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School Closings: Trends and Prospects

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Summary

A total of 109 public schools were closed in Minnesota this year; this was nearly as many closings as in the previous four years combined. This report describes trends since 1960 in the number of public schools operating in the state, and explains in greater detail the school closings of the past five years. Some of the report's major conclusions are:

- 1. The current number of public schools in the state (1,503) is less than half the number operating in 1960 (3,065 schools). But most of the schools in 1960 were one-room or two-room ungraded elementary schools in rural areas.
- 2. During the '60s most of these small ungraded elementary schools were closed. At the same time, enrollments were increasing throughout the state, and many communities built new secondary schools and graded elementary schools.
- 3. Since 1971, the numbers of students and schools have both declined steadily.
- Since 1977, 220 public schools have been closed, including 168 elementary schools,
 49 secondary schools, and three middle schools.
- 5. From 1977 through 1981, there were 19 to 32 school closings each year. But in 1982, the number of closings jumped to 109, chiefly due to increasingly tight school budgets.
- 6. The map on pages 8 and 9 shows that school closings have occurred in all parts of the state. However, the Twin Cities area, large school districts, and districts with declining enrollments have all had more than their share of closings.
- 7. Fewer schools are likely to be closed in the late '80s, since enrollments will begin increasing in 1985 or 1986.

The Appendix, beginning on page 11, lists the 220 public schools which were closed from 1978 through 1982.

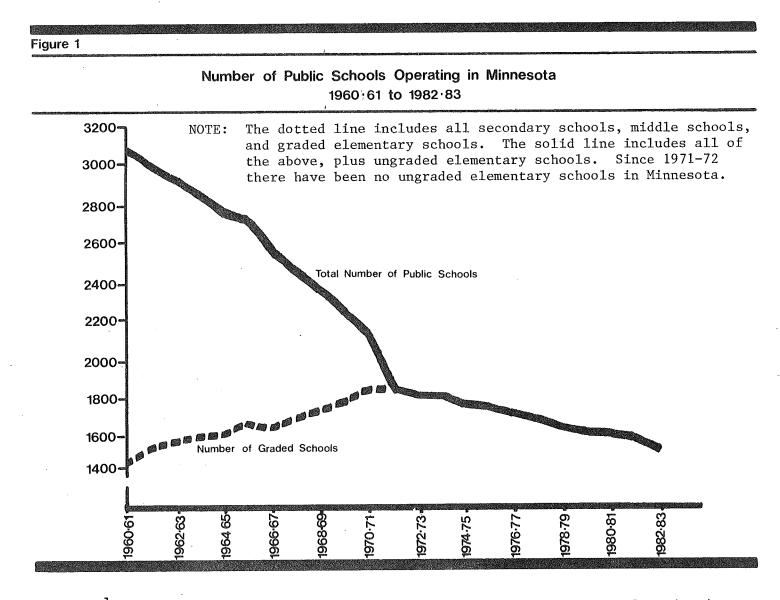
CHANGES IN NUMBERS OF SCHOOLS

Since 1960 there has been a steady decline in the number of public schools operating in Minnesota. The current number (1,503 schools) is less than half the number operating 22 years ago (3,065 schools). However, the majority of the schools operating in 1960 were small, ungraded elementary schools. In the 1960-61 school year, there were 1,580 of these ungraded schools, with an average enrollment of about 24 students each. They accounted for nearly 52 percent of the state's public schools, but less than 6 percent of the students. Most of these schools were one-room or two-room schools located in small towns or rural townships, and serving grades 1-6 or 1-8.

Table 1 Number of Public Schools Operating in Minnesota, 1960-61 through 1982-83							
School Year	Graded Elementary Schools	Middle Schools	Secondary Schools	Total, Graded Schools	Ungraded Elementary Schools	Total, All Public Schools	
1960-61	923		562	1,485	1,580	3,065	
1961-62	951		572	1,523	1,466	2,989	
1962-63	976		582	1,558	1,351	2,909	
1963-64	987		589	1,576	1,227	2,803	
1964-65	1,000		599	1,599	1,141	2,740	
1965-66	1,042		609	1,651	1,070	2,721	
1966-67	1,018		613	1,631	920	2,551	
1967-68	1,037		619	1,656	782	2,438	
1968-69	1,040		628	1,668	666	2,334	
1969-70	1,128		629	1,757	487	2,244	
1970-71 1971-72 1972-73 1973-74 1974-75	1,187 1,179 1,162 1,160 1,120	11 18 23 32	639 639 635 632 624	1,826 1,829 1,815 1,815 1,776	295	2,121 1,829 1,815 1,815 1,776	
1975-76	1,090	38	622	1,750		1,750	
1976-77	1,064	38	621	1,723		1,723	
1977-78	1,034	39	618	1,691		1,691	
1978-79	1,010	46	610	1,666		1,666	
1979-80	991	47	604	1,642		1,642	
1980-81	984	50	597	1,631		1,631	
1981-82	969	55	582	1,606		1,606	
1982-83*	889	56	558	1,503		1,503	

*Preliminary Data

During the 1960s many communities closed these small ungraded schools and transported their elementary students to larger schools. Table 1 shows that the number of ungraded schools declined steadily from 1960 on. This process accelerated after 1967, when the Legislature passed a law requiring all school districts to offer education in grades 1 through 12, beginning in 1971¹. By 1971-72 virtually all of the ungraded elementary schools had been closed².



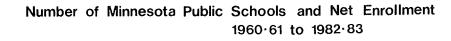
¹ Minnesota State Department of Education, <u>A History of the State Department</u> of Education in Minnesota, 1968, p. 40.

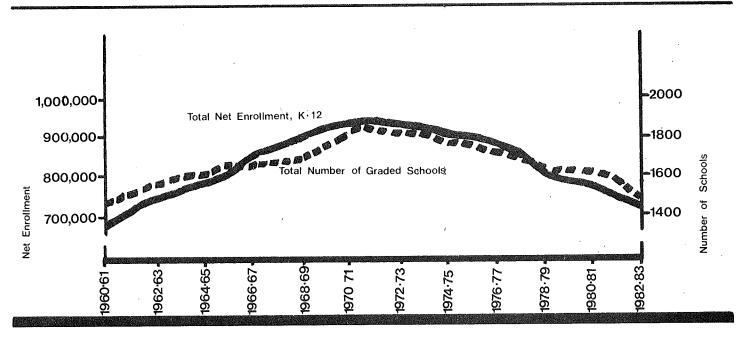
 2 Prior to 1971-72, the Department of Education formally classified all elementary schools as either graded or ungraded schools. Graded schools were defined by law as schools in which each grade was taught by one teacher, or in which no more than two consecutive grades were taught by a single teacher. Ungraded schools generally had only one or two teachers for all of grades 1-6 or 1-8. Because of a change in state law, 1970-71 was the last year that the Department maintained separate classifications and separate statistics for graded and ungraded schools. However, a few ungraded schools remained open after 1970-71. Most school districts experienced increasing enrollments during the 1960s, as the children born during the postwar baby boom reached school age. The total K-12 enrollment of the state's public schools grew from 692,000 in 1960-61 to $927,000^3$ in 1971-72, a 34 percent increase. These enrollment increases, coupled with the closing of ungraded schools, produced over-crowding in many of the remaining schools. As a result, many communities built new schools.

So two trends occurred simultaneously during the 1960s - ungraded elementary schools were closed while new graded schools were opened. The results of these trends are shown both in Table 1 and Figure 1. Because of the closing of ungraded elementary schools, the total number of public schools dropped by 40 percent, from 3,065 in 1960-61 to 1,829 in 1971-72. However, the number of graded schools increased by 23 percent, from 1,485 in 1960-61 to 1,829 in 1971-72. The number of graded elementary schools increased by 29 percent, from 923 to 1,187; the number of secondary schools increased by 14 percent, from 562 to 639; and 11 middle schools opened in 1971-72.

These trends changed during the 1970s. The state's total enrollment peaked in 1971-72, at 927,000 students. The number of graded schools also peaked in 1971-72, at 1,829. Since then enrollment has declined by more than 20 percent, to an estimated 736,000 students in 1982-83, and the number of public schools has declined by 18 percent, to 1,503. There has been a net loss of 290 elementary schools and 81 secondary schools, and a net increase of 45 middle schools (see Table 1).

Figure 2





 3 All enrollment counts used in this report are state totals of net enrollment for grades K-12. Net enrollment is a complete and unduplicated count of all students who were enrolled in a Minnesota public school at any time during a particular school year. Figure 2 shows that trends in the number of graded schools have closely parallelled trends in enrollment. Both figures increased steadily during the 1960s, peaked in 1971-72, and have decreased since then.

However, the largest changes in numbers of schools have lagged behind the largest enrollment changes by a few years. For example, the sharpest increases in numbers of schools occurred in 1969 and 1970. At that time enrollments had been increasing for ten years, and had nearly reached their peak. Conversely, the biggest single-year decrease in the number of schools took place this year (1982), even though enrollments have been declining for ten years, and the rate of decline has now slowed somewhat. These lags may be due to the fact that either building or closing a school is an important and controversial action which is usually taken after much advance planning and public discussion.

SCHOOL CLOSINGS

Local school boards have the legal authority to close public schools within their districts. State law (Minn. Stat. sec. 123.36) requires only that they hold a public hearing before taking action. But closing a school is never an easy decision. Even if enrollments have declined and budgets are tight, most communities are reluctant to give up their highlyvalued neighborhood schools. When a school is closed, some students must be transported farther from home to less familiar schools. School boards that are considering school closings often face competing pressures from citizens in different areas of the district. In some communities, intense competition and resentment has developed among neighborhoods. For all of these reasons, most school boards are reluctant to close schools.

Nevertheless, many public schools in Minnesota have been closed in recent years. Table 2 shows that over the past 5 years⁴, 220 schools have been closed. Over three-quarters of these (168 of the 220 schools) were elementary schools, 49 were secondary schools, and three were middle schools. These school closings represent 16 percent of the elementary schools which existed in 1977-78, 8 percent of the secondary schools, and 13 percent of all schools.

There are two reasons that the percentage of schools closed is higher for elementary schools than for secondary schools:

- 1. Elementary school enrollments have declined more than secondary enrollments. The projected 1982-83 state total of enrollment. in grades 1-6 is 29 percent lower than the peak enrollment of 1969-70. By contrast, enrollment in grades 7-12 did not peak until 1975-76, and has declined by only 20 percent since then.
- 2. Most districts have more flexibility in closing elementary schools than secondary schools. For example, many districts have several elementary schools but only one secondary school (or one junior and one senior high school). These districts can close one elementary school and transfer the students to their remaining elementary schools. But they can't close their only high school unless they consolidate with another district.

⁴ The Department of Education has kept detailed records on school closings for only the last five years.

Table 2								
Summary of	Summary of Minnesota Public Schools Closed,							
	1978	8 throug	gh 1982					
	Total, 1978 1979 1980 1981 1982 1978-1982							
Schools closed:	1 v							
Elementary schools	25	25	14	19	85	168		
Middle schools	0	0	0	0	3	3		
Junior high schools	4	5	4	9	12	34		
Six-year or Senior high schools	1	2	1	2	9	15		
Total schools closed	30	32	19	30	109	220		
Schools closed in:								
7-county metro area	21	16	6	14	60	117		
Remainder of state	9	16	13	16	49	103		

School Closings In 1982

Table 2 shows that an unusually large number of schools were closed in 1982. For the previous four years the number of closings had been at or near 30 each year except for 1980, when only 19 schools were closed.

But in 1982 the number of closings jumped to 109, nearly as many as in the previous four years combined. This large number is partially due to the timing of closings in several large districts. For example, both Minneapolis and Duluth closed large numbers of schools (24 and 9 schools, respectively) in 1982. Enrollments have been declining for many years in both districts, and either of them could have closed the schools a year or two earlier, or spread the closings over several years.

However, the chief reason for the large number of closings in 1982 is probably that school district budgets are tighter now than in previous years. Because of the general economic recession and the state's resulting budget problems, school district revenues increased less in 1980-81 and 1981-82 than in previous school years. (See Table 3). Yet, costs of employee salaries and other goods and services continued to rise sharply.

Table 3

Selected Financial Information for Minnesota School Districts

		1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
1.	Number of Districts with an Excess Referendum Levy	NA	74	95	107	126	170
2.	Total Fund Balance* at End of Year (millions of \$)	196	241	288	279	251**	NA
3.	Percent Increase in Revenues*	8.0%	6.3%	8.7%	5.0%	4.9%**	NA
. 4.	Percent Increase in Expenditures*	5.3%	6.1%	8.8%	8.0%	6.1%**	NA
**	** Projected state totals, based on school districts reporting as of September 24, 1982.						
*	* Items 2, 3, and 4 are state totals of amounts from unappropriated operating funds.						
	SOURCE: School Financial Management Section, Minnesota Department of Education						

This combination - little growth in revenues but sharply rising costs has put many school districts in a difficult financial bind. Some districts have gone to the voters to seek approval for additional property taxes; Table 3 shows that the number of districts with approval for a "referendum levy" grew from 74 in 1978-79 to 170 in 1982-83.

Many districts are also spending reserve funds accumulated in past years. Table 3 shows that the accumulated fund balance of all Minnesota school districts grew from \$196 million in 1978 to \$288 million in 1980, but has declined for the last two years. But despite levying higher taxes and spending reserve funds, many districts have had to cut spending. They have done so by reducing the number of staff they employ, by cutting spending for supplies and equipment, and by closing schools.

Where Have Schools Been Closed?

School closings have occurred in three distinct situations:

1. Some large districts have closed one or more schools and shifted the students to other schools in the same district. In some cases, these districts have also changed the grade spans of existing schools. For example, South Washington County closed an elementary school and a junior high school in 1982, and changed its secondary schools from a 7-9 and 10-12 configuration to 7-8 and 9-12.

- 2. Some smaller districts have consolidated or established pairing agreements⁵ with neighboring districts, and closed one or more schools as a result. For example, the Frost school district consolidated with Blue Earth in 1979, and the new school board closed both the elementary and secondary schools in Frost.
- 3. Some districts have closed older school buildings and replaced them with new buildings. For example, Bemidji closed a junior high school and an elementary school in 1982, and opened a new middle school and a new elementary school.

Figure 3, on pages 8 and 9, shows the locations of the 220 schools closed from 1978 through 1982. The names of the schools and school districts are listed in the appendix, beginning on page 11. The map shows that school closings have occurred in all parts of the state. However, there are three apparent patterns in the closings.

First, more schools have been closed in the Twin Cities metropolitan area than in the rest of the state. Over 53 percent of the school closings (117 out of 220) were in the seven-county metropolitan area; this area includes about 46 percent of the state's students.

A second and closely related point is that a disproportionate number of school closings have occurred in large school districts. Districts with more than 3,000 students⁶ have closed 156 schools, or 71 percent of the total, even though they account for only 59 percent of the state's students. Many smaller districts have only one elementary school and one secondary school, so they cannot close a school unless they consolidate or establish a pairing agreement with another district. Only 30 schools have been closed in districts with fewer than 1,000 students; 15 of these 30 schools were closed as part of a consolidation or pairing agreement.

Third, the geographical pattern of school closings reflects, to some extent, the pattern of enrollment change. Enrollments in the outer suburbs of the Twin Cities and in some areas north and northwest of the Twin Cities have not declined as much as in the rest of the state. Figure 3 shows that relatively few schools have been closed in these areas. By contrast, many schools have been closed in the Twin Cities, the inner-ring suburbs, and the southern and western parts of the state; these are the areas that have experienced the most severe enrollment declines.

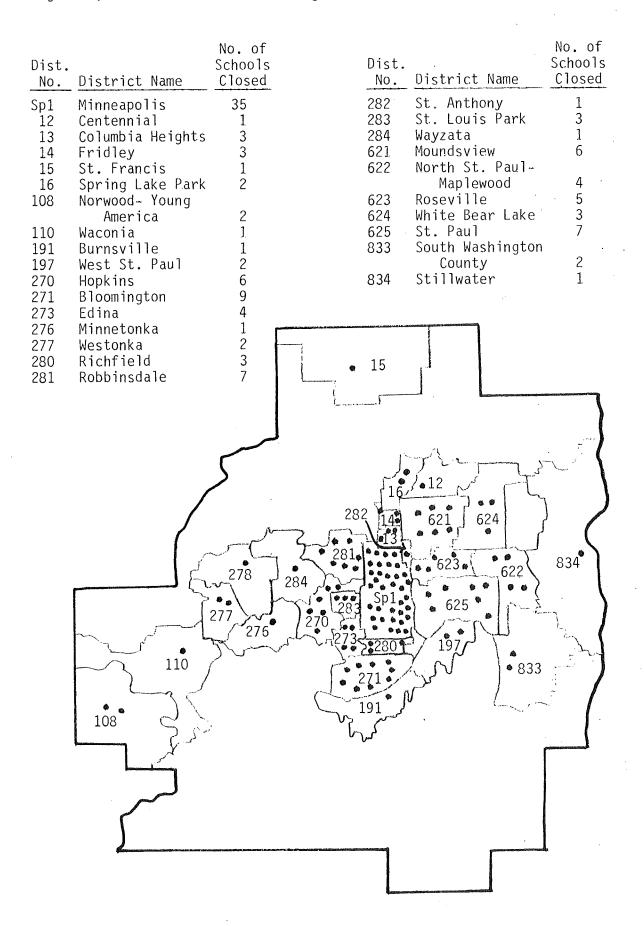
⁵ Pairing is the common name for a legal procedure in which two or more school districts agree to jointly provide some programs. For example, two districts may agree to combine their secondary programs by maintaining a junior high school in one district and a senior high school in the other district.

⁶ Based on 1980-81 resident average daily membership.

Figure 3



Figure 3.	continued -	School	Closings	in	the	Twin	Cities	Metropo	litan	Area
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Uses of Closed School Buildings

The Department of Education recently conducted an informal telephone survey⁷ to determine what some school districts have done with closed school buildings. In some cases no final decision had been made; it often takes many months for a school district to find a tenant or buyer for a school building, and for the two parties to reach agreement. However, there appear to be four distinct categories of uses for closed school buildings. No data are available on the number of schools in each category.

- 1. Some older buildings have been demolished.
- 2. Some school districts are using closed schools for purposes other than elementary-secondary instruction. For example, schools are being used for district administrative offices, for adult education, recreation, and other community education programs, and for storing of supplies and equipment.
- 3. Schools are being leased to a variety of nonprofit organizations, including alternative schools, other educational organizations, and social service agencies.
- 4. Many school buildings have been sold. Among the districts contacted in the telephone survey, five schools had been sold to churches, two to senior citizen groups, five to commercial businesses, five to private schools, three to hospitals or health care agencies, and eight to developers for conversion to housing.

Many school boards, anticipating higher enrollments in the future, are reluctant to demolish or sell all of the schools they have closed. Buildings that are being leased or used for other purposes can, of course, be reopened as schools in the future.

Future Prospects

Although it is impossible to know how many schools will be closed in the future, school closings will probably continue to be closely related to enrollment trends. Current projections are that the state's total public school enrollment will begin increasing in 1985 or 1986⁸. However, some school districts will continue to experience declines after that time. Thus, there will probably be some school closings during the late 1980s, but not as many as in recent years.

Elementary enrollments will begin increasing in 1984 or 1985, as a result of the increase in births which began in 1974. However, secondary enrollments will continue to decline until the end of the decade. This may mean that fewer elementary schools and more secondary schools will be closed. However, the exact pattern of school closings will depend on many factors, including school finance formulas, enrollment in nonpublic schools, transportation costs, and trends in consolidation and pairing of districts.

⁷ The telephone survey was conducted by staff of the Office of Planning and Policy Research.

⁸ For more information on demographic trends and enrollment projections see "Minnesota Public School Enrollment Projections for the 1980s", available from the Education Statistics Section at the address on the cover of this report.

APPENDIX

Public Schools Closed in Minnesota, 1978 through 1982

The appendix lists all school districts which have closed schools during the last five years. For each district, the list shows the district name and number, the names of schools closed, and the year that they were closed. School districts are listed in alphabetical order.

Most schools are closed at the end of a school year. Thus, for example, most schools listed as closed in "81" were closed at the end of the 1980-81 school year.

<u>District Name (Number</u>) Yr. School Name	District Name (Number) Yr. School Name
Albert Lea (#241) 80 Ramsey Elem. 81 Hollandale Elem. Brookside Elem. <u>Alden (#242)</u> 79 Conger Elem. <u>Aurora-Hoyt Lakes (#691)</u> 82 Cina Elem. <u>Austin (#492)</u> 82 Southgate Elem. Woodson Elem.	Brainerd (#181) 82 Garrison Elem. Edison Elem. Breckenridge (#846) 79 Wolverton Elem. Burnsville (#191) 82 Cedar Elem. Caledonia (#299) 81 Eitzen Elem. 82 Brownsville Elem. Freeberg Elem.
Babbitt (#692) 78 Bryant Elem. Bemidji (#31)	Cannon Falls (#252) 82 Vasa Elem. Centennial (#12) 82 Lovell Elem.
82 Kindergarten Center Junior High Pleasant Valley Elem.	Chisago Lakes (#141) 78 Shafer Elem.
Benson (#777) 80 Danvers Elem. Bird Island (#646) 79 Lake Lillian Elem. Bloomington (#271)	Chisholm (#695) 80 Lincoln Elem. Roosevelt Elem. Chokio-Alberta (#771) 80 Junior High
79 Pond Elem. River Ridge Elem. Penn Junior Portland Junior	<u>Cloquet (#94</u>) 78 Leach Elem. 81 Garfield Elem.
81 Cedarcrest Elem. 82 Lincoln Senior Nine Mile Elem. Park Elem. Southwood Elem.	Coleraine (#316) 79 Taconite Elem. Columbia Heights (#13) 81 Junior High Nelson Elem. Silver Lake Elem.

District Name (Number) Yr. School Name Crookston (#593) 79 Franklin Elem. 82 Carmen Elem. Lincoln Elem. Duluth (#709) Ensign Elem. 79 80 Park Point Elem. 82 Lincoln Junior West Junior Barnes Elem. Emerson Elem. Gnesen Elem. Irving Elem. Riverside Elem. Rockridge Elem. Jefferson Elem. Echo (#893) 80 Junior High Edina (#273) Cahill Elem. 78 80 Wooddale Elem. 81 East Senior High 82 Highlands Elem. Elk River (#728) 82 Lincoln Elem. Ely (#696) 81 Washington Junior Esko (#99) 80 Washington Elem. Faribault (#656) 81 Warsaw Elem. Fergus Falls (#544) Dalton Elem. 80 Lincoln Elem. 81 82 Eisenhower Elem. Jefferson Elem. Fridley (#14) 78 Gardena Elem. Parkview Elem. Riverwood Elem. Frost (#220) 79 Frost Elem. High School Glyndon-Felton (#145) 82 Felton Elem.

District Name (Number) Yr. School Name Halstad (#524) 82 Elem. Hendrum (#525) 82 High School Heron Lake-Okabena (#330) 78 Okabena Elem. 82 Junior High Hopkins (#270) 78 Westview Elem. South Junior 80 Golden Valley High School 81 Burwell Elem. Harley Hopkins Elem. 82 Eisenhower Senior High International Falls (#361) Falls Junior High 82 Baker-Forestland Elem. Kerkhoven-Murdock-Sunburg (#775) 78 Murdock High School 82 Kerkhoven Elem. Middle School Lake City (#813) 79 Zumbro Falls Elem. Lake of the Woods (#390) 81 Williams Elem. Lake Superior (#381) 78 Campton Elem. Lynd (#415) 79 Senior High Mankato (#77) 82 Franklin Middle Lincoln Junior North Mankato Junior McIntosh (#603) 82 Winger Elem. Minneapolis (Sp. 1) 78 Longfellow Elem. Lowry Elem. Marcy Elem. Minnehaha Elem. Windom Elem. Bryant Junior Nokomis Junior Sheridan Junior

District Name (Number) Yr. School Name

Minneapolis, cont. 79 Bremer Elem. Ericsson Elem. (reopened fall of 1980) Lake Harriet Elem. 82 Audubon Elem. Cleveland Elem. Hamilton Elem. Lind Elem. Northrop Elem. Page Elem. Pillsbury Elem. Pratt Elem. Shingle Creek Elem. Standish Elem. Willard Elem. Holmes Elem. North Star Inter. Elem. Andersen Elem. Wilder Elem. Southeast Free Elem. Southeast Free Secondary Harrison Elem. Jordan Elem. Phillips Junior Ramsey Junior Central Senior Marshall Jr.-Sr. West Senior Minnetonka (#276) 82 West Junior Moorhead (#152) 79 Georgetown Elem. Lincoln Elem. Sharp Elem. Central Junior North Junior 81 82 Sabin Elem.

Morris (#769) 82 Longfellow Elem.

Mounds View (#621)

- 78 Lake Johanna Elem. New Brighton Elem.
- 82 Edgewood Junior Johanna Middle Reeder Elem. Red Oak Elem.

District Name (Number) Yr. School Name New Richland (#827) 78 Hartland Elem. Northfield (#659) 78 Washington Elem. 82 Longfellow Elem. North St. Paul-Maplewood (#622) 80 Hazelwood Elem. 82 Beaver Lake Elem. Harmony Elem. Castle Elem. Norwood-Young America (#108) Bongards Elem. 82 Norwood Elem. Orono (#278) 82 Maple Plain Elem. Owatonna (#761) 81 Roosevelt Elem. Red Wing (#256) 82 Washington Elem. Renville (#654) 82 Renville Elem. Richfield (#280) 78 Portland Elem. Elliot Elem. 82 Lincoln Hills Elem. Robbinsdale (#281) Fair Elem. 78 Winnetka Elem. 79 Robbinsdale Junior High 80 Olson Elem. 81 Lee Elem. 82 Crystal Heights Elem. Robbinsdale Senior High Rochester (#535) Central Junior High 81 Edison Elem. 82 Golden Elem. Roseville (#623) 79 Lake Owasso Elem. 80 McCarron's Lake Elem. North Heights Elem. 81 Fairview Junior High 82 Falcon Heights Elem.

District Name (Number) Yr. School Name Sacred Heart (#655) 82 High School St. Anthony Village (#282) 79 Silver Oak Elem. St. Cloud (#742) 80 Wilson Elem. St. Francis (#15) 82 Bethel Elem. St. Louis County (#710) 82 Makinen Elem. St. Louis Park (#283) 80 General Junior High 82 Ethel Baston Elem. Fern Hill Elem. St. Paul (#625) 79 Linwood Park Elem. Mattocks Elem. Nokomis Elem. 81 Monroe Junior Mounds Park Junior Wilson Junior Adams Elem. 82 Jefferson Elem. St. Peter (#508) 81 Central Elem. South Koochiching (#363) 79 Loman Elem. Mizpah Elem. South Washington County (#833) 82 Grove Elem. St. Paul Park Junior Spring Lake Park (#16) 79 Blaine Elem. Junior High Stillwater (#834) 82 Washington Elem. Thief River Falls (#564) 82 St. Hilaire Elem. Tower-Soudan (#708) 80 Soudan Junior Tower Elem. Wabasso (#640) 82 Lucan Elem.

District Name (Number) Yr. School Name Waconia (#110) 78 New Germany Elem. Warroad (#690) 78 Angle Inlet Elem. (reopened fall of 1979) Wayzata (#284) 82 Beacon Heights Elem. Westonka (#277) 78 Elizabeth Gardner Elem. 82 Mound Elem. West St. Paul (#197) 79 Oakdale Elem. 82 Mendota Elem. White Bear Lake (#624) 81 Sunrise Park Junior 82 Parkview Elem. Webster Elem. Winona (#861) 81 Lincoln Elem. Minnesota City Elem. Stockton Elem. Wood Lake (#896) 80 Wood Lake Elem. Worthington (#518) 82 Rushmore Elem.