ROBBINSDALE AREA SCHOOLS ISD#281

ENROLLMENT PROJECTIONS

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ROBBINSDALE AREA SCHOOLS
ENROLLMENT PROJECTIONS

Executive Summary

Since 2014-15

- Robbinsdale Area Schools K-12 enrollment decreased by 1,916 students or -15.7 percent
    - "Perfect Enrollment Storm"
        - The district's resident school age population decreased by 1,529 students or -10.1 percent
        - Increased competition for students
            - Residents open enrolling in other school districts and enrolling in charter schools increased
                - The Robbinsdale Area Schools had a net loss of 2,307 students to other public options in 2024-25
                - Robbinsdale Area Schools' market share declined from 70.0 percent to 62.5 percent
            - Resident K-12 enrollment decreased by 2,092 students or -19.7 percent
- Nonresidents make up 17.0 percent of total enrollment in 2024-25

In ten years, that is, in 2034-35

- Robbinsdale Area Schools' K-12 enrollment is projected to decrease, ranging from 8,886 to 9,457 or -13.3 to -7.8 percent less than the 2024-25 enrollment of 10,253 students
- Natural decrease (meaning the incoming kindergarten is smaller than the previous year's Grade 12) continues, which puts downward pressure on enrollment
- Net **in** migration is modest

In five years, that is, in 2029-30

- K-5 enrollment is projected to be 174 to 338 students lower than in 2024-25. (All kindergarten students have been born)
- Middle school enrollment decreases by 14 students to increases by 62 students
- High school enrollment projected to be 345 to 468 students lower than today

Assumptions underlying these projections

- The decline in resident births in Minnesota and Hennepin County will have an effect
- Suburban Hennepin County's share of Minnesota resident births is not likely to increase
- Robbinsdale's share of Suburban Hennepin County resident births is not likely to increase

What could occur to make these projections too high or too low

- Too high
    - Projected kindergarten is too high (Suburban Hennepin County's kindergarten pool is too large or Robbinsdale's kindergarten capture rate decreases)
    - Nonresident students decrease or more residents leave the district

- Too low
    - Projected kindergarten is too low (Suburban Hennepin County's kindergarten pool too small or Robbinsdale's kindergarten capture rate increases)
    - More nonresident students

COVID-19 AFFECTS

The COVID-19 Pandemic affected Minnesota public school enrollment in 2020-21. Kindergarten classes were smaller and elementary students, in general, were lost to home schools and or private schools. Middle school and high school enrollment was less affected by the Pandemic.

2023-24 marked the fourth year that Minnesota public school enrollment was below pre-Pandemic numbers.

The COVID-19 Pandemic affected Robbinsdale Area Schools' enrollment as follows:

- Kindergarten capture rate fell and has not returned to pre-Pandemic levels

- Students shifted to other education options
    - Home school numbers increased
    - Sizable increase in charter school enrollment but may not be Pandemic related

DISTRICT WIDE ENROLLMENT PROJECTIONS

Introduction

Attending school is compulsory; therefore, the number of enrolled students is a demographic phenomenon. Public school enrollment is affected by the size of a school district's school age population and the education choices available to district residents. A district's school age population is closely related to other population characteristics of the district, especially the age of the district's population. For example, the age of adults, especially the number of women of prime childbearing age, affects the number of births, which translates into kindergarten classes five to six years later. The age of adults also affects population mobility because older people move less frequently than younger people. The movement of families with children under 18 years also affects enrollment and in a mobile society, enrollment changes throughout the school year as families with children move. While most population trends find expression in school districts, there is also change that is unpredictable and sometimes very local.

While population changes affect the total number of school age children residing in a school district, Minnesota students and their families have education choices. These choices also affect enrollment in a district's schools. Therefore, when analyzing public school enrollment, choice must be considered as well as population dynamics. Choice includes nonpublic schools, home schools, and the public options of open enrollment, charter schools and alternative schools. Two other choices exist: a) dropping out of high school, and b) delaying starting kindergarten (academic redshirting).

Enrollment Trends

K-12 Enrollment in the Robbinsdale Area Schools

Current Enrollment/Past Trends

K-12 enrollment trends play out over extended periods of time. In the Robbinsdale Area Schools, total enrollment decreased in the past ten years as did resident enrollment. Since 2014-15, total enrollment decreased by 1,916 students or -15.7 percent while resident enrollment decreased by 2,092 students or -19.7 percent. Total enrollment decreased less because nonresident enrollment increased from 1,568 students to 1,744 students. In 2024-25, nonresidents make up 17.0 percent of total enrollment. The percentage of nonresidents was 12.9 percent in 2014-15.

K-12 ENROLLMENT										
2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
12,169	12,499	12,326	12,014	11,968	11,814	11,257	10,855	10,453	10,213	10,253

Source: Robbinsdale School District, Fall Enrollment. Excludes Early Childhood

K-12 RESIDENT ENROLLMENT										
2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
10,601	10,611	10,328	10,068	9,965	9,910	9,355	9,069	8,793	8,508	8,509

Resident enrollment is total enrollment less open enrollment in and tuition enrollment in (see page 6)
Source: Robbinsdale School District, Fall Enrollment. Excludes Early Childhood

Like all population changes, school enrollment changes result from two different phenomena—natural increase/decrease and net migration. The difference between the size of the incoming Kindergarten class and the previous year's Grade 12, called natural increase or decrease, measures the change in past birth numbers or cohort change. For example, the Baby Boom (1946-1964) and the Baby Bust (1965-1976) set in motion cycles of rising and falling enrollment that are reflected as natural increase/decrease. As the next table shows, since 2014-15, Robbinsdale Area Schools' Kindergarten was smaller than the previous year's Grade 12 every year. **Natural decrease cost the Robbinsdale Area Schools 2,544 students since 2014-15.**

COMPONENTS OF K-12 ENROLLMENT CHANGE				
Year To Year	Total		Natural Increase/ Decrease	Net Migration
	#	%		
2014 to 2015	330	2.7%	-199	529
2015 to 2016	-173	-1.4%	-240	67
2016 to 2017	-312	-2.5%	-179	-133
2017 to 2018	-46	-0.4%	-141	95
2018 to 2019	-154	-1.3%	-139	-15
2019 to 2020	-557	-4.7%	-333	-224
2020 to 2021	-402	-3.6%	-299	-103
2021 to 2022	-402	-3.7%	-424	22
2022 to 2023	-240	-2.3%	-366	126
2023 to 2024	40	0.4%	-224	264
Total	-1,916	---	-2,544	628

The other phenomenon affecting school enrollment is migration, an indirectly derived estimate. Migration is the term used when people move across a boundary or border, in this case, the school district's boundaries. Net migration is calculated by the progression from grade to grade of public-school students. For example, public school Kindergarten students are moved to Grade 1 in the following year, Grade 1 students to Grade 2, etc. Because the probability of death low among children, the same number of students is expected in the next higher grade the following year. Therefore, if the number of students changes, migration is assumed to have occurred. A positive number indicates a net flow into the public schools and a negative number reflects a net flow out of the public schools.

This method for estimating migration does not distinguish between physical movement across the district's boundaries and education choices, such as transferring from a nonpublic school to a public school, transferring to a charter school or open enrolling in a public school outside the district. Further, students who move into or out of a school district but never enroll in the district's public schools are not reflected in the migration numbers in this report.

Based on the methodology described, **net migration added 628 students to the Robbinsdale Area Schools since 2014-15**. Net in migration occurred six times from 2014-15 to date, although net migration numbers fluctuated from year to year, which is typical. **The combination of net migration and natural increase/decrease is the change in enrollment.**

Student Choices in the Robbinsdale School District

Education options affect enrollment in a district's public schools. Nonpublic schools have been an option for many years. More recently, home schools have become another option. Since their inception, public school options have been attracting more students every year. Open enrollment allows residents of one district to attend the public schools in another district. Charter schools are another public option. All these choices mean competition for students.

Nonpublic Enrollment and Home Schools

Today, nonpublic enrollment falls into two categories—traditional nonpublic schools and home schools. Most traditional nonpublic schools are associated with religious institutions and many home school curriculums are faith based as well.

In Minnesota in 2023-24, 7.5 percent of all enrolled students were enrolled in traditional nonpublic schools and 3.0 percent of enrolled students were homeschooled. In the Robbinsdale School District, 7.9 percent of residents attended a traditional nonpublic school while homeschooled students accounted for 2.2 percent of all enrolled students.

NONPUBLIC SETTINGS			
Year	Traditional Nonpublic Schools	Home Schools	Total
2014-15	1,379	273	1,652
2015-16	1,407	290	1,697
2016-17	1,445	289	1,734
2017-18	1,501	307	1,808
2018-19	1,233	289	1,522
2019-20	1,279	291	1,570
2020-21	1,223	371	1,594
2021-22	1,137	292	1,429
2022-23	880	307	1,187
2023-24	1,080	304	1,384
2024-25	716	305	1,021

Source: Robbinsdale School District, Minnesota Department of Education

The proportion of ISD #281 residents in nonpublic settings is comparable to the statewide percentage. Combining home school students and nonpublic students, 10.1 percent of Robbinsdale School District residents were in nonpublic settings. In Minnesota, 10.5 percent of all students were enrolled in nonpublic settings. Until the Pandemic, traditional nonpublic enrollment decreased statewide, while the number of homeschooled students increased. In the Robbinsdale School District,

the number of nonpublic students decreased as well and the number of homeschooled children increased.

Public Options

Open Enrollment. Open enrollment allows Minnesota students to attend public schools outside their district of residence. The application to open enroll is made by the student and his/her parents and families generally provide their own school transportation. No tuition is charged.

Some students attend public schools outside their home district because their home district enters into an agreement with another district, usually to provide specialized services. This is called a tuition agreement, but this arrangement is not technically a student choice.

Since its beginning, open enrollment has attracted ever more students statewide as well as in the Robbinsdale School District. In 2023-24, 1,700 nonresidents enrolled in the Robbinsdale Area Schools while 1,963 residents attend a public school elsewhere through open enrollment.

PUBLIC OPTIONS						
	In		Out			
Year	Open Enrollment	Tuition Agreements	Open Enrollment	Tuition Agreements	Charter Schools	Net
2014-15	1,557	11	1,620	313	961	-1,024
2015-16	1,880	8	1,832	126	1,027	-979
2016-17	1,990	8	1,870	115	1,170	-1,050
2017-18	1,925	21	1,938	114	1,318	-1,331
2018-19	1,981	22	1,930	99	1,410	-1,359
2019-20	1,892	12	1,932	95	1,530	-1,570
2020-21	1,893	9	2,043	71	1,520	-1,670
2021-22	1,776	10	1,903	78	1,543	-1,670
2022-23	1,656	10	1,979	75	1,565	-1,888
2023-24	1,700	5	1,963	79	1,819	-2,082
2024-25	1,739	5	2,219	42	1,827	-2,307

Tuition agreements excluded from the net
Source: Robbinsdale School District

Nonresident students who open enrolled in the Robbinsdale Area Schools accounted for 16.6 percent of Robbinsdale's total enrollment in 2023-24. Eighty percent (80.6) of nonresidents live in two school districts—Minneapolis (60.2 percent) and Osseo (20.4 percent). Students leaving the district via open enrollment to attend public schools elsewhere represented 14.3 percent of the district's school age residents. These students are very dispersed attending schools in many different districts with 38.3 going to the Hopkins, 18.1 percent going to Osseo, 7.9 percent going to Minnetonka and 6.8 percent going to St. Louis Park. In 2023-24, 9.3 percent of Minnesota students chose open enrollment.

Charter Schools. Charter schools are another public education option. While 7.2 percent of Minnesota students attended charter schools in 2023-24, 13.2 percent of Robbinsdale School District residents attended a charter school.

As the education choice data show, in 2024-25, excluding tuition agreement students, **the Robbinsdale Area Schools has a net loss of 2,307 students to other public options.**

K-12 Market Share of District School Age Residents

Estimating market share requires an estimate of a school district's school age population. The best estimate results from adding Robbinsdale Area Schools' resident enrollment to district residents attending traditional nonpublic schools, being homeschooled, and opting for open enrollment out, charter schools and other public options.

Based on 2014-15 and 2024-25, the estimated resident enrolled school age population decreased from 15,147 to 13,618 students, a decrease of 1,529 students or -10.1 percent while Robbinsdale Area Schools resident enrollment decreased by 2,092 students or -19.7 percent during the same period. Based on the estimated 2024-25 enrolled resident population of 8,509, the Robbinsdale Area Schools captured 62.5 percent of the district's school age population. In 2014-15, market share was 70.0 percent. A declining market share is typical in Minnesota.

ROBBINSDALE SCHOOL DISTRICT ESTIMATED RESIDENT SCHOOL AGE POPULATION					
Year	Robbinsdale Area Schools Resident Enrollment	Nonpublic Settings	Public Options	Other	Total
2014-15	10,601	1,652	2,894	n.a.	15,147
2015-16	10,611	1,697	2,985	n.a.	15,293
2016-17	10,328	1,734	3,155	n.a.	15,217
2017-18	10,068	1,808	3,370	n.a.	15,246
2018-19	9,965	1,522	3,439	n.a.	14,926
2019-20	9,910	1,570	3,557	n.a.	15,037
2020-21	9,355	1,594	3,634	n.a.	14,583
2021-22	9,069	1,429	3,524	n.a.	14,022
2022-23	8,793	1,187	3,619	n.a.	13,599
2023-24	8,508	1,384	3,861	n.a.	13,753
2024-25	8,509	1,021	4,088	n.a.	13,618

History of Enrollment by Grade

The history of enrollment contains patterns with implications for future enrollment. First, kindergarten size fluctuated but has decreased 20.7 percent since 2014-15. In that year kindergarten had 928 students but in 2024-25 there were 736 kindergarten students. Since the Pandemic kindergarten has always been less than 800 students.

The number of students per grade varies in the Robbinsdale Area Schools. A way of expressing grade size differences is to calculate the "average" number of students per grade. For example, in 2024-25, the average elementary grade (K-5) has 631 students. The average middle school grade (6-8) has 713 students while the average high school grade (9-12) has 924 students. **There is a consistent net**

inflow of students Grade 9, the beginning of high school, and recently, there has been an inflow at Grade 7 as well. However, these grade averages point to further decreases in enrollment unless kindergarten becomes much larger than it has been recently.

Minnesota's largest graduating high school class since 1978 graduated in 2009. Statewide, graduating classes will be getting smaller. Based on Robbinsdale's enrollment history, its largest recent graduating class occurred in 2016 or earlier.

K-12 ENROLLMENT											
Grade	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
K	928	918	865	845	863	895	731	793	705	709	736
1	917	928	893	847	830	854	834	733	780	713	711
2	954	942	907	875	862	806	790	806	711	762	743
3	904	945	944	876	870	823	757	745	791	703	774
4	870	969	1,032	958	888	841	796	720	741	776	708
5	932	862	945	994	949	870	798	728	700	717	747
6	839	1,108	965	884	957	925	798	729	676	706	713
7	901	967	1,002	916	881	955	889	779	748	708	725
8	916	969	945	985	915	858	891	859	756	739	700
9	946	962	958	972	1,019	989	912	973	943	832	831
10	974	936	935	957	951	1,011	989	901	953	953	837
11	971	888	911	901	949	923	980	966	874	935	946
12	1,117	1,105	1,024	1,004	1,034	1,064	1,092	1,123	1,075	960	1,082
Total	12,169	12,499	12,326	12,014	11,968	11,814	11,257	10,855	10,453	10,213	10,253

Source: Robbinsdale School District, Fall Enrollment. Excludes Early Childhood

Enrollment Projections

Projection Background

Some factors affecting future school enrollment are known. However, other crucial factors are less clear. The difficulty in quantifying the effect of these factors is a challenge. First, the trends around which there is confidence.

<u>Trends Where Confidence is High</u>

- Aging. The population in the U.S. and Minnesota is aging. In 2020, 15.6 percent of Minnesota's population was 65 years old or older. In 2010, the elderly made up 12.9 percent of the population. In this decade, for the first time in history, Minnesota's 65+ population is expected to exceed the 5-17 population (K-12 population). There is no historical precedent for this high proportion of older population; therefore, society is entering uncharted waters as to the effects of this change. However, we know that aging will affect the housing market and reduce geographic mobility because older people move less frequently than younger people. Further, the percentage of households with school age children will decline.

- Fertility. Today, completed fertility (1.73) is below replacement level and there is little reason to think this will change soon. Completed fertility refers to the number of children born per

woman throughout her childbearing years. (Replacement is 2.11 children per female at the end of childbearing.) In Minnesota, White non-Hispanic women have below replacement fertility. Fertility rates for Asian and Hispanic women at or below replacement. Black women (African American and African-born) have the highest fertility level, just below 3, that is, just less than 3 children per woman at the end of childbearing.

Unknowns

The unknowns reflect changes in the housing market, the economy and in international immigration.

- Long-term effects of the COVID-19 Pandemic. Unknown; however, births have fallen, unemployment is low, and several economic sectors have changed. Some changes due to the Pandemic seem to be lasting, e.g., more remote work and education choices.

- The housing markets. The district has seen a modest increase in housing units, and projections show continued modest increases. A robust housing market results in more mobility and this influences enrollment.

- Immigration. Both the economy and public policy affect international immigration. Future students from international migration are impossible to predict.

- Delay/postponement of childbearing. The Millennials delayed marriage, childbearing, and home ownership. More recently, a higher percentage of 18–49-year-olds report that it is not likely they will have children or have additional children.

- Competition. The establishment of charter schools is hard to predict, and open enrollment continues to increase.

Cohort Survival Method

The most common and most robust model for projecting school enrollment is the cohort survival method. The first step in the cohort survival method is aging the population. In a standard cohort survival model, aging the population involves estimating the number of deaths expected in an age group before it reaches the next older age group. When the cohort survival method is used to project school enrollment, the first step is to move a grade to the next higher grade. Because mortality in the school age population is so low, the entire grade is assumed to "survive" to the next higher grade in the following year.

After aging the current enrollment, two key assumptions must be made—the size of future kindergartens and the number of students who will move in or out of the district's schools. Some students may physically move in or out of the district but other students may transfer between the Robbinsdale Area Schools and other education options available to them. Both these phenomena effect the "survival rates."

Once a grade or cohort has been "aged" to the next higher grade, net migration is added to or subtracted from that grade. Using survival rates accomplishes both mortality and migration in a single

step. **Over time, the size of a cohort as it progresses through the grades will increase or decrease because of migration**. For example, the 2014-15 kindergarten class had 928 members. This same cohort had 837 members in Grade 10 in 2024-25.

Future kindergarten size is especially important in long-term enrollment projections because these students will be in school over the life of the projections. If a school census exists, it is a resource for short-term kindergarten projections, i.e., a couple of years. However, school censuses are notoriously inaccurate for children less than four years of age, in part, because the preschool population is more mobile than the school age population.

To project kindergarten, the best theoretical approach, but the least practical, is to project births based on the age of the female population. These birth projections then must be survived to age five and then adjusted for migration to yield kindergarten projections. Determining the age of females in a school district is the first challenge, and then many assumptions must be made, making this approach impractical.

A simpler approach is to use resident births as a **proxy** for kindergarten five to six years later. Of course, not every child born in the district will enter the district's kindergarten classes five to six years later. However, some "district born" children who move out before enrolling in kindergarten will be replaced by children born elsewhere who move in before entering kindergarten. If the number of "ins" and "outs" are equal, the net effect is zero and the kindergarten class would be 100 percent of resident births. However, no public-school system captures all the potential students. Some kindergarten students attend private schools or are homeschooled. Others may attend a charter school or open enroll at another district. Therefore, a public school's kindergarten to birth ratio is expected to be less than 100 percent. If the ratio is 100 percent or higher, more preschool children are moving into the district or open enrolling into the district (in migration) than leaving (out migration).

If births are used as a kindergarten proxy, kindergarten projections are available for only a few years into the future. To extend kindergarten projections for another five plus years, Robbinsdale Area Schools' kindergarten will be projected based on the Minnesota State Demography Center's projections for Minnesota and Hennepin County 0-year-olds.

Kindergarten Assumptions

After 1990, births fell in the U.S. and in Minnesota; however, from 2003 through 2007, births increased and in 2007, U.S. births were higher than at any time since 1964. Then from 2008 through 2011, births fell in the U.S. and Minnesota. These declines are attributed to the poor economy (Great Recession). Beginning in 2012, Minnesota resident births began to increase but did not return to their 2007 level. Then in 2015, births began to decline again. From 2015 through 2024 Minnesota resident births were lower than births in 2014.

As the history of resident births shows, in 2024, Minnesota resident births were 10,346 births or -14.3 percent lower than in 2008. Suburban Hennepin County resident births were 1,026 births or -10.0 percent lower sixteen years later.

About one-third (33 percent) of births occur between September 1 and December 31 every year. Therefore, about two-thirds of those eligible for kindergarten were born 5 years earlier and one-

third were born 6 years earlier. **Adjusting calendar year resident births to fit the age requirement for kindergarten will be referred to as the kindergarten pool.**

RESIDENT LIVE BIRTHS			
Year	Minnesota	Hennepin County	Suburban Hennepin County
2008	72,382	16,566	10,212
2009	70,617	16,334	10,017
2010	68,407	15,955	9,854
2011	68,416	15,943	9,894
2012	68,783	16,345	10,294
2013	69,183	16,584	10,468
2014	69,916	16,770	10,536
2015	69,835	16,829	10,626
2016	69,746	16,485	10,400
2017	68,603	16,333	10,451
2018	67,348	15,844	10,152
2019	66,033	15,430	9,908
2020	63,451	14,835	9,541
2021	64,444	14,722	9,773
2022	64,032	14,474	9,663
2023	61,727	13,841	9,048
2024*	62,036	14,178	9,186

Suburban Hennepin County is Hennepin County minus Minneapolis City
*2024 numbers are provisional
Source: Minnesota Department of Health

Suburban Hennepin County resident births will be used as the **proxy** for district resident births. The next table shows the Suburban Hennepin County kindergarten pool along with Robbinsdale Area Schools' kindergarten percentage or capture rate of that pool. Like many other percentages, the ratio of kindergarten students to the pool fluctuates. Typically, a more stable trend appears when rates are averaged. (Calculating the average of the kindergarten to birth ratio or capture rate for two or more years smooths out annual fluctuations and produces a more "typical" ratio for that period.)

During the past eleven years, Robbinsdale's share of the Suburban Hennepin County kindergarten pool fluctuated between 9.27 percent (2015-16) and 6.76 percent (2022-23) of the pool. The capture rate fell in the Pandemic year (2020-21) and has never recovered, remaining at 7.57 percent or less post-Pandemic. The capture rates show a clear difference between the pre-Pandemic versus the post-Pandemic years. As district births fell and more students enrolled in other education options, the capture rate fell. Whether lower capture rates will continue into the longer term future is unclear.

The post-Pandemic capture rates for the past four years average 7.16 percent. While there is no evidence that the capture rate will return to pre-Pandemic levels, it is wise to assume that the capture rate could increase; therefore, the average of the past six years (7.34) will also be considered. The average of the past four years (7.16 percent) will be used for the low kindergarten assumption. For a high kindergarten assumption, the average of the past six years (7.34 percent) will be used. This means

there will be a small difference in the size of projected future kindergartens because the ratios are sufficiently different.

ROBBINSDALE'S KINDERGARTEN AS A PERCENT OF THE SUBURBAN HENNEPIN COUNTY KINDERGARTEN POOL			
Birth Years	Suburban Hennepin County Pool	Percentage	Kindergarten Year
2008; 2009	10,081	9.21%	2014-15
2009; 2010	9,908	9.27%	2015-16
2010; 2011	9,881	8.75%	2016-17
2011; 2012	10,162	8.32%	2017-18
2012; 2013	10,411	8.29%	2018-19
2013; 2014	10,513	8.51%	2019-20
2014; 2015	10,596	6.90%	2020-21
2015; 2016	10,475	7.57%	2021-22
2016; 2017	10,434	6.76%	2022-23
2017; 2018	10,251	6.92%	2023-24
2018; 2019	9,988	7.37%	2024-25
2019; 2020	9,662		2025-26
2020; 2021	9,697		2026-27
2021; 2022	9,699		2027-28
2022; 2023	9,251		2028-29
2023; 2024	9,141		2029-30

PROJECTED MINNESOTA O-YEAR OLDS	
Year	Projected Number
2019 Actual	**66,033**
2019	70,373
2020 Actual	**63,451**
2020	70,325
2021 Actual	**64,398**
2021	70,274
2022 Actual	**64,032**
2022	64,897
2023 Actual	**61,727**
2023	65,396
2024 Actual*	**62,036**
2024	65,895
2025	66,195
2026	66,352
2027	66,509
2028	66,666
2029	66,823
2030	66,890

*Provisional

Source: Minnesota Demographic Center

Note that the projections of Minnesota 0-year-olds are essentially flat between 2025 and 2030. However, based on actual births in 2023 and 2024, the projections may be too high.

In the past seventeen years, Suburban Hennepin County resident births fluctuated but increased from 14.11 percent of Minnesota resident live births in 2008 to 14.81 percent in 2024. During this period, the percentages ranged from a low of 14.11 in 2008 to a high of 15.23 in 2017. Suburban Hennepin County's kindergarten pool is based on the 2024 Hennepin County population projections made by the Minnesota State Demography Center. The projections show the kindergarten pool decreasing in size.

SUBURBAN HENNEPIN COUNTY KINDERGARTEN POOL	
2024-25	***9,988***
2025-26	**9,662**
2026-27	**9,697**
2027-28	**9,699**
2028-29	**9,251**
2029-30	**9,141**
2030-31	9,116
2031-32	9,068
2032-33	9,045
2033-34	9,018
2034-35	8,985

Pool based on actual births bolded

KINDERGARTEN PROJECTIONS		
	@7.16%	7.34@%
2024-25	**736**	**736**
2025-26	692	709
2026-27	694	712
2027-28	694	712
2028-29	662	679
2029-30	654	671
2030-31	653	669
2031-32	649	666
2032-33	648	664
2033-34	646	662
2034-35	643	659
Total	6,635	6,803

When the kindergarten to birth ratio is applied to the kindergarten pool, kindergarten projections result. (Through 2029-30, the kindergarten projections are based on actual births.) Over ten years, the lowest kindergarten projection (based on the 7.16 percent ratio) results in 6,635 kindergarten students while the highest kindergarten projection (7.34 percent ratio) yields 6,803 kindergarten

students. In the past ten years there were 8,060 kindergarten students. **The kindergarten assumptions result in significantly fewer kindergarten students over the next ten years than were enrolled in the past ten years.**

Net Migration Assumptions

The method for calculating migration was explained earlier in this report. However, the limitations of the methodology are worth repeating. The method of calculating migration does not distinguish between physical movement across a district's boundaries and education choices, such as transferring from a nonpublic school to a public school, transferring to a charter school or open enrolling in another district's public schools. Further, students who move into or out of a school district but never enroll in the district's public schools are not reflected in the migration numbers in this report.

The next two tables show net migration in raw numbers. The next table shows net migration for every grade transition. Overall, net migration is usually positive (six out of the past ten years), the result, in part, of the increasing number of nonresident students. The Pandemic year (2019 to 2020) saw net out migration as would be expected but the following year also saw net out migration. The past three years saw net in migration, which included a net inflow at Grade 7. There is a consistent net inflow of students from Grade 8 to Grade 9, the beginning of high school. The loss of students between Grade 10 and Grade 11 is typical in Minnesota. The large net in migration between Grade 11 and Grade 12 reflects ALC students.

NET MIGRATION
YEAR TO YEAR

	14 to 15	15 to 16	16 to 17	17 to 18	18 to 19	19 to 20	20 to 21	21 to 22	22 to 23	23 to 24
K to 1	0	-25	-18	-15	-9	-61	2	-13	8	2
1 to 2	25	-21	-18	15	-24	-64	-28	-21	-18	30
2 to 3	-9	2	-31	-5	-39	-49	-45	-14	-8	12
3 to 4	65	87	14	12	-29	-27	-37	-3	-15	5
4 to 5	-8	-24	-38	-9	-18	-43	-68	-20	-24	-29
5 to 6	176	103	-61	-37	-24	-72	-69	-52	6	-4
6 to 7	**128**	**-106**	**-49**	**-3**	**-2**	**-36**	**-19**	**20**	**32**	**19**
7 to 8	68	-22	-17	-1	-23	-64	-30	-23	-9	-8
8 to 9	**46**	**-11**	**27**	**34**	**74**	**54**	**82**	**84**	**76**	**92**
9 to 10	-10	-27	-1	-21	-8	0	-11	-19	10	5
10 to 11	-86	-25	-34	-8	-28	-31	-23	-27	-18	-7
11 to 12	134	136	93	133	115	169	143	110	86	147
Total	529	67	-133	95	-15	-224	-103	22	126	264
Percent	4.3	0.5	-1.1	0.8	-0.1	-1.9	-0.9	0.2	1.2	2.6

Excludes Early Childhood

The next table summarizes net migration by aggregating Grades K-5 for the elementary grades, Grades 6-8 for the middle school grades and Grades 9-12 for the high school grades. Now a pattern emerges. **Net in migration is a high school phenomenon in part because of the ALC.** The elementary grades often experience net out migration as do the middle school grades.

NET MIGRATION YEAR TO YEAR										
	14 to 15	15 to 16	16 to 17	17 to 18	18 to 19	19 to 20	20 to 21	21 to 22	22 to 23	23 to 24
K-5	73	19	-91	-2	-119	-244	-176	-71	-57	20
6-8	372	-25	-127	-41	-49	-172	-118	-55	29	7
9-12	84	73	85	138	153	192	191	148	154	237
Total	529	67	-133	95	-15	-224	-103	22	126	264

Excludes Early Childhood

Net migration numbers when compared to the number of students in a grade result in the percentage of students retained, that is, survival rates. Survival rates are an effective way to analyze the number of students retained, added, or lost each year at each grade. For example, 1.000 indicates no change or 100 percent of the grade progressed to the next highest grade. Any number over 1.000 reflects the percentage increase while a number below 1.000 reflects the percentage decrease. For example, 0.98 indicates a 2 percent decrease.

SURVIVAL RATES YEAR TO YEAR										
	14 to 15	15 to 16	16 to 17	17 to 18	18 to 19	19 to 20	20 to 21	21 to 22	22 to 23	23 to 24
K to 1	1.000	0.973	0.979	0.982	0.990	0.932	1.003	0.984	1.011	1.003
1 to 2	1.027	0.977	0.980	1.018	0.971	0.925	0.966	0.971	0.977	1.042
2 to 3	0.991	1.002	0.966	0.994	0.955	0.939	0.943	0.983	0.989	1.016
3 to 4	1.072	1.092	1.015	1.014	0.967	0.967	0.951	0.996	0.981	1.007
4 to 5	0.991	0.975	0.963	0.991	0.980	0.949	0.915	0.972	0.968	0.963
5 to 6	1.189	1.119	0.935	0.963	0.975	0.917	0.914	0.929	1.009	0.994
6 to 7	**1.153**	**0.904**	**0.949**	**0.997**	**0.998**	**0.961**	**0.976**	**1.027**	**1.047**	**1.027**
7 to 8	1.075	0.977	0.983	0.999	0.974	0.933	0.966	0.970	0.988	0.989
8 to 9	**1.050**	**0.989**	**1.029**	**1.035**	**1.081**	**1.063**	**1.092**	**1.098**	**1.101**	**1.124**
9 to 10	0.989	0.972	0.999	0.978	0.992	1.000	0.988	0.980	1.011	1.006
10 to 11	0.912	0.973	0.964	0.992	0.971	0.969	0.977	0.970	0.981	0.993
11 to 12	1.138	1.153	1.102	1.148	1.121	1.183	1.146	1.114	1.098	1.157

Excludes Early Childhood

Except for a few grades, Robbinsdale Area Schools' survival rates are usually below 1.000. However, like many other enrollment measures, survival rates fluctuate from year to year. Calculating an average of two or more years is a way to smooth out these annual fluctuations.

Calculating survival rates for projections should avoid the Pandemic year and often the year following the Pandemic year is also distorted by a high return of students. In Robbinsdale's case, it was also a year of net out migration. Therefore, the average for the past three years looks like one reasonable option for projected survival rates. Because net in migration increased in the past two years, another reasonable option is the average for the past two years, which will result in more net in migration.

PROJECTED SURVIVAL RATES		
Grade	Low Past Three Years	High Past Two Years
K to 1	0.999	1.007
1 to 2	0.997	1.010
2 to 3	0.996	1.003
3 to 4	0.995	0.994
4 to 5	0.968	0.966
5 to 6	0.977	1.002
6 to 7	**1.034**	**1.037**
7 to 8	0.982	0.989
8 to 9	**1.108**	**1.113**
9 to 10	0.999	1.009
10 to 11	0.981	0.987
11 to 12	1.123	1.128

Excludes Early Childhood

The differences between these two survival rates can be seen in the projections below. By using the low kindergarten assumption, the number of kindergarten students is the same in the two projections, so the differences are solely the result of the survival rates.

In ten years, there is a 401-student difference between the low and high migration assumptions. The difference at K-5 is 70 students or about 10 students per grade. At Grades 6-8, the difference is 109 students or about 36 students per grade and at Grades 9-12, the difference is 220 students or 55 students per grade. The projected survival rates (in the table above) clearly show why this occurs.

SUMMARY OF EFFECTS OF SURVIVAL RATES IN TEN YEARS WITH LOW KINDERGARTEN ASSUMPTION				
Survival Rates	Total	K-5	6-8	9-12
Past 3 Years	8,886	3,847	1,946	3,094
Past 2 Years	9,287	3,917	2,055	3,314

Because the reasonable options are limited, the average of the past three years will be the low migration assumption and the average of the past two years will be the high migration assumption for enrollment projections.

Projection Results

The kindergarten and net migration assumptions are trend lines, which remove annual fluctuations. However, the future, like the past, will be characterized by annual fluctuation, sometimes large. Because there is no reasonable way to forecast when fluctuations around trend lines will occur, it is arbitrary to project them. Furthermore, long-term projections are designed to approximate a future point in time, not to yield the best projection for each intervening year between the present and the projection end date. For this reason, **long-term projections should not be used for annual budgeting**

purposes. The district should continue to use its version of the cohort survival methodology for annual enrollment projections.

Four cohort projections are shown on the next table. In ten years, there is a 571-student difference between the lowest projection and the highest projection. The kindergarten assumptions account for a 165 to 170 student difference in ten years while the migration assumptions account for a 401 to 406 student difference. These numbers show that the migration assumptions account for more of the difference among the projections than the kindergarten assumptions. Both assumptions are important but selecting the "best" projection requires carefully considering the migration assumptions.

The lowest projection is based on the low kindergarten and low migration assumptions. In this projection, enrollment decreases by 1,367 students or -13.3 percent by 2034-35. In five years, enrollment will be 820 students or -8.0 percent lower than today.

The highest projection is based on the high kindergarten and high migration assumptions. In ten years, enrollment decreases by 796 students or -7.8 percent. In five years, enrollment decreases by 456 students or -4.4 percent.

K-12 ENROLLMENT PROJECTIONS				
Year	Low K Low Mig	High K Low Mig	Low K High Mig	High K High Mig
2024-25	**10,253**	**10,253**	**10,253**	**10,253**
2025-26	10,000	10,017	10,065	10,082
2026-27	9,755	9,790	9,880	9,915
2027-28	9,649	9,701	9,830	9,884
2028-29	9,518	9,588	9,748	9,819
2029-30	9,433	9,520	9,709	9,797
2030-31	9,341	9,443	9,655	9,759
2031-32	9,233	9,350	9,585	9,705
2032-33	9,088	9,221	9,452	9,589
2033-34	9,029	9,177	9,413	9,566
2034-35	8,886	9,051	9,287	9,457

Excludes Early Childhood

In between the highest and lowest projections are two other projections. In 2034-35, these two projections differ by 236 students. As a group, the four projections reflect a range of possibilities with all four projections showing enrollment decreasing in ten years.

The ten-year projections reflect the following components of enrollment change. The Robbinsdale Area Schools will continue to experience **natural decrease with both kindergarten assumptions. Natural decrease occurred every year in the past ten years** with this past year showing a natural decrease of 244 students. (Natural decrease results from the incoming Kindergarten being smaller than the previous year's Grade 12.) In the next ten years, natural decrease will average 259 to 286 students per year in the low kindergarten projections and 242 to 269 students in the high kindergarten projections. N**atural decrease puts downward pressure on enrollment numbers while natural increase helps lift enrollment numbers.**

COMPONENTS OF PROJECTED K-12 ENROLLMENT CHANGE				
Oct. to Oct.	Total		Natural Increase/	Net
2024 to 2034	#	%	Decrease	Migration
Low K/Low Mig	-1,367	-13.3%	-2,586	1,219
High K/Low Mig	-1,202	-11.7%	-2,418	1,216
Low K/High Mig	-966	-9.4%	-2,859	1,893
High K/High Mig	-796	-7.8%	-2,691	1,895

Excludes Early Childhood

Total net migration will be positive over the ten years. This is the same pattern seen in the past three years. The low migration assumption averages a net in migration of 122 students per year in the next ten years while the high migration assumption averages 189 to 190 students per year. Net migration averaged 195 students in the past two years.

ENROLLMENT PROJECTIONS				
	K-5	6-8	9-12	Total
2024-25	**4,419**	**2,138**	**3,696**	**10,253**
2029-30				
Low K/Low Mig	4,081	2,124	3,228	9,433
High K/Low Mig	4,168	2,124	3,228	9,520
Low K/High Mig	4,157	2,200	3,351	9,709
High K/High Mig	4,245	2,200	3,351	9,797
2034-35				
Low K/Low Mig	3,847	1,946	3,094	8,886
High K/Low Mig	3,944	1,996	3,112	9,051
Low K/High Mig	3,917	2,055	3,314	9,287
High K/High Mig	4,016	2,108	3,334	9,457

Excludes Early Childhood

Looking at the projections based on the elementary, middle, and high school grades is instructive. In the first five years, K-5 enrollment ranges from 174 to 338 students lower than today. In ten years, K-5 enrollment ranges from 403 to 572 students lower than today. **For the first five years, the kindergarten students have already been born**.

Middle school (Grades 6-8) enrollment decreases by 14 students or is 62 students larger than in 2024-25. In ten years, middle school enrollment declines and is 30 to 192 students lower than today. Middle school enrollment is not affected by the kindergarten projections until the second five projection years.

In the first five projection years, high school enrollment ranges from 345 to 468 students lower than today. In the second five projection years, high school enrollment declines ranging from 362 to 602 students lower than today. In the second five projection years, the kindergarten assumptions began to

affect high school enrollment. **Grades 9-12 projections are almost totally a result of the migration assumptions because the kindergarten assumptions have only a small effect on the high school projections**. In 2034-35, the 2024-25 kindergarten will be in Grade 10, which means that all the grades below Grade 10 are products of the projection assumptions.

Housing Unit Method

The housing unit method provides another way of projecting population and school enrollment. While the number of dwelling units (housing units) is related to the number of school age children, dwelling units alone do not determine the number of school age children. The number of school age children per unit is also a key variable in the projection equation.

The main reason to use the housing unit method is to understand the effect of additional housing units on enrollment. It could be said that housing stock is like DNA. It influences the size and characteristics of the resident school age population.

After dwelling unit type, year built and market value emerge as the most important housing characteristics. Year built reflects how families lived in that era and is a proxy for square feet and characteristics such as number of bedrooms, number of bathrooms and number of garage spaces. The presence of an owner's suite, walk-in closets, etc., can also be inferred from year built. Value implies some of these same characteristics plus lot size, location, and interior amenities such as kitchen and bathroom appointments and finishes.

The relationship between housing unit characteristics and enrollment has been established by findings based on school districts in four states (Minnesota, Wisconsin, Illinois, and Colorado). These findings are in italics.

- *Dwelling unit type affects the school age child per unit yield. Single-family detached units have the highest school age child per unit yield. Single-family attached, such as townhouses, have significantly fewer children per unit than single-family detached units, while apartment units have even fewer school age children per unit, although there are some local exceptions.*

- *Newer single-family detached units yield more students per unit than older single-family detached units.*

- *As single-family detached units sell (turnover), student yield usually increases in the newer units. In older units, yield is likely to decrease.*

- *The market value of single-family detached units affects the school age child per unit yield. Moderately priced to higher priced units yield more school age children than the lowest priced units.*

- *As the population ages, more dwelling units are being built for mature adults (55+ years) and for seniors. These units will have zero school age children per unit*.

Analyzing housing data and student yield from housing units provides insight into the effect of future residential development. However, projecting enrollment from housing units is not as simple as

it might appear. While this method can highlight the number of students resulting from new housing units, **these students do not automatically translate into additional students**. No housing unit method is sensitive to changes in births or to the difference in grade sizes as they age out of school (natural decrease) or competition from other education options.

The next two tables show the number of housing units built in the district in the past five years and projected units in 2025 through 2029.

HOUSING UNITS BUILT 2020-2024						
Municipality	Single Family	Duplexes	Fourplexes Townhomes	Apartment Units	Accessory Units or Age Restricted	Total
Robbinsdale*	0	0	0	468	0	468
Golden Valley	16	0	0	0	0	16
Plymouth	5	0	2	0	0	7
Brooklyn Park	0	0	0	0	0	0
Brooklyn Center						
Crystal**	16	4	18	58	11	103
New Hope	34	0	0	0	0	
Total	71	4	20	526	11	632

*Apartment units built since 2000

**4 demolitions subtracted from the total

Despite additional housing units in the past five years (2020 to 2024), the district's estimated enrolled school age population decreased suggesting other factors were at play such as existing units no longer having school age children, and new residents not having school age children. Resident enrollment also decreased.

PROJECTED HOUSING UNITS 2025-2029						
Municipality	Single Family	Duplex and Fourplex	Townhomes	Apartment Units	Accessory Units or Age Restricted	Total
Robbinsdale*	0	0	0	110-150	0	110-150
Golden Valley+	30	0	207	0	78	315
Plymouth++	7-10	0	10-15	100	0	117-125
Brooklyn Park	0	0	0	0	0	0
Brooklyn Center						
Crystal**	6	8	0	261	10	285
New Hope	15	0	0	0	0	15
Total	58-61	8	217-222	471-511	88	842-890

*LTR will be a driving factor

+Includes Twin Homes and the 78 units are age restricted

++Could be more

**Demolitions subtracted from the total

As new housing units are built it is important to remember that the K-12 yield for single-family detached units varies by school district and by attendance area within school districts. However, the yield of 0.22 students per townhome is very consistent across all school districts across states. Multi-family units (apartments) have a typical yield of 0.11 to a maximum yield of 0.15, which is consistent across all school districts across states. Condominiums yield almost no school age children per unit (0.02 to 0.05).

While more units are expected in the next five years compared to the past five years, that increase comes in unit types with low student yields per unit. Over the five years, the additional townhomes will yield less than 50 students and the additional apartment units will yield less than 60 students. The additional single-family detached homes will yield 30 to 40 students. **However, these projected students do not automatically translate into additional students.** It is safe to assume that the additional housing units will not increase resident enrollment in the Robbinsdale Area Schools.