



Business Services Division Memo

To: Fiscal Oversight Trustee, Luz Cazares
Benjamin Davis, President, Oakland Unified School District Governing Board
Mike Hutchinson, Vice President and Chair of the Budget and Finance Committee

From: Kyla Johnson Trammell, Superintendent
Preston Thomas, Chief Systems & Services Officer
Lisa Grant Dawson, Chief Business Officer
Kilian Betlach, Executive Director of Enrollment
Pranita Ranhibise, Director Facilities Management

Subject: Current Enrollment Update and Demographic Study

Date: October 3, 2024

Dear Ms. Cazares and President Sam Davis,

In response to your initial recommendation for the District to secure a demographic study during the 2019-20 fiscal year, our subsequent RFP 21-101BS in May 2021, and the selection of PowerSchool as the winning bidder. We experienced numerous interruptions, primarily due to PowerSchool's acquisition of Decision Insight and the changing project staffing and contacts during critical enrollment windows. Though we were prepared to terminate the agreement due to a breach of contract, we were able to re-engage and finalize a set of projections for OUSD.

From School Year (SY) 2019-20 to SY 2021-22, the District consistently fell short of projected enrollment, most notably in SY 2021-22, where we were 1,004 students below projections. Since SY 2022-23, however, the District has exceeded projections, primarily attributed to enrollment stabilization investments made under Board Policy 5115, rather than changes in methodology. The District has strengthened its internal data capabilities, enhancing projection processes through secure dashboards and automation. These improvements have allowed school leaders and fiscal teams more time to engage with critical data. Tools like cohort progression tables have been vital in developing our internal ten-year projections, using robust data on student mobility to model future enrollment trends. In addition to the procedural changes, there has also been a cultural shift in enrollment projections where Enrollment, Business Services, RAD, and Facilities are much more collaborative in developing and analyzing the enrollment projections.

A draft ten-year enrollment projection summary has been shared with the OUSD Senior Leadership Team, with a detailed discussion scheduled for the October Budget and Finance meeting.



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Range of Projection

The District has diligently refined its one-year, five-year, and ten-year projections. To support long-term planning, the District is presenting a range of projected enrollment trends by the OUSD’s internal team, PowerSchool, the State of California Department of Finance, and Environmental Systems Research Institute (ESRI) Census-based data. It is crucial to annually review and update these projections to reflect evolving conditions. Before finalizing, the District will review the projected enrollment closely to determine alignment with state guidelines and local labor agreements.

Table 1 compares OUSD’s projections with those from the California Department of Education for SY 2022-23 onward, while **Table 2** provides a comparison of projection sets from OUSD, PowerSchool, and ESRI for five- and ten-year periods. The **Appendix** includes detailed projections by school year.

The State of California Department of Finance 2023 Series uses enrollment data as reported to the California Department of Education and the Demographic Research Unit’s K-12 graded enrollment projections by county. The State projects a decline of approximately 20% from SY 2022-23 to SY 2032-33, including charter and non-charter. Although these projections are based on the most recent data available, they highlight a concerning trend that will need our attention.

Table 1: Enrollment Projection Comparison with State of California Department of Finance, SY 2022-23 to SY 2032-33

Projection Team	Actual Enrollment SY 2022-23	Projected Enrollment SY 2032-33
OUSD (Draft Projections)	34,149	28,350 (-17%)
State of California Department of Finance ² (-20%)		
OUSD Share	34,149	27,243 (-20%)
Charter Share	11,592	9,081 ³ (-20%)

Source and Notes:

1. OUSD: Enrollment numbers are based on the enrollment data certified by the California Department of Education each spring and based on statewide validation of numbers from Fall Census Day (first Wednesday of October. Includes General Education and Special Day Class counts.
2. State of California, Department of Finance numbers are based on California Public K-12 Graded Enrollment and High School Graduate Projections by County, 2023 Series. Sacramento, California, October 2023. Enrollment numbers are based on certified enrollment by California Department of Education.
3. Projection for the Charter Share is based on OUSD’s estimate of projected enrollment for OUSD - Charter and Non-Charter, as a ratio of the actual SY 2022-23 enrollment.
4. Numbers have been rounded to the closest whole number.



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Table 2: Enrollment Projection Comparison, SY 2023-24 to SY 2033-34

Team	Actual Enrollment SY 2023-24	Projected Enrollment SY 2028-29	Projected Enrollment SY 2033-34
OUSD (Draft Projections) ¹	33,916	31,597 (-9%)	28,350 (-17%)
PowerSchool ²	33,838	31,702 (-6%)	29,695 (-12%)
ESRI Census-based ³	33,916	31,468 (-7%)	-

Source and Notes:

1. OUSD numbers are based on the enrollment data certified by the California Department of Education each spring and based on statewide validation of numbers from Fall Census Day (first Wednesday of October. Includes General Education and Special Day Class counts. SY 2024-25 enrollment numbers are not yet certified and are based on 20-day counts.
2. PowerSchool numbers are based on the enrollment data from the OUSD Aeries Data System. Includes only General Education and does not include Special Day Class Counts. Does not include non-standard cohorts such as Adult High School, Home School, Adult Ed, Independent Study, Community Day Class, and other similar programs.
3. ESRI Census-based numbers are based on 2023/2028 release of Updated Demographics that uses Census 2020–based geographic boundaries and the most current Census 2020 data available.
4. Numbers have been rounded to the closest whole number.

Projection Methodology and Factors

Districtwide enrollment is influenced by demographic changes from year to year and the trends that result over time. As noted in **Table 3**, these trends are influenced by changes in birth-to-kindergarten enrollment ratios, migration of students into and out of the school division, total population trends, housing inventory, type of available housing inventory, and other demographic and economic factors. “Grade progression”, “cohort progression” or “cohort attrition rates” represents the proportion of students expected to progress from one grade to the next. The most likely progression model is chosen based upon analysis of historical trends and incorporating the migration trends and demographic characteristics of each county. Entering cohorts of kindergartners (including transitional kindergartners) and first graders are projected using actual and projected births. Historical trends and patterns are used to inform future cohort attrition rates along with net progression rates. The best-fitting progression ratios are chosen independently for the projection of each grade.

Table 3: Factors Considered by Teams that Influence Enrollment Projections

Projection Team	Projection Factors and Findings	Timeframe
OUSD	- Live birth data from Alameda County Public Health Department (projected for future years) - Birth-to-kindergarten enrollment ratios - Student migration patterns	Five years of historical and current trends



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	<ul style="list-style-type: none"> - Transfers within the District - Grade progression, net progression, and cohort survival ratios - Residential development and housing inventory - Economic and demographic factors 	
PowerSchool	<ul style="list-style-type: none"> - Kindergarten enrollment trends - Net progression and cohort survival ratios - Student migration patterns - Transfers within the District - Upcoming residential developments 	Four years of historical and current trends
State of California, Department of Finance ¹	<ul style="list-style-type: none"> - Live birth data from the Department of Public Health (projected for future years) - Grade progression, net progression, and cohort survival ratios - Excludes SY 2020-21 due to pandemic-related data issues 	Historical and current trends; specific duration unclear
ESRI Census-based ²	<ul style="list-style-type: none"> - Census 2020-based geographic boundaries and the latest Census 2020 data - Socioeconomic Status Index (SEI) indicating social position and opportunity - Projected school-age children and District’s capture rate for SY 2023-24 	Historical and current trends; specific duration unclear

Sources and Notes:

1. Methodology: <https://dof.ca.gov/forecasting/demographics/public-k-12-graded-enrollment/>.
2. Methodology: <https://storymaps.arcgis.com/stories/aa1ae395af2047fcb14a68ab338464b9>.

Findings

As noted in the previous section, to support long-term planning, the District is presenting a range of projected enrollment trends by the OUSD internal team, PowerSchool, the State of California Department of Finance, and Environmental Systems Research Institute (ESRI) Census-based data.

The enrollment declined by 30% from SY 2002-02 to SY 2022-23 and is projected to continue to decline through SY 2033-34. According to the State Department of Finance, if current trends in fertility and migration persist, California will experience an overall decline in enrollment over the next decade.

The projected enrollment for OUSD ranges as follows:



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5-year, SY 2028-29: 31,468 - 31,702

10-year, SY 2033-34: 28,350 - 29,695

The projected decline in enrollment carries significant implications for the District:

1. **Budget Constraints:** May lead to reduced funding, affecting our operational budget and the ability to maintain existing programs and staff.
2. **Resource Allocation:** May require adjustments in resource allocation, potentially leading to the consolidation of programs or school closures, which could impact community trust and stability.
3. **Strategic Planning:** Need to reassess our strategic priorities, including potential partnerships, community outreach, and marketing efforts to attract new students.
4. **Program Viability:** May impact the viability of specialized programs and services, necessitating a review of their effectiveness and alignment with community needs.
5. **Community Engagement:** Increased communication with families and stakeholders will be essential to understand and address concerns related to declining enrollment.



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Appendix

Exhibit A: Draft OUSD Projections, SY 2025-26 to SY 2033-34

School Year	Total Enrollment	Annual Change	Annual Percent Change
2019-20	36,154		
2020-21	35,489	-665	-2%
2021-22	34,428	-1061	-3%
2022-23	34,149	-279	-1%
2023-24	33,847	-302	-1%
2024-25 ²	33,505	-342	-1%
2025-26	33,174	-331	-1%
2026-27	32,428	-746	-2%
2027-28	31,909	-520	-2%
2028-29	31,485	-424	-1%
2029-30	30,818	-667	-2%
2030-31	30,098	-721	-2%
2031-32	29,352	-745	-2%
2032-33	28,662	-690	-2%
2033-34	28,011	-651	-2%

Source and Notes:

1. OUSD numbers are based on the enrollment data certified by the California Department of Education each spring and based on statewide validation of numbers from Fall Census Day (first Wednesday of October. Includes General Education and Special Day Class counts.
2. SY 2024-25 enrollment numbers are not yet certified and are based on 20-day counts.

Exhibit B: Draft PowerSchool Projections, SY 2025-26 to SY 2033-34

School Year	Total Enrollment	Annual Change	Annual Percent Change
2020-21	35,261		
2021-22	34,294	-967	-3%
2022-23	34,117	-177	-1%
2023-24	33,838	-279	-1%
2024-25	33,373	-465	-1%
2025-26	33,203	-170	-1%
2026-27	32,614	-589	-2%



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2027-28	32,116	-498	-2%
2028-29	31,702	-414	-1%
2029-30	31,310	-392	-1%
2030-31	30,931	-379	-1%
2031-32	30,520	-411	-1%
2032-33	30,071	-449	-1%
2033-34	29,695	-376	-1%