,076,288</u>	<u>\$ 127,299,185</u>	<u>\$ 125,450,534</u>	<u>\$ 133,508,576</u>
Unassigned Fund Balance as a % of Total Expenditures	<u>7.70%</u>	<u>5.86%</u>	<u>8.07%</u>	<u>10.51%</u>	<u>14.06%</u>



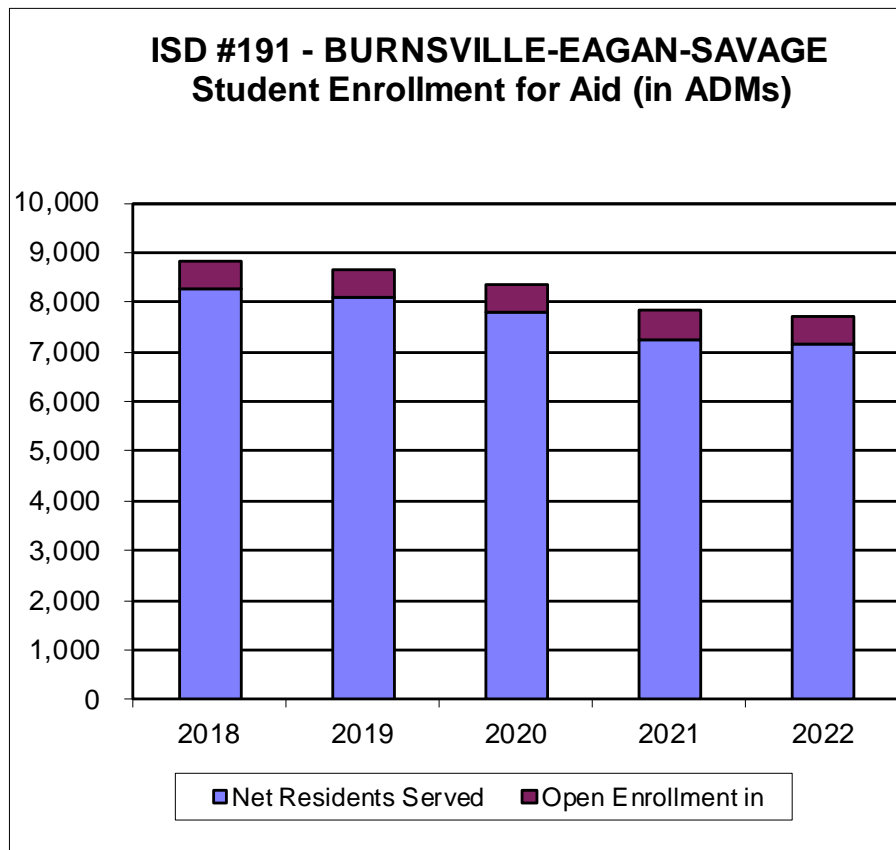
As reflected in the graph above, the District had been able to maintain financial strength through cost cutting measures and through community support for the operating referendum. For fiscal years 2018 and 2019, the Board chose to utilize available fund balance to finance the operating deficits.

I. FINANCIAL RESULTS (CONTINUED)

Students Served for Aid

	2018	2019	2020	2021	2022
Total Residents	10,548.77	10,635.48	10,548.49	10,305.87	10,256.32
Open Enrollment Out *	(2,281.84)	(2,536.98)	(2,762.69)	(3,067.20)	(3,107.99)
Net Residents Served	8,266.93	8,098.50	7,785.80	7,238.67	7,148.33
Open Enrollment In	565.59	574.10	564.77	586.89	567.87
Net ADM Served	8,832.52	8,672.60	8,350.57	7,825.56	7,716.20
Net Pupil Units Served	9,634.79	9,467.74	9,126.75	8,554.38	8,434.78

* - includes enrolled in charter schools



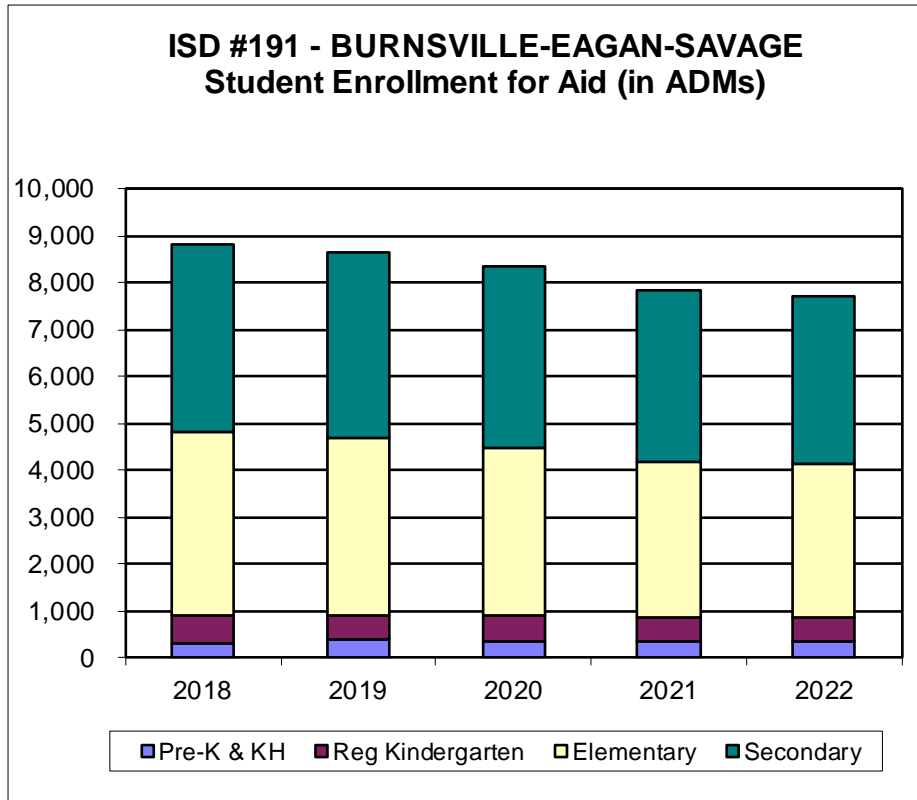
As reflected in the above chart and graph, the District's net open enrollment has continued to see significant increases in the net open enrollment out in recent years.

APPENDIX A

FINANCIAL TRENDS OF YOUR DISTRICT

Within this report there are a number of areas where condensed financial statement data has been presented.

Student Enrollment



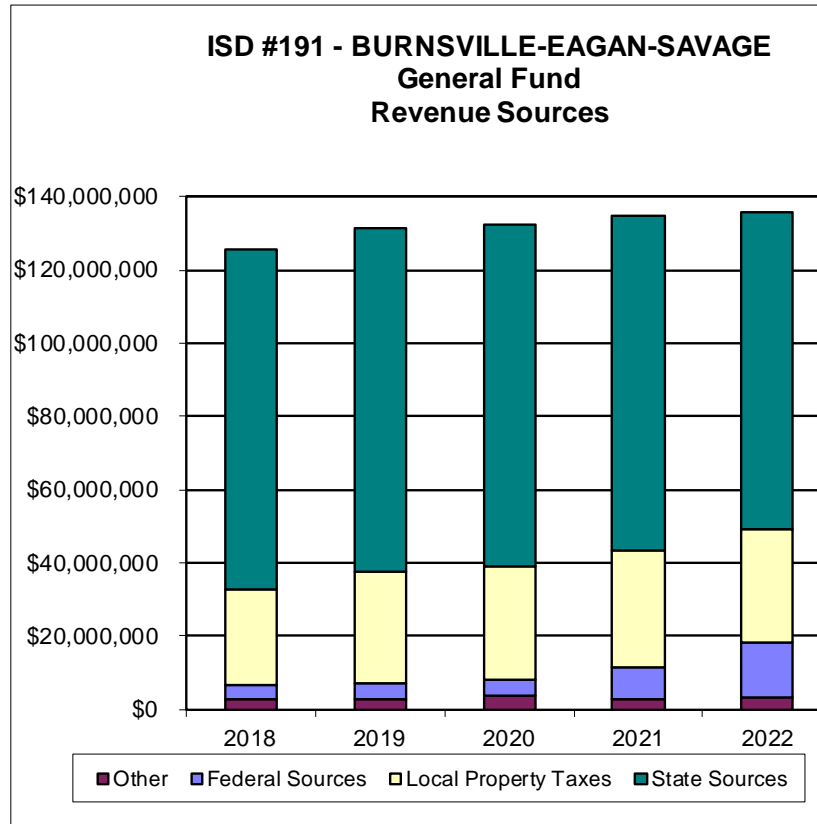
	2018	2019	2020	2021	2022
Pre-K, VPK & KH	327.04	377.25	357.08	341.17	348.13
Reg Kindergarten	574.78	536.06	559.27	508.24	513.53
Elementary	3,919.33	3,783.64	3,553.30	3,332.19	3,261.63
Secondary	4,011.37	3,975.65	3,880.92	3,643.96	3,592.91
Net ADM Served	<u>8,832.52</u>	<u>8,672.60</u>	<u>8,350.57</u>	<u>7,825.56</u>	<u>7,716.20</u>
Percent Change	(3.04)%	(1.81)%	(3.71)%	(6.29)%	(1.40)%

As noted in the above chart, the District's student count for fiscal 2021-2022 was 109 ADM (or 1.40%) lower than for the prior year.

APPENDIX A (CONTINUED)

General Fund Revenue

The following table and graph summarizes the District’s General Fund Revenue sources for the last five years.



The table below illustrates the fluctuation that occurs between the taxes and state aid categories based on legislative activity. The Legislature determines what portion of the general education funding formula will be paid by local taxpayers. For fiscal 2022 the impact of federal funding related to COVID-19 was significant but crucial in relation to the harm the enrollment decline and resulting revenue loss would have had.

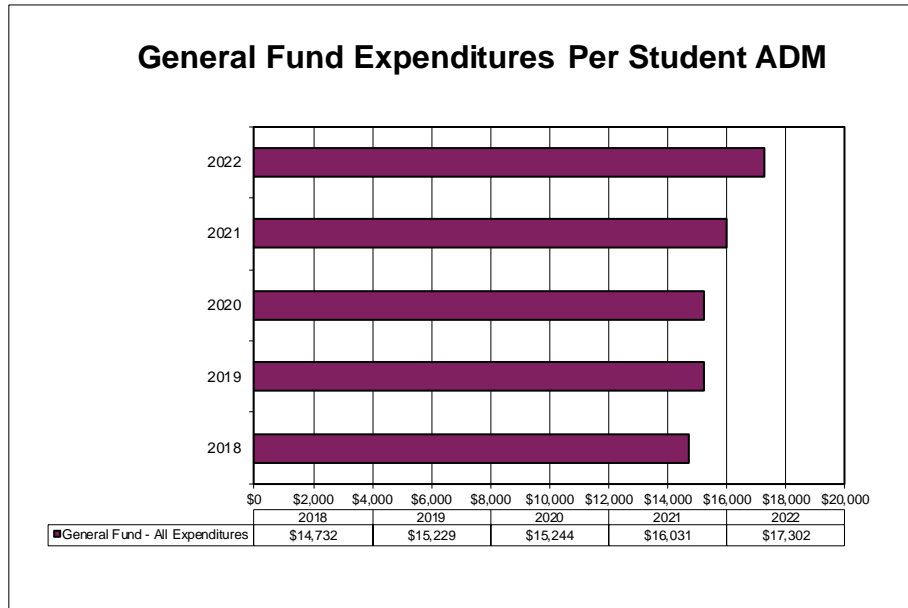
	2018	2019	2020	2021	2022
Local Property Taxes	\$ 26,115,688	\$ 30,501,788	\$ 30,562,243	\$ 31,896,090	\$ 30,955,773
State Sources	92,932,943	94,084,001	93,374,496	91,092,466	87,017,209
Federal Sources	4,008,431	4,154,299	4,602,284	8,950,841	14,965,232
Other	2,724,031	2,799,031	3,707,174	2,706,990	3,082,433
Total Revenues	\$ 125,781,093	\$ 131,539,119	\$ 132,246,197	\$ 134,646,387	\$ 136,020,647

	2018	2019	2020	2021	2022
Local Property Taxes	21 %	23 %	23 %	24 %	23 %
State Sources	74	72	71	68	64
Federal Sources	3	3	3	7	11
Other	2	2	3	2	2
Total Revenues	100 %	100 %	100 %	100 %	100 %

APPENDIX A (CONTINUED)

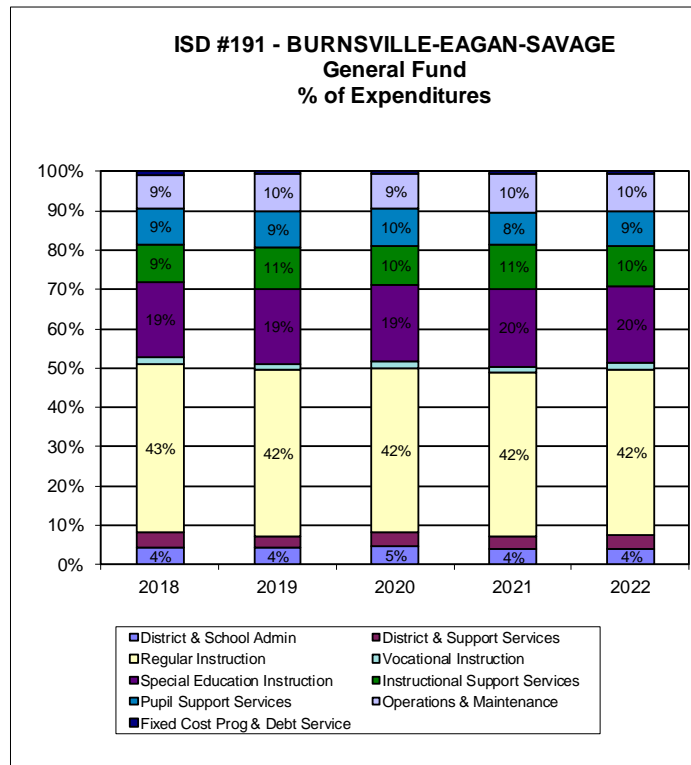
Expenditures Per Student

Expenditures per Student (average daily membership) are summarized in the following graph.



In fiscal 2022, General Fund expenditures per student increased 7.9% while total ADMs served decreased 1.4%.

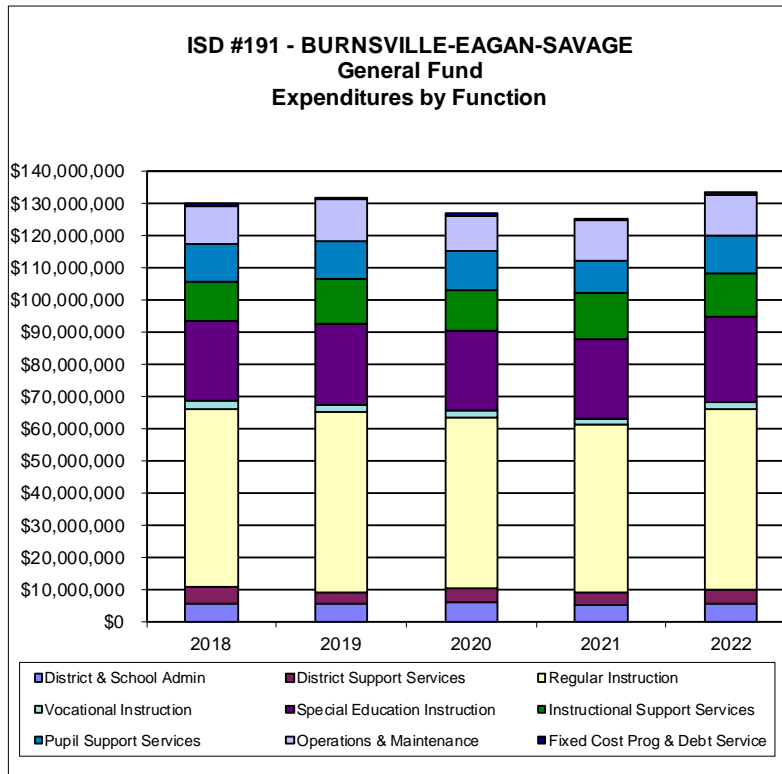
The following schedule shows total expenditures of the General Fund by program type:



APPENDIX A (CONTINUED)

Expenditures Per Student (Continued)

	2018	2019	2020	2021	2022
District and School Admin	\$ 5,713,911	\$ 5,825,527	\$ 5,942,122	\$ 5,020,112	\$ 5,443,219
District Support Services	5,145,446	3,524,970	4,359,684	4,091,220	4,587,041
Regular Instruction	55,507,587	55,963,544	53,484,300	52,078,379	56,065,894
Vocational Instruction	2,293,310	2,046,040	2,150,191	2,088,358	2,247,886
Special Education Instruction	24,837,327	25,423,086	24,719,470	24,703,007	26,368,362
Instructional Support Services	12,317,991	13,902,867	12,484,339	14,355,696	13,699,170
Pupil Support Services	11,880,056	11,887,039	12,120,045	9,835,715	11,711,503
Operations and Maintenance	11,427,371	12,721,947	11,200,675	12,621,006	12,867,121
Fixed Cost Prog and Debt Service	1,000,537	781,268	838,359	657,041	518,380
Total Expenditures	\$ 130,123,536	\$ 132,076,288	\$ 127,299,185	\$ 125,450,534	\$ 133,508,576



The following chart summarizes District General Fund Expenditures by object type.

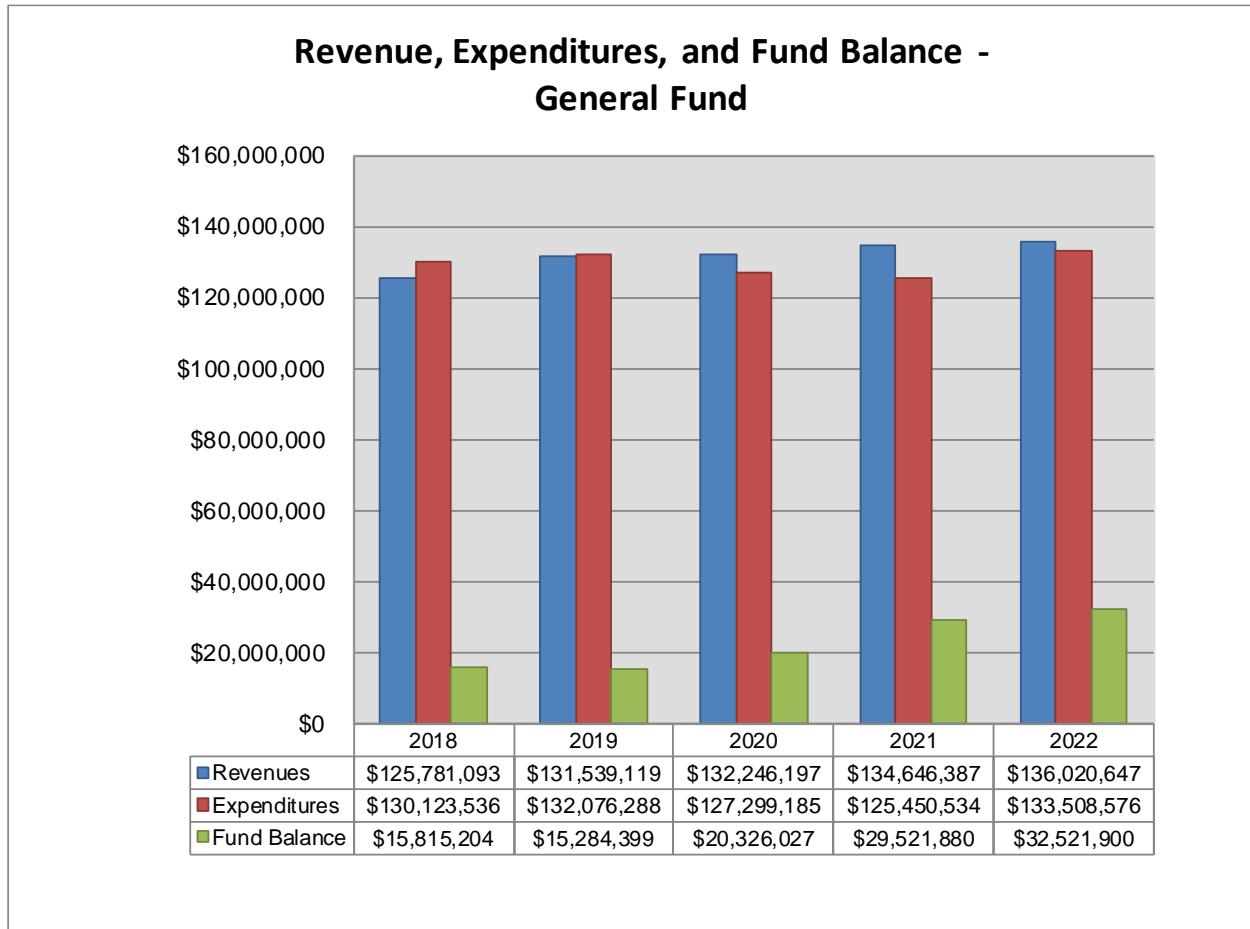
	2022		Over (Under)	Var %	2021	2020
	Final Amended Budget	Actual	Budget		Actual	Actual
Salaries	\$ 74,776,015	\$ 73,254,291	\$ (1,521,724)	(2.04)%	\$ 71,179,407	\$ 73,307,987
Employee Benefits	31,687,934	30,043,103	(1,644,831)	(5.19)	29,301,361	29,675,127
Purchased Services	18,568,397	19,648,553	1,080,156	5.82	14,700,502	17,020,334
Supplies and Materials	4,231,772	6,131,231	1,899,459	44.89	5,343,363	2,718,323
Capital Expenditures	5,797,104	3,656,490	(2,140,614)	(36.93)	3,865,715	3,230,989
Other Expenditures	974,476	774,908	(199,568)	(20.48)	1,060,186	1,346,425
Total Expenditures	\$ 136,035,698	\$ 133,508,576	\$ (2,527,122)	(1.86)%	\$ 125,450,534	\$ 127,299,185

As reflected above, total expenditures of the General Fund were 1.86% under the budgeted amount. For fiscal 2022, there were significant offsetting budget variances between supplies and capital expenditures as there was a significant amount of computer and technology purchases that were budgeted under capital outlay, but, as the purchases did not end up meeting the District’s capitalization threshold, the expenditures had to be coded to supplies.

APPENDIX A (CONTINUED)

General Fund Operations and Financial Position (UFARS Basis)

The following table presents five years of comparative operating results for the District’s General Fund.

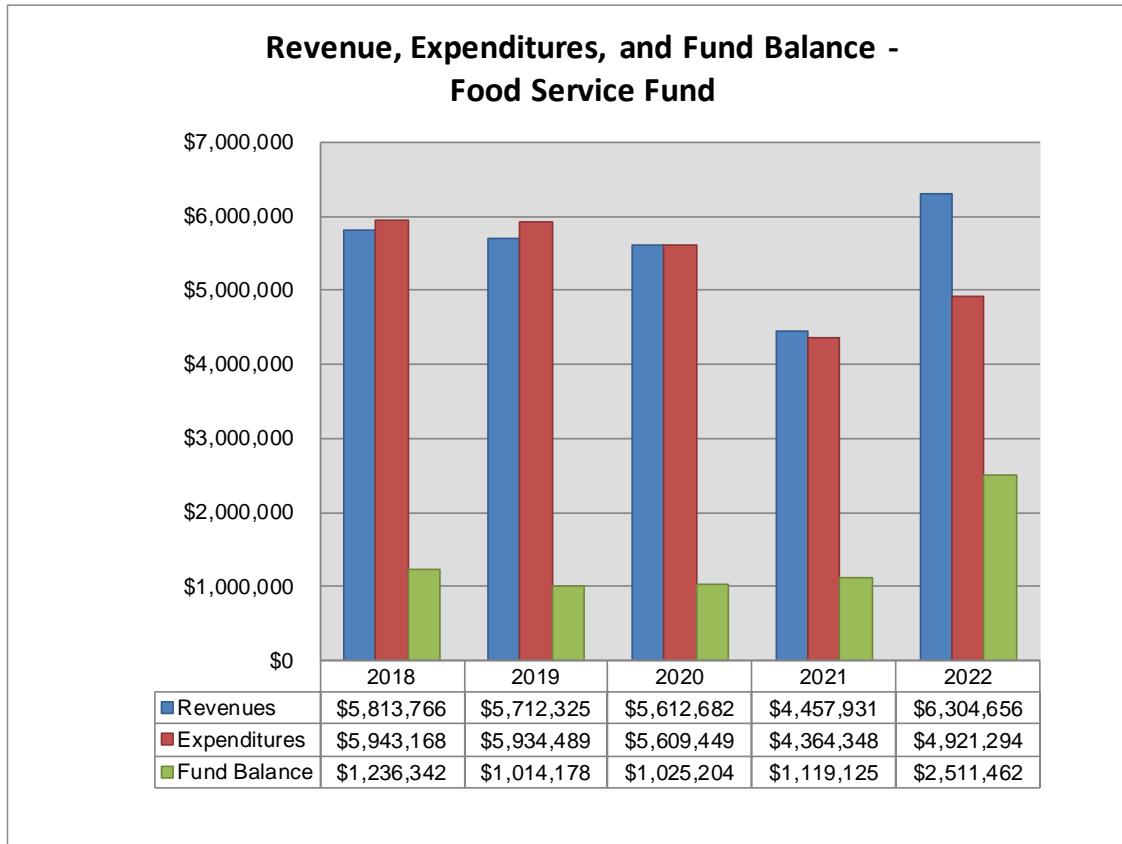


The District’s General Fund unassigned fund balance changed by \$5,590,132 during fiscal 2021-2022, increasing from \$13,187,447 to \$18,777,579 at June 30, 2022. Total fund balance of the General Fund increased by \$3,000,020 from operations, ending at \$32,521,900 as of June 30, 2022. The ending unassigned fund balance represents 14.06% of General Fund expenditures.

APPENDIX A (CONTINUED)

Food Service Fund

The following chart reflects the growth of the Food Service Program over the past five years:

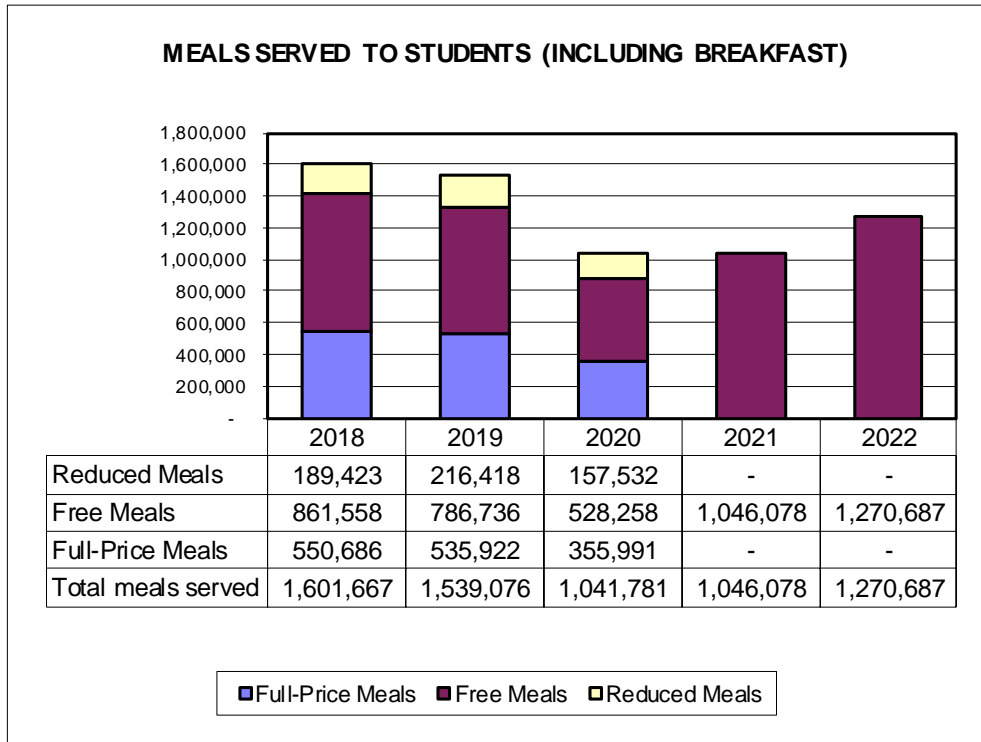


Total revenues and other financing sources exceeded total expenditures by \$1,392,337 in the District's Food Service Fund for 2022, resulting in a fund balance of \$2,511,462 at June 30, 2022. The District utilized \$7,497 of the available fund balance for capital expenditure needs of the child nutrition program.

Total actual revenues were higher than the budgeted amount by a net of \$345,799 or 5.80%, all of which is attributable to higher than budgeted federal revenue sources. Total expenditures were lower than the budgeted amount by \$144,978. The net impact of these variances was an increase to fund balance that was approximately \$489,752 greater than had been reflected in the final amended budget.

APPENDIX A (CONTINUED)

Food Service Fund (Continued)



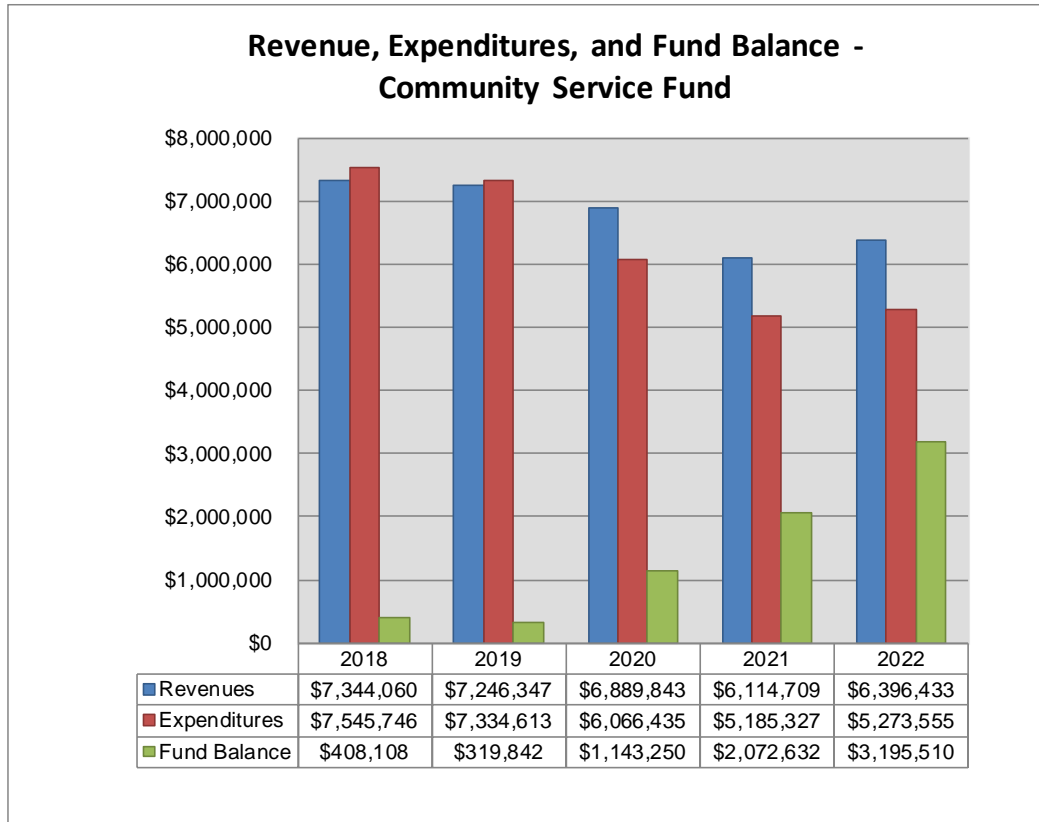
	Year Ended June 30,				
	2018	2019	2020	2021	2022
Percentage of Total Meals Served by Type (including Breakfast):					
Full Price Meals	34.4 %	34.8 %	34.2 %	- %	- %
Reduced Price Meals	11.8	14.1	15.1	-	-
Free Meals	53.8	51.1	50.7	100.0	100.0
Total	100.0 %	100.0 %	100.0 %	100.0 %	100.0 %

For fiscal 2022 all meals served were ultimately reimbursed through the Summer Food Program.

APPENDIX A (CONTINUED)

Community Service Fund

The following table presents five years of comparative operating results for the District’s Community Service Fund:



The District’s Community Service Fund results reflected that revenues exceeded expenditures by \$1,122,878 for fiscal 2022, increasing the combined fund balance from \$2,072,632 at June 30, 2021 to \$3,195,510 at June 30, 2022. In fiscal year 2021, we recognize that similar to the experience of the other operating funds, the Community Service Fund experienced a reduction in expenditures due to COVID-19 impacting the activities that could actually take place, therefore, programming focused on the support of families needing childcare and food services. In fiscal year 2022, the District’s Community Education programming planned significant expenditure adjustments and focused their programming on childcare during the continued effects of the COVID-19 pandemic. The Fund utilized new grant funding to provide additional programming for adult and pre-kindergarten students.

Total revenues of the District’s Community Service Fund for 2022 were \$202,918 lower than the budgeted amount while total expenditures were \$345,307 lower than the budgeted amount. The net impact of these variances was to increase total fund balance by \$142,389 more than had been reflected in the budget. As part of any budget update initiated for fiscal 2022-2023, the community services department will want to take these budget variances into consideration in order to limit budget variances to every extent possible.

APPENDIX B

Expenditures Per Student (ADM) Served

	Statewide			ISD No. 191 Burnsville-Eagan-Savage		
	All Districts	7-County Metro	Enrollment > than 4,000			
	2021	2021	2021	2020	2021	2022
District and School Admin and Support Services	\$ 1,184	\$ 1,205	\$ 1,156	\$ 1,172	\$ 1,148	\$ 1,254
Regular Instruction (including Co- & Extra-Curricular)	6,198	6,527	6,348	6,197	6,565	7,083
Vocational Instruction (Career & Technical)	197	179	185	248	264	280
Special Education Instruction	2,625	2,792	2,839	2,855	3,070	3,292
Instructional Support Services	812	917	913	1,277	1,706	1,637
Pupil Support Services (Including Transportation)	1,228	1,285	1,271	1,405	1,242	1,479
Operations and Maintenance and Other	1,083	1,052	1,056	1,181	1,325	1,376
General Fund Subtotal	<u>13,327</u>	<u>13,957</u>	<u>13,768</u>	<u>14,335</u>	<u>15,320</u>	<u>16,402</u>
Food Service	532	522	513	642	549	621
Community Service	610	682	658	702	655	665
Capital Expenditure (excluding Building Constr Fund)	793	815	784	385	491	675
Debt Service	<u>1,576</u>	<u>1,683</u>	<u>1,583</u>	<u>1,403</u>	<u>1,520</u>	<u>1,462</u>
Total Pre-K - 12 Operating Expenditures	<u>\$ 16,838</u>	<u>\$ 17,659</u>	<u>\$ 17,306</u>	<u>\$ 17,467</u>	<u>\$ 18,534</u>	<u>\$ 19,825</u>
Percent Change from Prior Year				-0.81%	6.11%	6.96%

Source of Statewide Data: School District Profiles published by the Minnesota Department of Education

District and school admin and support services - all costs related to providing administration to the District (school board, superintendent, principals, assistant superintendents, directors of instructional areas, etc.) and all central office administration (business services, human resources, legal, data processing, other district-wide support activities)

Regular instruction - includes all activities dealing directly with the teaching of pupils including co-curricular and extra-curricular activities and the interaction between teachers and pupils in the classroom (excluding exceptional, vocational and community education instruction) and includes activities of aides or assistants of any type (paraprofessionals, clerks, graders, etc.) who assist in the educational process, except spec ed aides

Vocational instruction - consists of costs related to courses and activities which develop knowledge, skills, attitudes and behavioral characteristics for students seeking career exploration and employability

Special education instruction - consists of activities providing learning experiences for pupils of any age, who because of certain atypical characteristics or conditions, have been identified as requiring, or who would benefit by, educational programs differentiated from those provided pupils in regular or vocational instruction

Instructional support services - activities for assisting instructional staff with content and process of providing learning experiences for pupils in K-12 (curriculum, staff dev, educ media, libraries, and media centers, etc.)

Pupil support services - all services to pupils not classified as instructional (counseling and guidance, health services, psychological services, social work, pupil transportation, and safety, etc.)

Operations and maintenance - activities related to the operation, maintenance, repair and remodeling of all physical plant, facilities, and grounds of the District

Food service - all costs of the Food Service Fund

Community service - all costs of the Community Service Fund

Capital expenditures - all capital expenditures charged to operating funds

Debt service - all debt service costs (principal, interest and fiscal agent costs)

APPENDIX C

LEGISLATIVE ACTIVITY

What follows are some education-related highlights of the 2022 legislative sessions as summarized from information made available by the Minnesota Department of Education, the Minnesota School Boards Association, and the Minnesota House of Representatives.

General Education

The General Education Revenue formula allowance for fiscal year 2023 remains at the level established during the 2021 legislative session. The amount will reflect an increase of 2%, or \$135 per pupil unit, over the 2022 formula to \$6,863 per pupil unit for fiscal year 2023 and later.

Special Education Cross-Subsidy Aid

Both the House and Senate made offers during the negotiations of the E12 supplemental budget bill but were unable to come to an agreement. The House's final offer included increasing the portion of the unreimbursed special education costs that are funded from 6.43% to 37.746% for fiscal year 2023 and 40.49% for fiscal year 2024 and later. The Senate's final offer included increasing the portion of the unreimbursed special education costs that are funded from 6.43% to approximately 40% for fiscal year 2023 and later.

School Board Member Earnings

The amount of yearly earnings that a school board member may receive from the school district for employment was increased from \$8,000 per fiscal year to \$20,000 per fiscal year. This could allow school board members to spend additional time working as substitute teachers, school bus drivers, food service program workers, etc.

Retired Teacher Earnings Limitations

Retired teachers who resume teaching at a public school or charter school may teach without application of an earnings limitation. Application of the earnings limitation would otherwise cause pension payments to be deferred or forfeited. The earnings limit resumes after the year 2024.

Frontline Worker Pay

To thank those Minnesotans who worked on the frontlines during the COVID-19 peacetime emergency, Gov. Tim Walz signed Frontline Worker Payments into law, enabling those workers to apply for Frontline Worker Pay. The law lists fifteen categories of frontline sectors, one of which is schools, including charter schools, state schools, and higher education.

In addition, to be eligible for Frontline Worker Pay, the applicant:

- must have been employed at least 120 hours in Minnesota in one or more frontline sectors between March 15, 2020, and June 30, 2021.
- for the hours worked during this time period the applicant –
 - was not able to telework due to the nature of the individual's work and
 - worked in close proximity to people outside of the individual's household;

APPENDIX C (CONTINUED)

Frontline Worker Pay (Continued)

- must meet the income requirements for at least one year between Dec. 31, 2019, and Jan. 1, 2022 –
 - workers with direct COVID-19 patient care responsibilities must have had an adjusted gross income of less than \$350,000 for married taxpayers filing jointly, or less than \$175,000 for other filers and
 - for workers in occupations without direct COVID-19 patient care responsibilities, the adjusted gross income limit is \$185,000 for married taxpayers filing jointly, or \$85,000 for other filers; and
- must not have received an unemployment insurance benefit payment for more than 20 weeks on a cumulative basis for weeks between March 15, 2

Mental Health Initiatives

A mental health package was passed which appropriates \$92.7 million to fund mental health programs and initiatives, including \$2 million in fiscal year 2023 for school-linked behavior health grants.

APPENDIX D

TECHNICAL UPDATE

GASB Statement No. 87 – Leases

GASB Statement No. 87 requires recognition of certain lease assets and liabilities for leases that were previously classified as operating leases. Specifically, this statement:

1. Establishes a single model for lease accounting based on the foundational principle that leases are financings of the right to use an underlying asset.
2. Defines the “lease term” and clarifies when lessees and lessors should reassess the lease term due to lease modifications or terminations.
3. Defines and establishes recognition criteria for short-term leases.
4. Amends accounting and financial reporting requirements for contracts with multiple components, contract combinations, subleases, and leaseback transactions.

The statement was to be effective for reporting periods beginning after December 15, 2019. However, due to the impact of COVID-19, the effective date was moved back one and a half years to reporting periods beginning after June 15, 2021. As such, this statement was implemented for fiscal year 2022. As a result, right-to-use assets that are included in long-term leases, as well as the corresponding amortization of the right to use said assets, are being reflected with the District’s capital assets. The related long-term liabilities were also recorded and the financial statement footnotes include additional information to reflect these additions.

GASB Statement No. 91 – Conduit Debt Obligations

The primary objective of GASB Statement No. 91 is to provide a single method of reporting conduit debt obligations by issuers and eliminate diversity in practice associated with (1) commitments extended by issuers, (2) arrangements associated with conduit debt obligations, and (3) related note disclosures. Initially effective for reporting periods beginning after December 15, 2020 but postponed to reporting periods beginning after December 15, 2021.

GASB Statement No. 92 – Omnibus 2020

The primary objectives of this statement are to enhance comparability and consistency by addressing practice issues that have been identified during implementation and application of certain GASB statements.

This Statement addresses a variety of topics and includes specific provisions about the following:

- The effective date of Statement No. 87, *Leases*, and Implementation Guide No. 2019-3, *Leases*, for interim financial reports
- Reporting of intra-entity transfers of assets between a primary government employer and a component unit defined benefit pension plan or defined benefit other postemployment benefit (OPEB) plan
- The applicability of Statements No. 73, *Accounting and Financial Reporting for Pensions and Related Assets That Are Not within the Scope of GASB Statement 68*, and *Amendments to Certain Provisions of GASB Statements 67 and 68*, as amended, and No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, as amended, to reporting assets accumulated for postemployment benefits
- The applicability of certain requirements of Statement No. 84, *Fiduciary Activities*, to postemployment benefit arrangements
- Measurement of liabilities (and assets, if any) related to asset retirement obligations (AROs) in a government acquisition

APPENDIX D (CONTINUED)

GASB Statement No. 92 – Omnibus 2020 (Continued)

- Reporting by public entity risk pools for amounts that are recoverable from reinsurers or excess insurers
- Reference to nonrecurring fair value measurements of assets or liabilities in authoritative literature
- Terminology used to refer to derivative instruments

GASB Statement No. 96 – Subscription-Based Information Technology Arrangements

This Statement provides guidance on the accounting and financial reporting for subscription-based information technology arrangements (SBITAs) for government end users (governments). This Statement (1) defines a SBITA; (2) establishes that a SBITA results in a right-to-use subscription asset—an intangible asset—and a corresponding subscription liability; (3) provides the capitalization criteria for outlays other than subscription payments, including implementation costs of a SBITA; and (4) requires note disclosures regarding a SBITA. To the extent relevant, the standards for SBITAs are based on the standards established in Statement No. 87, *Leases*, as amended.

A SBITA is defined as a contract that conveys control of the right to use another party's (a SBITA vendor's) information technology (IT) software, alone or in combination with tangible capital assets (the underlying IT assets), as specified in the contract for a period of time in an exchange or exchange-like transaction. Effective for fiscal years beginning after June 15, 2022, and all reporting periods thereafter.

GASB Statement No. 97 – Certain Component Unit Criteria, and Accounting and Financial Reporting for Internal Revenue Code Section 457 Deferred Compensation Plans

This statement clarifies how the absence of a governing board should be considered in determining whether a primary government is financially accountable for purposes of evaluating potential component units. It also modifies the applicability of certain component unit criteria as they relate to defined contribution pension plans, defined contribution OPEB plans, and other employee benefit plans. The statement also establishes accounting and financial reporting requirements for Section 457 plans that meet the definition of a pension plan and for benefits provided through those plans and modifies the investment valuation requirements for all Section 457 plans. The requirements related to the accounting and financial reporting for Section 457 plans are effective for fiscal years beginning after June 15, 2021. Requirements relating to the applicability of certain component unit criteria as they relate to defined contribution pension plans, defined contribution OPEB plans, and other employee benefit plans are effective immediately.

GASB Statement No. 98 – The Annual Comprehensive Financial Report

This statement establishes the term *Annual Comprehensive Financial Report* and its acronym *ACFR* to replace the *Comprehensive Annual Financial Report* and its acronym *CAFR*.

GASB Statement No. 99 – Omnibus

The objectives of this Statement are to enhance comparability in accounting and financial reporting and to improve the consistency of authoritative literature by addressing (1) practice issues that have been identified during implementation and application of certain GASB Statements and (2) accounting and financial reporting for financial guarantees.

APPENDIX D (CONTINUED)

GASB Statement No. 99 – Omnibus (Continued)

This Statement addresses a variety of topics and includes specific provisions about the following:

- Classification and reporting of derivative instruments within the scope of Statement No. 53, Accounting and Financial Reporting for Derivative Instruments, that do not meet the definition of either an investment derivative instrument or a hedging derivative instrument
- Clarification of provisions in Statement No. 87, Leases, as amended, related to the determination of the lease term, classification of a lease as a short-term lease, recognition and measurement of a lease liability and a lease asset, and identification of lease incentives
- Clarification of provisions in Statement No. 94, Public-Private and Public-Public Partnerships and Availability Payment Arrangements, related to (a) the determination of the public-private and public-public partnership (PPP) term and (b) recognition and measurement of installment payments and the transfer of the underlying PPP asset
- Clarification of provisions in Statement No. 96, Subscription-Based Information Technology Arrangements, related to the subscription-based information technology arrangement (SBITA) term, classification of a SBITA as a short-term SBITA, and recognition and measurement of a subscription liability
- Extension of the period during which the London Interbank Offered Rate (LIBOR) is considered an appropriate benchmark interest rate for the qualitative evaluation of the effectiveness of an interest rate swap that hedges the interest rate risk of taxable debt
- Accounting for the distribution of benefits as part of the Supplemental Nutrition Assistance Program (SNAP)
- Disclosures related to nonmonetary transactions
- Pledges of future revenues when resources are not received by the pledging government
- Clarification of provisions in Statement No. 34, Basic Financial Statements— and Management’s Discussion and Analysis—for State and Local Governments, as amended, related to the focus of the government-wide financial statements

GASB Statement No. 100 – Accounting Changes and Error Corrections – An Amendment of GASB Statement No. 62

This Statement prescribes the accounting and financial reporting for (1) each type of accounting change and (2) error corrections. This Statement requires that (a) changes in accounting principles and error corrections be reported retroactively by restating prior periods, (b) changes to or within the financial reporting entity be reported by adjusting beginning balances of the current period, and (c) changes in accounting estimates be reported prospectively by recognizing the change in the current period.

GASB Statement No. 101 – Compensated Absences

This Statement requires that liabilities for compensated absences be recognized for (1) leave that has not been used and (2) leave that has been used but not yet paid in cash or settled through noncash means. A liability should be recognized for leave that has not been used if (a) the leave is attributable to services already rendered, (b) the leave accumulates, and (c) the leave is more likely than not to be used for time off or otherwise paid in cash or settled through noncash means. Leave is attributable to services already rendered when an employee has performed the services required to earn the leave.



APPENDIX E

FORMAL REQUIRED COMMUNICATIONS

Board of Education
Independent School District No. 191
Burnsville-Eagan-Savage Schools
Burnsville, Minnesota

We have audited the financial statements of the governmental activities, each major fund and the aggregate remaining fund information of Independent School District No. 191 (the District) as of and for the year ended June 30, 2022, and have issued our report thereon dated October 27, 2022. We have previously communicated to you information about our responsibilities under auditing standards generally accepted in the United States of America, *Government Auditing Standards*, and Title 2 U.S. *Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance), as well as certain information related to the planned scope and timing of our audit. Professional standards also require that we communicate to you the following information related to our audit.

Significant audit findings

Qualitative aspects of accounting practices

Accounting policies

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the District are described in Note 1 to the financial statements.

As described in Note 1, the District changed accounting policies related to leases by adopting Statement of Governmental Accounting Standards Board (GASB Statement) No. 87, *Leases*, in 2022. This resulted in the District capitalizing right-to-use assets and the corresponding lease liability for long-term lease agreements as well as recording a lease receivable and a related deferred inflow of resources.

We noted no transactions entered into by the District during the year for which there is a lack of authoritative guidance or consensus. All significant transactions have been recognized in the financial statements in the proper period.

Accounting estimates

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimates affecting the financial statements were:

- Due from Minnesota Department of Education
- Due from other Minnesota school districts
- Due from federal through the Minnesota Department of Education
- Other Postemployment Benefits Payable
- Estimated useful lives of depreciable capital assets
- Estimated proportionate share of PERA's and TRA's net pension liability
- Estimate of self-insurance claims incurred but not reported
- Estimate of the District's liability for severance benefits payable

Management's estimate of the due from Minnesota Department of Education is based on amounts anticipated to be received from the state for various aid entitlements for fiscal 2022. The most significant of these is the aid portion of general education revenue. General education revenue and certain other revenues are computed by applying an allowance per student to the number of students served by the school. Student attendance is accumulated in a statewide database, Minnesota Automated Reporting Student System (MARSS). Because of the complexity of student accounting and because of certain enrollment options, student information is input by other school districts and the MARSS data for fiscal year 2022 is not finalized until well into the next fiscal year. MDE calculates amounts owed to the District for special education excess cost tuition billing and adds the amount to the District's special education aid. Because the tuition amounts are based on estimated information, final entitlements are not expected to be known until well into the following fiscal year. Management expects any differences between estimated and actual data will be insignificant.

Management's estimate of due from other Minnesota school districts is based on amounts that have been billed to other school districts for rental or other services performed for other Minnesota school districts. Management expects any difference between estimated and actual data will be insignificant.

Management's estimate of due from federal through the Minnesota Department of Education is based on amounts anticipated to be received through the state for various federal aid entitlements for fiscal 2022. Many federal entitlements require that supporting financial reporting information be provided both in the Uniform Financial Accounting and Reporting Standards (UFARS) accounting system and also the Special Education Data Reporting Application (SEDRA) reporting system reporting system. To the extent that these two separate systems are not in agreement and reported in a timely manner, the estimated aid entitlement may be adversely affected. Management expects any differences between estimated and actual data will be insignificant.

Management's estimate of other postemployment benefits payable is based on an actuarially determined calculation, less actual payments incurred on behalf of retirees and an actuarially determined estimate of implicit rate subsidy, which is the estimated increased cost of premiums due to inclusion of retirees in the same plan as the District's active employees.

Management's estimate of the useful lives for depreciable capital assets is based on guidance recommended by the Minnesota Department of Education and other sources. The useful life of a depreciable capital asset determines the amount of depreciation that will be recorded in any given reporting period as well as the amount of accumulated depreciation that is reported at the end of a reporting period.

Management's estimate of the District's proportionate share of PERA's and TRA's Net Pension Liability is based on guidance from GASB Statement No. 68 and each plan's respective allocation tables. Each plan's allocation tables allocate a portion of the plan's net pension liability based on the District's prior fiscal year contributions as a percentage of the total contributions received for the related year by the plan.

Management's estimate of severance benefits payable is based on certain assumptions made by the District as required by GASB 16. The District recorded a liability for accumulated sick leave convertible to severance pay for which it is probable the employees will be compensated. The method used by the District to calculate this liability is based on assumptions involving the probability of employees becoming eligible to receive the benefits and the potential use of sick leave prior to termination.

Management's estimate of the self-insurance liability is based on assumptions made by the District regarding the potential for insurance payouts based on census data collected on all participants. They also factor in information from insurance claim lag reports to show the actual payouts occurring for insurance related to the year under audit. This is then factored into the ending liability for the year.

We reviewed and tested management's procedures and underlying supporting documentation in the areas discussed above and evaluated the key factors and assumptions used to develop the estimates noted above in determining that they are reasonable in relation to the financial statements taken as a whole. We concluded that the accounting estimates and management judgments appeared to consider all significant factors and resulted in appropriate accounting recognition.

Financial statement disclosures

Certain financial statement disclosures are particularly sensitive because of their significance to financial statement users. There were no particularly sensitive financial statement disclosures.

The financial statement disclosures are neutral, consistent, and clear.

Difficulties encountered in performing the audit

We encountered no significant difficulties in dealing with management in performing and completing our audit.

Uncorrected misstatements

Professional standards require us to accumulate all misstatements identified during the audit, other than those that are clearly trivial, and communicate them to the appropriate level of management. Management has determined that the effects of uncorrected misstatements are immaterial, both individually and in the aggregate, to the financial statements taken as a whole. The following summarizes the uncorrected misstatement of the financial statements:

- Governmental Activities assets and net position were understated by \$847,160 due to not booking the solar panels as donated assets when originally donated to the district. As this is immaterial to Governmental Activities, this will be corrected through current year activity for fiscal year 2022 so that ending net position is accurate on June 30, 2022

Corrected misstatements

Management did not identify and we did not notify them of any financial statement misstatements detected as a result of audit procedures.

Disagreements with management

For purposes of this letter, a disagreement with management is a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditors' report. No such disagreements arose during our audit.

Management representations

We have requested certain representations from management that are included in the management representation letter dated October 27, 2022.

Management consultations with other independent accountants

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to the District's financial statements or a determination of the type of auditors' opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

Significant issues discussed with management prior to engagement

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to engagement as the District's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our engagement.

Required supplementary information

With respect to the required supplementary information (RSI) accompanying the financial statements, we made certain inquiries of management about the methods of preparing the RSI, including whether the RSI has been measured and presented in accordance with prescribed guidelines, whether the methods of measurement and preparation have been changed from the prior period and the reasons for any such changes, and whether there were any significant assumptions or interpretations underlying the measurement or presentation of the RSI. We compared the RSI for consistency with management's responses to the foregoing inquiries, the basic financial statements, and other knowledge obtained during the audit of the basic financial statements. Because these limited procedures do not provide sufficient evidence, we did not express an opinion or provide any assurance on the RSI.

Supplementary information in relation to the financial statements as a whole

With respect to the schedule of expenditures of federal awards (SEFA) accompanying the financial statements, on which we were engaged to report in relation to the financial statements as a whole, we made certain inquiries of management and evaluated the form, content, and methods of preparing the SEFA to determine that the SEFA complies with the requirements of the Uniform Guidance, the method of preparing it has not changed from the prior period or the reasons for such changes, and the SEFA is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the SEFA to the underlying accounting records used to prepare the financial statements or to the financial statements themselves. We have issued our report thereon dated October 27, 2022.

With respect to the individual fund financial statements and the uniform financial reporting and accounting standards compliance table (the supplementary information) accompanying the financial statements, on which we were engaged to report in relation to the financial statements as a whole, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with accounting principles generally accepted in the United States of America, the method of preparing it has not changed from the prior period or the reasons for such changes, and the information is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the financial statements or to the financial statements themselves. We have issued our report thereon dated October 27, 2022.

Other information included in annual reports

Other information (financial or nonfinancial information other than the financial statements and our auditors' report thereon) is being included in your annual report and is comprised of the introductory and statistical section. Our responsibility for other information included in your annual report does not extend beyond the financial information identified in our opinion on the financial statements. We have no responsibility for determining whether such other information is properly stated and do not have an obligation to perform any procedures to corroborate other information contained in your annual report. We are required by professional standards to read the other information included in your annual report and consider whether a material inconsistency exists between the other information and the financial statements because the credibility of the financial statements and our auditors' report thereon may be undermined by material inconsistencies between the audited financial statements and other information. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report. Our auditors' report on the financial statements includes a separate section, "Other Information," which states we do not express an opinion or any form of assurance on the other information included in the annual report. We did not identify any material inconsistencies between the other information and the audited financial statements.

Board of Education
Independent School District No. 191
Burnsville-Eagan-Savage Public Schools

* * *

This communication is intended solely for the information and use of the Board of Education and management of the District and is not intended to be, and should not be, used by anyone other than these specified parties.

CliftonLarsonAllen LLP

CliftonLarsonAllen LLP

Minneapolis, Minnesota
October 27, 2022



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