

# **PROJECTED ENROLLMENTS**

**2018 to 2023**

in the

**SAN MATEO – FOSTER CITY SCHOOL DISTRICT**

*January 28, 2019*

Research and Report by

Enrollment Projection Consultants  
3 West 37th Avenue, Suite 7  
San Mateo, CA 94403-4470



## **SUMMARY**

The total October enrollment in the San Mateo – Foster City School District (“district”) is projected to have only relatively modest differences over the next five years. This includes a reduction by 92 from October 2018 to October 2019. A further decline by just 41 more students is forecast over the following two years, to a low of 133 fewer students than in the current total. A rebound is then expected in the fourth and fifth years, to a net loss of only 29 students from 2018 to 2023. This compares to growth by over 2,000 students between October of 2006 and 2015 and then a loss of 258 in the three years since then. The projected 2023 figure is over 1,700 students above that total from 2006 and is nearly 1,000 students higher than any district total in decades prior to 2011.

Divergent changes are forecast in the grade level totals, but these differences also are relatively modest in a total enrollment of over 11,000 students. The projected total in grades TK-5 (Transitional Kindergarten through fifth) is down by 14 to October 2019 but thereafter is a positive net difference of between 30 and 65 students. The forecast for the total in grades 6-8 (sixth through eighth) is to have 78 fewer students next year and a cumulative 163-student decline in three years. That is followed by a partial recovery to a net loss of 94 students to 2023.

More significant changes are projected in the “resident” (home school) student totals for some schools in the next three years. The only large resident student differences forecast for next year are reductions by 21 in the LEAD elementary attendance area and by 34 and 26 in the Abbott and Bayside middle school regions (in the relevant grades), respectively. The net projected changes from 2018 to 2021, however, include losses of between 27 and 35 resident students for LEAD, Highlands and Baywood elementaries and between 62 and 82 for the Bayside and Bowditch middle school areas. This compares to projected three-year net gains of 67 students in George Hall’s attendance area and between 25 and 27 in each of the Meadow Heights, Laurel and Bayside elementary regions. There also could be significant student growth in the Sunnybrae and Audubon attendance areas within five years.

Several factors contribute to these projections. Your district has long had a pattern of smaller enrollments in the upper grades than in the lower grades. This was mainly due to net student reductions as each class graduated upward through the grades. Within the context of that pattern, the current amounts now in each of the sixth through eighth grades are relatively large amounts and the total now in fourth is exceptionally low. Graduation upward of those four classes over the next three years will cause a reduction in the 6-8 total. These differences are concentrated more in some attendance areas than others. Graduation from the TK-5 total of that small fourth grade class after 2019, however, when combined with relatively large incoming kindergarten totals, should create a higher TK-5 enrollment. Those higher kindergarten enrollments are based on rising birth counts within the district in the corresponding (five years earlier) periods. These rising birth numbers are concentrated in the 94403 (south San Mateo) zip code, for which we believe the recently built housing at Bay Meadows is a contributing factor. There also are over 2,300 new residences projected to be occupied in the next five years, with the majority, especially after 2021, forecast in the Sunnybrae attendance area. The George Hall, Audubon and Bayside elementary regions also have significant new housing amounts expected.

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## **FOREWORD**

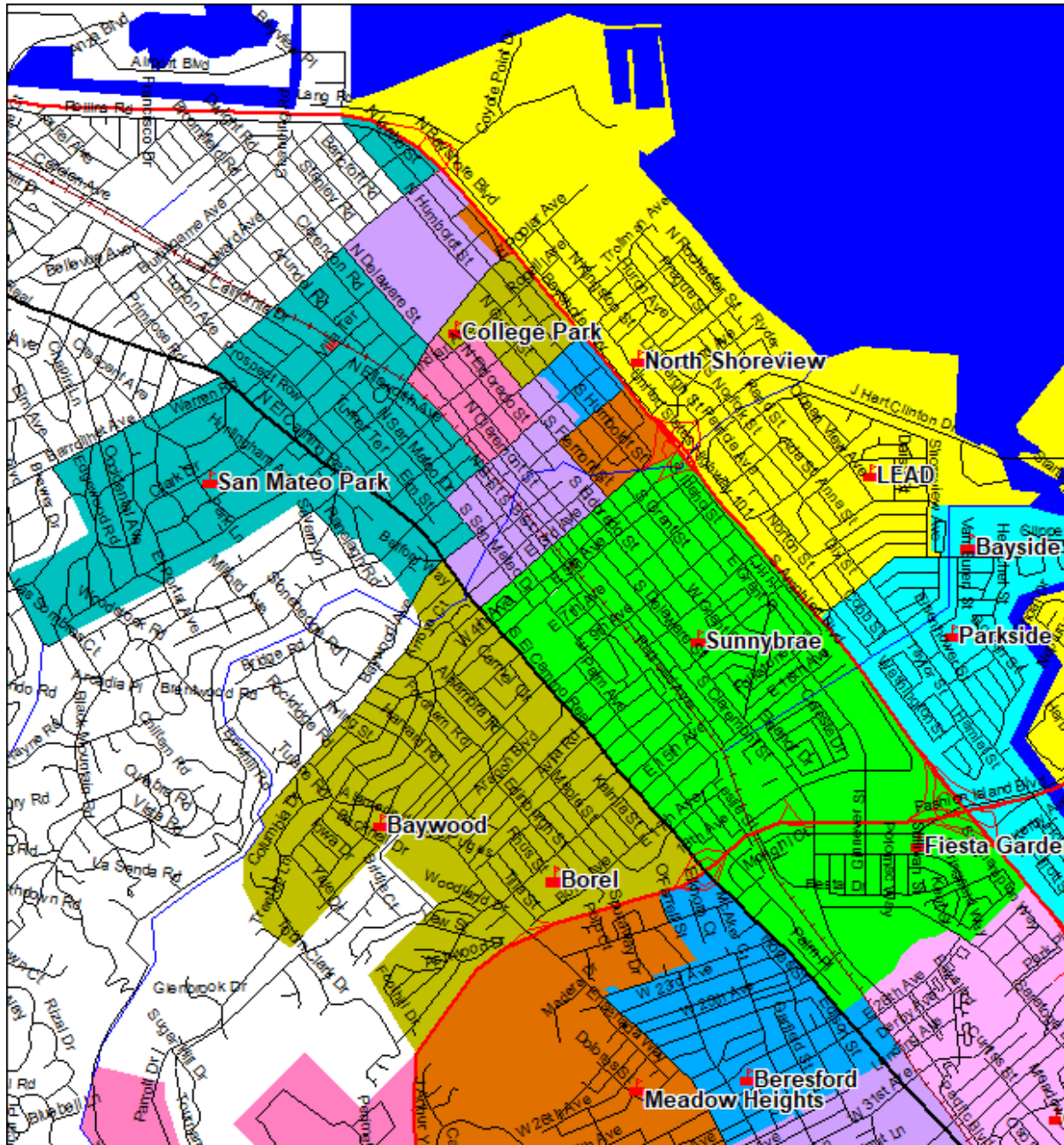
Enrollment Projection Consultants (EPC) uses a highly detailed enrollment forecasting methodology. Each major component of the recent enrollment trends is determined and evaluated for the likelihood to continue, by degree, through the forecast period. This evaluation is based on the experience gained during the last 33 years in over 350 studies covering more than 70 school districts.

Our methodology is based on the use of numerous “planning areas”. In our original study for a client district, we will drive every street to learn the community and divide it into suitable areas for trend analyses purposes. Each of those areas represents a single dominant housing type (wherever feasible) by subjective price ranges and average home and parcel sizes. We have found that even subtle differences in residential type and value can generate divergent enrollment trends in some districts.

Once the planning areas are established, there are several additional steps required to determine the recent student population trends. The street addresses at the boundaries for each area are identified through further fieldwork and entered into a “GIS” (Geographic Information System) electronic mapping street index. (This fieldwork is necessary because all commercially available GIS indices are full of errors.) Student enrollment records from the fall of the current and immediately preceding school years are obtained from the client district and processed into a format compatible with the GIS program that we use (i.e., SchoolVision District Planner, or SVDP). That processing includes correcting identifiable student address errors such as street name misspellings, incorrect street types (for instance, “Way” rather than “Place”) and inverted street numbers (e.g., 1150 rather than 1510). The revised student addresses are then coded against the by-area street index. Counts are made of the number of students by grade in each area in every year. The final data preparation step is to aggregate those counts by larger locations, housing types and (interpolated) income levels.

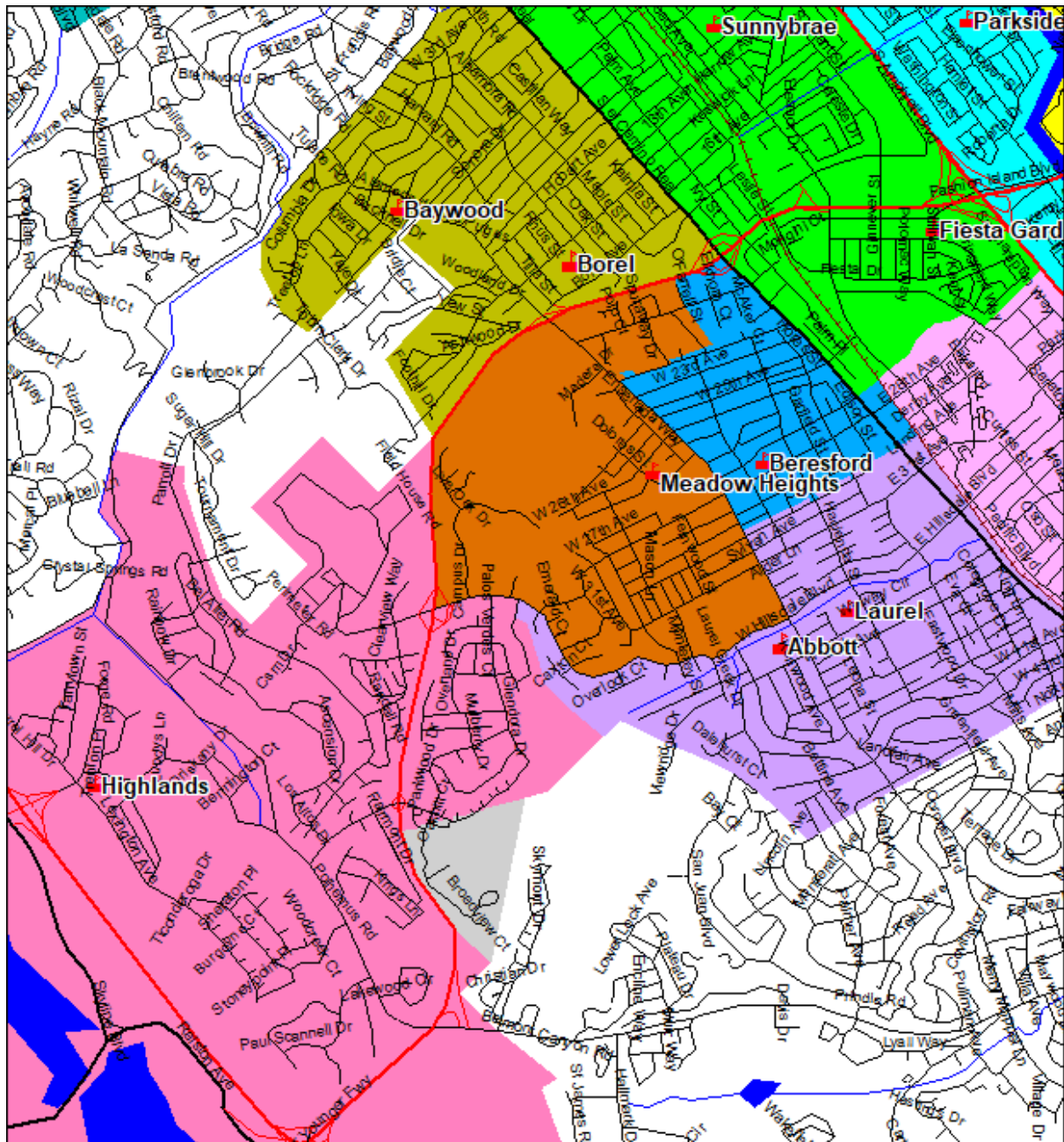
This process occurred in our first study for the San Mateo – Foster City School District in 2002-03, with the areas subsequently revised where warranted, such as for new housing developments. We are now analyzing your student trends in, and making projections by, 421 planning areas. This results in by-area forecast numbers that will allow the District to consider not only counts of existing students by potential attendance regions, but also how each population is likely to evolve in subsequent years.

-- Thomas R. Williams

**Map of Current Elementary Attendance Areas: Northwestern Section**

Colors on Elementary Maps: Teal = San Mateo Park, Bright Red = "Unassigned", Lavender = Laurel, Rust = Meadows Heights, Army Green = Baywood, Magenta = Highlands, Medium Blue = Beresford, Light Green = Sunnybrae, Yellow = LEAD, Light Blue = Bayside Academy (K-5), Pink = George Hall, Dark Green = Audubon, Beige = Brewer Island, Light Orange = Foster City (Grey = "Belmont Triangle", White = Outside SMFCSD, Dark Blue = Water, Red Flags = Schools)

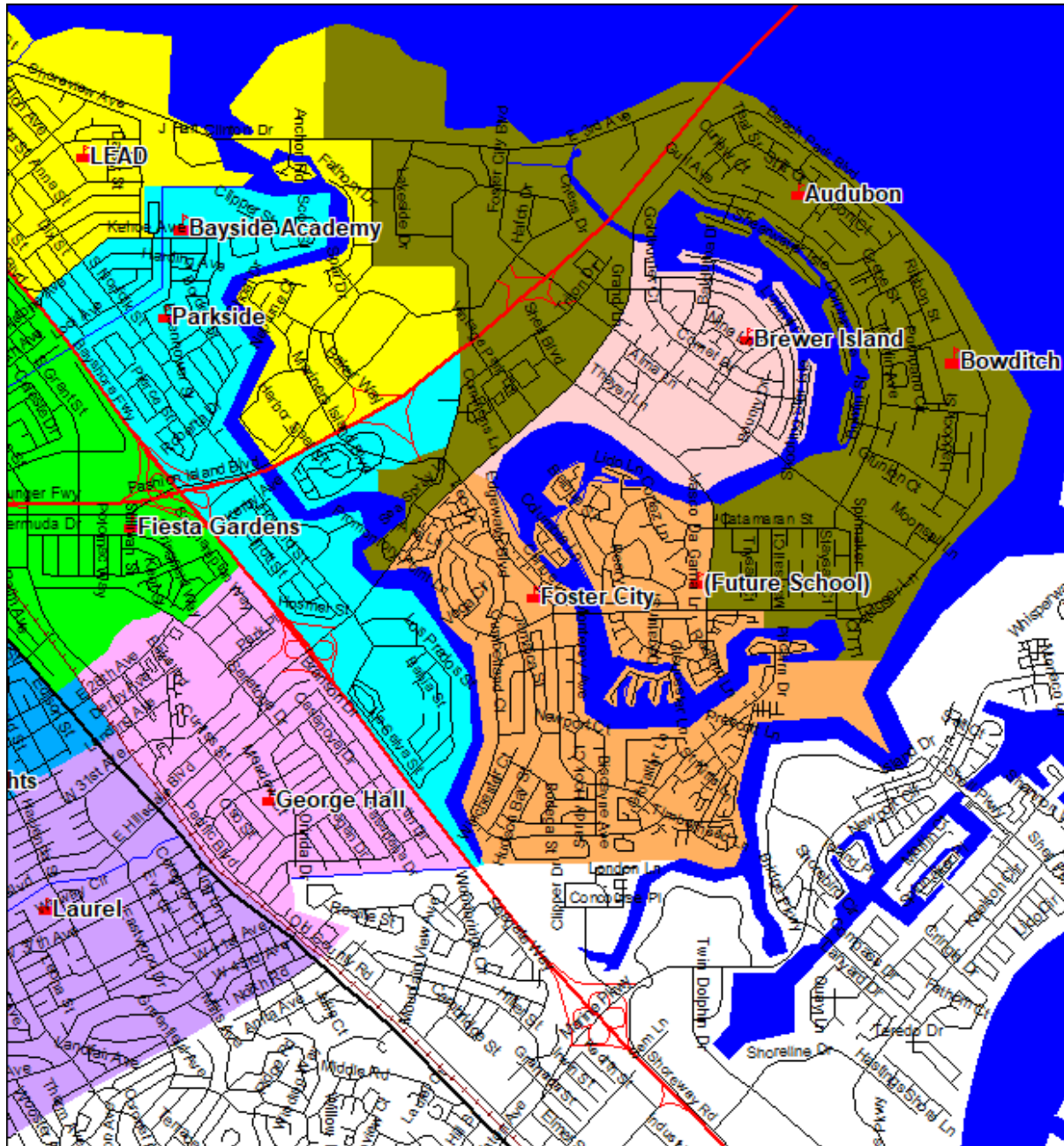
### Map of Current Elementary Attendance Areas: Southwestern Section



Colors on Elementary Maps: Teal = San Mateo Park, Bright Red = "Unassigned", Lavender = Laurel, Rust = Meadow Heights, Army Green = Baywood, Magenta = Highlands, Medium Blue = Beresford, Light Green = Sunnybrae, Yellow = LEAD, Light Blue = Bayside Academy (K-5), Pink = George Hall, Dark Green = Audubon, Beige = Brewer Island, Light Orange = Foster City (Grey = "Belmont Triangle", White = Outside SMFCSD, Dark Blue = Water, Red Flags = Schools)

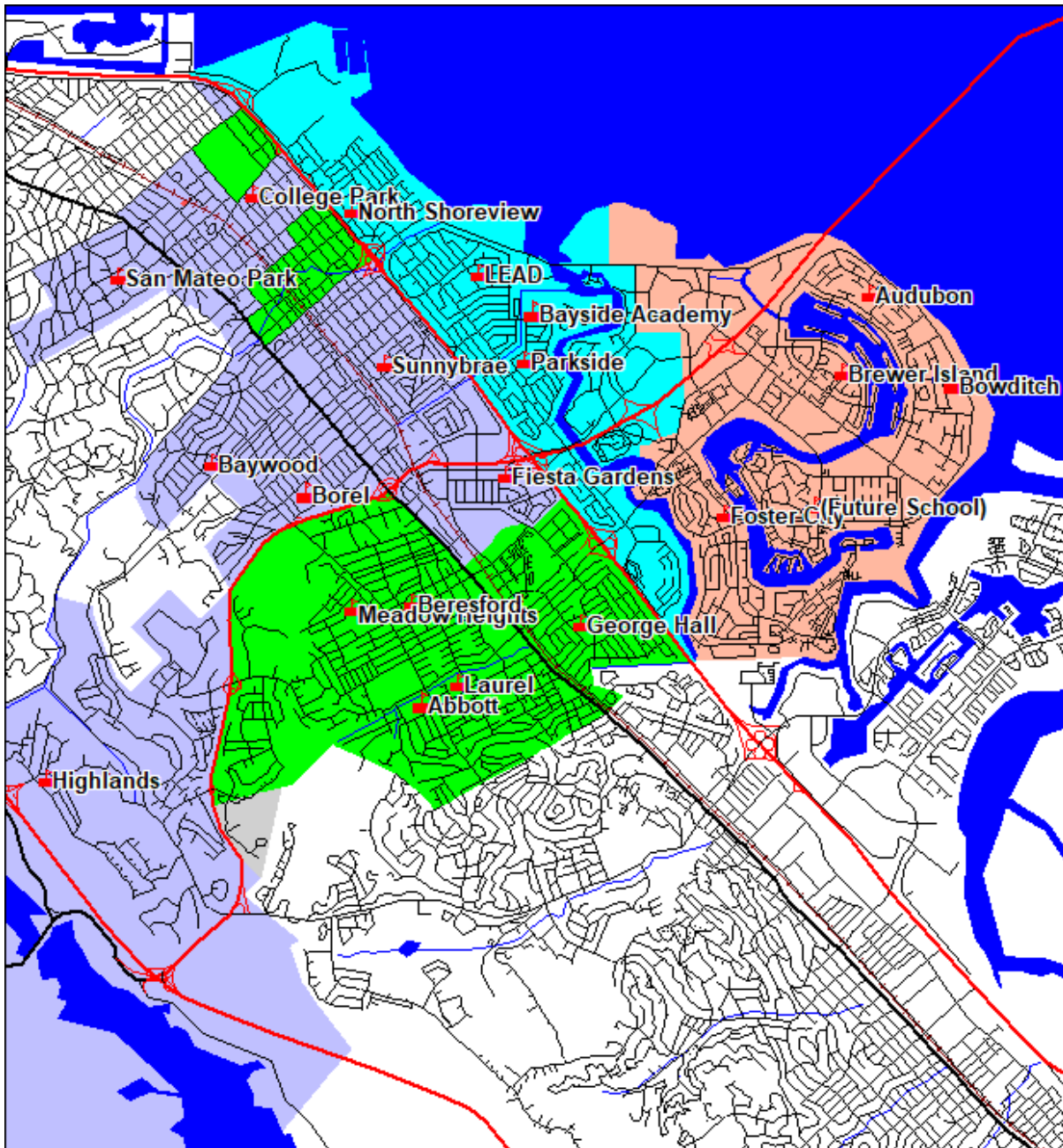


### Map of Current Elementary Attendance Areas: Eastern Section



Colors on Elementary Maps: Teal = San Mateo Park, Bright Red = "Unassigned", Lavender = Laurel, Rust = Meadow Heights, Army Green = Baywood, Magenta = Highlands, Medium Blue = Beresford, Light Green = Sunnybrae, Yellow = LEAD, Light Blue = Bayside Academy (K-5), Pink = George Hall, Dark Green = Audubon, Beige = Brewer Island, Light Orange = Foster City (Grey = "Belmont Triangle", White = Outside SMFCSD, Dark Blue = Water, Red Flags = Schools)

### Map of Current Middle School Attendance Areas



Middle School Colors: Light Lavender = Borel, Bright Red = "Unassigned",  
 Green = Abbott, Light Blue = Bayside Academy (6-8), Light Orange = Bowditch  
 (Grey = "Belmont Triangle", White = Outside SMFCSD, Dark Blue = Water, Red Flags = Schools)

## PROJECTED ENROLLMENTS

There are two main chapters to this report, “Projected Enrollments” and “Underlying Factors to the Projections”, each of which presents extensive data on the economically diverse region of the San Mateo – Foster City School District (henceforth SMFC or district). For readers wanting a more abbreviated understanding of the forecast, we recommend focusing on the figures in bold print in Tables 1 and 2 and reading just the preceding Summary.

### **District-Wide Projected Enrollments**

After having had a soaring total October enrollment from 2005 to 2015 and a moderate decline since then, the forecast for the next five years is for a modest further reduction and subsequent rebound. The specific projected differences are to be down by 92 in the next year (i.e., from October 2, 2018, to October 1, 2019) and a total of 133 over the next three years, as is shown in the lower part of Table 1 on page 2. That is followed by a rise to a net of only 29 fewer students in 2023, when the total again could be around 11,700. While there is a potential deviation by plus or minus several hundred students for that far into the future, the total should be in the low 11,000s at a minimum, which would be well above any amount in decades prior to 2011. The 2023 total also could be slightly over 12,000, which would be the highest since at least the 1970s, when the SMFC had additional operating schools. Either way, there should not be a major change in the enrollment total in the next five years.<sup>1</sup>

These small projected overall differences in the years from 2018 to 2023, with a low that is just 133 students below the current count, are the net of some slightly larger changes by grade level. Both the elementary and middle school levels are forecast to have fewer students next year.<sup>2</sup> That, however, is the only year in the forecast period with a lower projected elementary total. After a nominal projected reduction by 14 students for 2019, the net subsequent elementary amounts are between 30 and 65 higher than the “current” (October 2, 2018) total. The middle school figure, by contrast, is forecast to be down by 78 next year and a cumulative 163 in three years, before partially recovering to a net loss of 94 to 2023.

The current distribution through the grades and the projected kindergarten amounts are the key reasons for these divergent expectations. Your district has a pattern to lose some students, in net, as each class graduates into the following grade. Within the context of this trend, we have decided to describe whether the classes are relatively large or small, for their current location in the grade spectrum, based on how many students those classes had, have, or are expected to have when in eighth grade. The classes now in third and sixth through eighth each had, currently have, or are projected to have 1,200+ students when in eighth, which makes those relatively large classes, with pink highlighting in Table 1. The classes now in first, second and fifth are each projected to be between 1,150 and 1,199 when in eighth, which makes those relatively mid-sized classes within the current enrollment. These are highlighted in blue in the table. The current classes that are projected to be between 1,100 and 1,149 when in eighth are in kindergarten and fourth, so those are the relatively smallest current classes and are highlighted in yellow. There thus are three relatively large classes now in the middle school grades and those will be graduating out of the SMFCSD in the next three years. They will be replaced during that time by the only other of the largest current classes (now in third), along with one mid-sized class (now in fifth) and the small current class in fourth. The result is a moderately significant 163-student reduction (-4%) at the middle school level over the next three years. The graduation of that small current fourth grade class out of the elementary level for 2020 is why that total jumps to a positive amount (+47) in 2020, after being down slightly (-14) the year before.

Five years from now, there only will be one of the largest pink-colored classes remaining, but also one of the two smallest classes will have graduated. With the former in eighth and the remaining smallest class being in fifth in 2023, there would have been further decline at the middle school level and additional growth at the elementary level if we had run the forecast to 2024. But estimating the kindergarten total that far out is too “iffy” to provide.

<sup>1</sup> These figures cover all TK-8 students maintained in the district electronic records, including SDC (Special Day Class, a.k.a., Special Education) and a nominal number of “NPS” (Non-Public School) students. Please note that whenever just a year is mentioned in the text, such as 2023, the reference is for, or in the stated period to, early October of that year.

<sup>2</sup> Although North Shoreview and Bayside Academy have students in both grade levels, “elementary” refers to the total in grades TK-5 and “middle school” relates to the total in 6-8, with the North Shoreview and Bayside enrollments parsed accordingly.

**Table 1: Actual and Projected Students by Grade and Grade Level in October of 2006 to 2023**

(with color highlighting for totals that were, are, or are expected to be in 8th grade of: pink for 1,200+; blue for 1,150-1,199; yellow for 1,100-1,149; and orange for <1,100; the highest recent subtotals are highlighted in gray)

Early Oct. of	Actual and Projected Total Enrollment by Grade (including SDC and a nominal number of NPS students)										Actual and Projected Total Enrollment by Grade Group		
	TK	K	1	2	3	4	5	6	7	8	TK-5	6-8	TK-8
2006*	NA	1,195	1,210	1,112	1,073	1,040	1,043	1,098	1,092	1,106	6,673	3,296	9,969
2007*	NA	1,253	1,185	1,167	1,113	1,072	1,020	1,057	1,117	1,077	6,810	3,251	10,061
2008*	NA	1,366	1,271	1,182	1,159	1,116	1,076	1,022	1,044	1,092	7,170	3,158	10,328
2009*	NA	1,413	1,367	1,255	1,182	1,144	1,100	1,077	1,019	1,051	7,461	3,147	10,608
2010*	NA	1,491	1,381	1,331	1,207	1,164	1,130	1,111	1,067	1,013	7,704	3,191	10,895
2011*	NA	1,461	1,451	1,367	1,307	1,191	1,157	1,104	1,087	1,070	7,934	3,261	11,195
2012*	79	1,457	1,448	1,385	1,337	1,289	1,178	1,108	1,110	1,064	8,173	3,282	11,455
2013*	156	1,373	1,421	1,414	1,389	1,325	1,248	1,160	1,112	1,108	8,326	3,380	11,706
2014*	261	1,306	1,360	1,411	1,378	1,355	1,308	1,237	1,154	1,086	8,379	3,477	11,856
2015*	283	1,415	1,284	1,328	1,371	1,320	1,326	1,278	1,211	1,161	8,327	3,650	11,977
2016*	272	1,390	1,392	1,277	1,290	1,336	1,267	1,284	1,252	1,196	8,224	3,732	11,956
2017*	245	1,387	1,358	1,336	1,248	1,246	1,297	1,233	1,265	1,220	8,117	3,718	11,835
2018*	234	1,311	1,335	1,342	1,319	1,225	1,249	1,227	1,225	1,252	8,015	3,704	11,719
2019	243	1,363	1,281	1,313	1,311	1,288	1,202	1,199	1,216	1,211	8,001	3,626	11,627
2020	248	1,387	1,333	1,262	1,287	1,279	1,266	1,160	1,183	1,205	8,062	3,548	11,610
2021	246	1,380	1,356	1,314	1,236	1,256	1,257	1,223	1,147	1,171	8,045	3,541	11,586
2022	246	1,379	1,352	1,340	1,290	1,212	1,236	1,221	1,211	1,139	8,055	3,571	11,626
2023	245	1,375	1,350	1,336	1,316	1,264	1,194	1,202	1,207	1,201	8,080	3,610	11,690
Total Grade-Level Change in One Year, from October 2018 to October 2019											-14	-78	-92
Total Grade-Level Change in Two Years, from October 2018 to October 2020											47	-156	-109
Total Grade-Level Change in Three Years, from October 2018 to October 2021											30	-163	-133
Total Grade-Level Change in Four Years, from October 2018 to October 2022											40	-133	-93
Total Grade-Level Change in Five Years, from October 2018 to October 2023											65	-94	-29

Real Potential Lower Total in 2019 (essentially -0.8% within footnote caveats\*\*) 11,530

Real Potential Higher Total in 2019 (essentially +0.8% within footnote caveats\*\*) 11,720

Real Potential Lower Total in 2023 (essentially -4.25% within footnote caveats) 11,200

Real Potential Higher Total in 2023 (essentially +3.50% within footnote caveats) 12,100

Projected Students from New Housing:

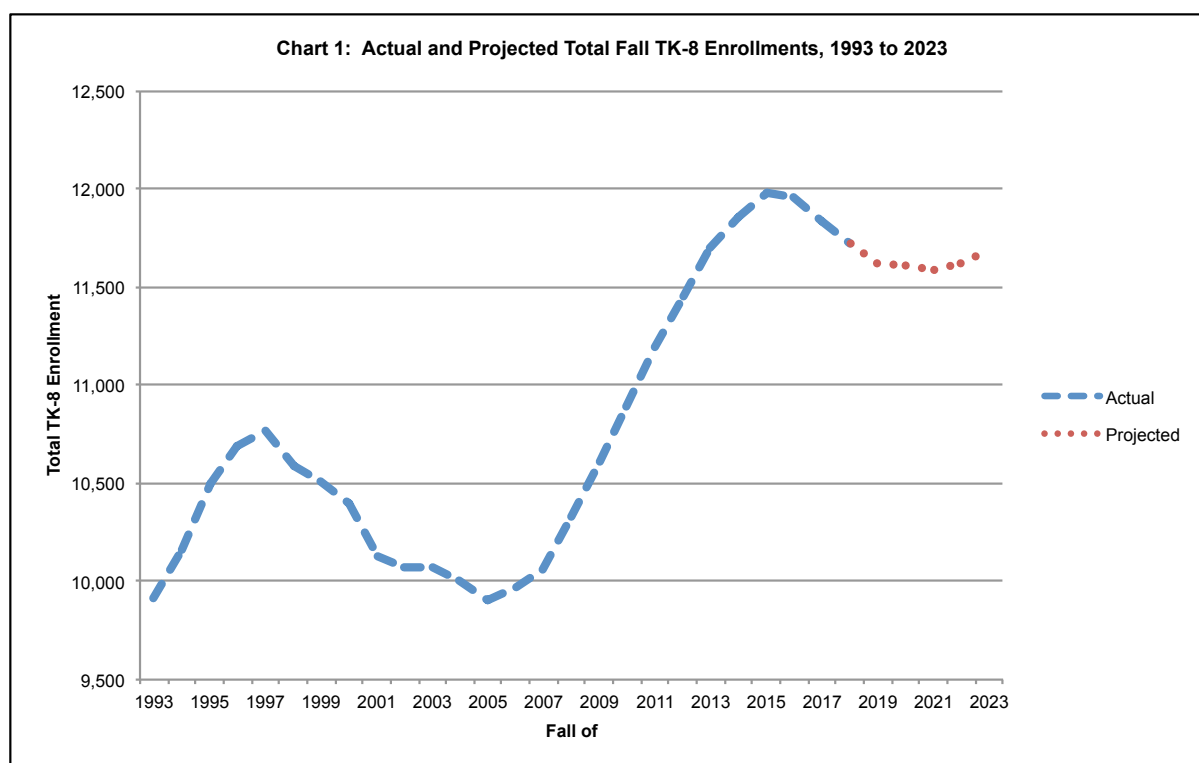
2023	7	38	37	36	36	35	34	33	32	31	223	96	319
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\* Actual early October enrollments in student files provided to Enrollment Projection Consultants (EPC) by San Mateo - Foster City School District (SMFCSD). TK (Transitional Kindergarten) started in 2012 and represented essentially one birth month in 2012, two birth months in 2013 and three birth months after 2013. Kindergarten represented essentially 11 birth months in 2012 through 2014, as the shift of the cutoff birthdate for kindergarten eligibility evolved from December 2 to September 1, and 12 birth months in all other years shown. The kindergarten total in 2012 is high despite covering only 11 birth months because that school year correlates to a high birth total from five years earlier, before the recession started. The other two classes containing only 11 birth months are boxed to show those small amounts graduating upward.

\*\* TK and kindergarten fluctuations from the forecast in any one year can be more significant than are likely on an ongoing basis. Whenever a forecast is generated prior to spring, the District should review the subsequent TK and kindergarten preregistration counts and adjust the next year's staffing accordingly.

Notes: Projections and potential ranges are for (1) the currently operating facilities and programs and (2) the current level of inter-district control (including by nearby districts). Even with this caveat, the ranges shown cover essentially 80% probabilities; there are approximately 10% possibilities for each of even lower and higher numbers than the totals within these ranges. The real potential 2023 deviations are greater to the negative due to possible (1) delays in new housing completions and move-ins and (2) declining birth totals, which have not occurred in the latest data for the SMFCSD but has happened in many locations.





It should be noted that all of these modest projected enrollment differences by grade, grade level and in total for the next five years are for figures that are well above those from over a decade ago. In 2006 through 2008, most of the grades had student counts that evolved into being below 1,100 when in eighth, with orange highlighting in Table 1. The last of those orange-colored grades graduated out before 2015. The actual 2018 and projected 2019 through 2023 amounts in each grade thus are much larger, sometimes by 200+ students, than the totals in the same grade before 2008. The current and projected district (TK-8) totals also are over 1,500 higher than in those earlier years, along with being nearly 1,000 above a previous peak that was reached in 1997.

### **Projected Resident Student Populations by the Current Attendance Areas**

This forecast is again based on an analysis of where the students live (the resident population<sup>3</sup>) rather than the schools they happen to attend (the attending enrollment). Resident populations differ from enrollments because of (1) attendance at special schools, (2) known intra-district enrollment (between SMFC attendance areas) and (3) known incoming inter-district enrollment (from stated addresses that are outside the SMFC region). By coding all of the student addresses to planning areas that represent various housing types and locations, we have been able to identify and evaluate how the student population is evolving in each situation. We flip back-and-forth between these “resident” and “enrollment” amounts in the text below and it is important to remember the distinction between these two types.

Table 2, on page 4, presents the key resident and enrollment findings and projections by attendance area.

### **Understanding the Data in Table 2**

Table 2 contains two data sets for each school. The figures on the left (under “Actual Resident Student and Enrollment part”) show both (1) the amounts by which the resident school totals changed in the last year and (2)

<sup>3</sup> “Resident” throughout this report means physical resident, not legal resident.

**Table 2: Actual and Projected Resident Student Populations for the Current Attendance Areas\***  
(with color highlighting for actual and projected resident shifts by 25+; orange for negative and yellow for positive differences)

School	Actual Resident Student and Enrollment part				Projected Resident Student part					
	Actual Res. Stu. Shift in Last Year	Actual October 2018 (excluding TK)			Projected SMFCSD Students Residing in this Area in the Relevant Grades (excluding TK)					
		Resident Students	Attending Adjust**	Attending Enroll.	Early October of			Change to October of		
					2019	2020	2021	2019	2020	2021
San Mateo Park	-27	472	-107	365	478	482	472	6	10	0
Baywood	-11	714	-26	688	708	705	679	-6	-9	-35
Sunnybrae	-15	637	-253	384	621	633	646	-16	-4	9
Highlands***	-14	617	-104	513	622	614	587	5	-3	-30
Meadow Heights	4	363	-41	322	371	378	388	8	15	25
Beresford	-11	290	-19	271	286	288	297	-4	-2	7
Laurel	40	663	-152	511	677	679	690	14	16	27
George Hall	2	421	-5	416	412	451	488	-9	30	67
LEAD	-65	677	-180	497	656	645	650	-21	-32	-27
Bayside (for K-5)	19	495	-242	253	501	521	522	6	26	27
Audubon	40	934	-171	763	940	941	939	6	7	5
Foster City	-39	914	-69	845	911	923	913	-3	9	-1
Brewer Island****	2	437	108	545	440	434	421	3	-3	-16
Unassigned (K-5)*****	8	13	-13	NA	14	13	12	1	0	-1
College Park	NA	NA	452	452						
Parkside	NA	NA	209	209						
Fiesta Gardens	NA	NA	511	511						
N. Shoreview (K-5)	NA	NA	228	228						
NPS students (K-5)	NA	NA	8	8						
Other K-5*****	-24	134	-134	NA	121	107	95	-13	-27	-39
Borel	-5	1,127	-65	1,062	1,126	1,096	1,127	-1	-31	0
Abbott***	-23	833	-20	813	799	799	812	-34	-34	-21
Bayside (for 6-8)	9	600	71	671	574	551	518	-26	-49	-82
Bowditch	-2	1,070	-23	1,047	1,056	1,028	1,008	-14	-42	-62
Unassigned (6-8)*****	2	2	-2	NA	2	4	6	0	2	4
N. Shoreview (6-8)	NA	NA	99	99						
NPS and Ind. St. (6-8)	NA	NA	12	12						
Other 6-8*****	5	72	-72	NA	69	70	70	-3	-2	-2

\* Resident populations are those students listed at addresses known to be in each attendance area or location.

\*\* See Appendix A1(a) and A2(a) tables for current breakdown by grade.

\*\*\* Highlands and Abbott totals include current and projected SMFC-enrolled students in the remaining "Belmont Triangle".

\*\*\*\* The resident Brewer Island figures exclude students from the Foster City and Audubon areas (from which there is the option to attend Brewer Island).

\*\*\*\*\* Students from the homeless shelter on Villa Terrace (by the railroad tracks) do not have set assigned schools.

\*\*\*\*\* "Other" covers incoming inter-district students (except for the part of the "Belmont Triangle" that is still officially in the Belmont - Redwood Shores ESD, but which is treated as part of the SMFCSD for enrollment purposes) and a few students listed at unlocatable addresses. ("Other" amounts evolve due to the current distribution through the grades.)

Note: Projections contain hidden fractions, so amounts shown here may not exactly sum to the totals shown in other tables.

how the current enrollment at each school differs from the resident total. There are 472 SMFC-enrolled K-5 students (i.e., excluding TK because that is not assigned by these attendance areas), for instance, with home addresses in the San Mateo Park region. That school's K-5 enrollment, however, is 365, which is 107 below the resident total. This net difference is shown by the "-107" in the top row of the "Attending Adjust" column in the table. The second set of data, on the right side of Table 2 (under "*Projected Resident Student part*"), has the projected resident amounts. These are not projected enrollments. They do indicate, however, the extent to which the current areas might continue to be suitable for the next three years without any revisions. The resident K-5 total in the George Hall region, for example, rises by net amounts of 30 in two years and 67 students to 2021. This growth is shown in the far right columns of the table.

It should be noted, as can be seen in the data section on the left side, that some schools have a large difference between attending enrollments and resident populations. Much of this, at the elementary level, is due to the four district magnet elementary schools. Three of these schools (North Shoreview, Parkside and Fiesta Gardens) receive a large percentage of their enrollments from the surrounding neighborhoods. This lowers the number of students who attend the resident school for those neighborhoods (more so than elsewhere). North Shoreview, for example, is in the northern LEAD area. Much of North Shoreview's K-5 enrollment comes from that LEAD region. This is the main reason why LEAD has 180 fewer enrolled students (497) than the resident K-5 total (677).<sup>4</sup>

The negative attending adjustments for Audubon and Foster City elementaries occur partly due to enrollment in the College Park magnet school, but there also is a nuance between those two attendance regions and that for Brewer Island. Brewer Island has an immediate vicinity assigned solely to that school. In addition, the Audubon and Foster City regions are part of an "option area" for attending Brewer Island instead. We are treating those as not in the Brewer Island resident total, which gives that school a big adjustment gain that is coming from the Audubon and Foster City areas.

The amount that the resident population is projected to change next year (i.e., the "Change to October of 2019") does not translate into the expected enrollment shift for each school. Some schools, such as the magnets and the most popular facilities, are likely to maintain their current enrollments regardless of the extent to which the attendance area populations might change. Other schools have imbalanced distributions in the adjustment amounts through the grades and the graduation of those varying amounts into the next grade level could alter the total net adjustment.

#### Key Findings in the Latest Shifts by Attendance Area

Five of the 15 elementary attendance areas had significant shifts in their resident totals in the last year. Audubon added 40 resident K-5 students, mainly due to new housing there. The Foster City Elementary area instead had a reduction by 39. When those differences plus the nominal change of two added students for Brewer Island are combined, however, the net result is a difference of just one more K-5 student in the City of Foster City region. The more consequential K-5 reductions, for their vicinities within the SMFC, are the huge resident drop by 65 for LEAD and the decline by 27 in San Mateo Park's region.<sup>5</sup> Neither of those losses was forecast to these degrees. The biggest surprise to us, along with the largest deviation (by 46) from what was projected from a year ago, is the growth by 40 in the Laurel region. Half of that increase came from Laurel's "North Central" sections and the other half from the part of that attendance area that surrounds the Laurel campus. The Abbott Middle region, however, which includes the Laurel areas, has 23 fewer students, so these Laurel and Abbott differences could be due more to nuances in the distribution of this year's student changes (from housing turnover) than any trends that are likely to be ongoing to the same degree.

The remaining attendance areas, in both grade levels, had minimal changes in their resident totals in the last year and are each within 18 of what was forecast, with the majority being within six students of the projected total.

<sup>4</sup> All LEAD and Bayside figures, including for the differences in the last year, are for their current attendance areas, for which a change was made from LEAD to Bayside in 2018 so that Bayside would not be outside of its own attendance area.

<sup>5</sup> These differences were mostly offset in those schools' enrollments by reductions in the net attending losses. A year ago, the net K-5 enrollment outflows were by 251 and 127 for LEAD and San Mateo Park, respectively (which are not shown in Table 2). Now those attending adjustments are just 180 and 107. LEAD's reduction to 71 fewer net outgoing students than before came partly from fewer K-5 students attending the North Shoreview magnet school this year from within the LEAD region.

Key Findings in the Updated Projections by Attendance Area

No dramatic changes are forecast for the resident totals from this year to next, but several attendance areas have notable differences projected by 2021. The largest resident student changes expected for 2019 are reductions by 34 for Abbott and 26 for Bayside in the middle school grades (6-8). LEAD is projected to have 21 fewer resident (K-5) students in 2019. Most other attendance areas are forecast to have differences by less than ten resident students between this year and next. While there often are a couple of attendance areas that have larger-than-projected shifts, those differences tend to be offsetting.

By 2021, however, the four southern San Mateo elementaries between Highway 92 on the north and west and U.S. 101 on the east have a total of 126 additional resident students projected. Some of this growth will come from these attendance areas "North Central" sections<sup>6</sup>, but the biggest gain will be in the northwestern George Hall area. New housing at that "Bay Meadows 2" location is the main source of the 67 additional students forecast in three years for George Hall. The result for that school, however, is a resident total that is still under 500 in 2021. The other southern schools of Laurel, Meadow Heights and Beresford are forecast to add 27, 25 and seven resident students, respectively, during that time. And the Sunnybrae area that is directly north of the George Hall region is projected to have a net gain of nine students to 2021, after having had a slight reduction in the intervening years. Only George Hall, among these five schools, however, has a net attending adjustment that is smaller than these projected resident student changes, so how those attending adjustments evolve could be a greater factor on what the enrollment impacts will be.

Minimal changes are forecast through 2021 for the resident totals of the three elementaries in the City of Foster City, but this means the exceptionally high current totals for Audubon and Foster City Elementary will continue. Those schools each have, and are projected to continue to have, over 900 resident students. Their enrollments are lower than that, but still higher than what is usually considered the optimal range for elementary schools, because of students opting to attending Brewer Island or one of the magnet schools, especially College Park. The projected resident K-5 total (with TK to be added) in 2021 within the City of Foster City is 2,273 students. That is an average of over 750 for three elementaries and around 570 for four elementaries, if the planned additional school is operating there by then. Many districts consider enrollments between approximately 500 and 600 students to be optimal for elementary schools (provided that there is sufficient capacity, which is not the case for some SMFC schools, such as Beresford, that have unusually small available acreage).

Larger reductions are forecast by 2021 at the middle school level, of which Bayside's projected decline by 82 resident 6-8 students may be the main issue. If the net 6-8 attending adjustment stays in the current vicinity of 71 additional students, then Bayside could have under 600 enrolled middle school students in 2021. That could be below the norm for a full middle school program. Adding to this potential problem will be if Parkside evolves from a TK-5 to a TK-8 magnet school, as is planned. That could reduce Bayside's net adjustment gain of 71 by 2021. The result could be a 6-8 enrollment there of fewer than 550 students.<sup>7</sup>

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<sup>6</sup> The "North Central" area is a long-established district name for what was once the elementary attendance area of the school (Turnbull) that was converted to the College Park magnet school. That former attendance area was divided into sections that are currently assigned to several other district elementaries (i.e., all of those that are in the City of San Mateo except George Hall, LEAD and Bayside).

<sup>7</sup> This is only a potential problem because it also is possible that Bayside's desirable STEM program may create an offsetting rise in the net adjustment total from the rest of the district. That could keep the Bayside 6-8 enrollment closer to 600 while also possibly further relieving the Borel enrollment.



## UNDERLYING FACTORS TO THE PROJECTIONS

The district region contains a broad range of dwelling types, price ranges and ages that requires a thorough analysis to make accurate projections. As was mentioned in the “Foreword”, the trends within each of those situations were determined by analyzing the student populations in 421 planning areas. Data at that level of detail, however, can be hard to convey in a comprehensible manner. The following text therefore focuses instead on the aggregate findings.

### **Comparison of Enrollment Trends in the SMFC and Select Other Area Districts**

It is important to point out that the SMFC’s recent shift from significant enrollment growth into a modest decline is something that is occurring, to varying degrees, in most districts in San Mateo and Santa Clara Counties (which some consider to be the main parts of “Silicon Valley”, with correspondingly high housing prices). In many cases, the change from TK-8 growth to decline occurred in around 2013 or 2014, with the rate of reduction having increased in the last year compared to the annual average over the preceding four years. For the SMFC and a few nearby districts, however, this shift happened more recently and it was only to either essentially stable totals or relatively modest losses (in percentage terms).

A comparison of the changing TK-8 total enrollment trends since 2010 in the SMFC and several other districts is provided in Table 3 on page 8.<sup>8</sup> The common occurrence is a decline in the last year for all of the districts shown, other than perhaps in the two districts for which 2018 totals have not been made available. While the reduction in 2018 was minimal for the Belmont – Redwood Shores ESD, this was after significant growth in every year from 2010 to 2017. That district’s total went from an average annual rise by 169 students, or +5%, from 2010 to 2013 to a slightly lower average of 148 from 2013 to 2017, or +4%, and then suddenly went down by nine in 2018. The SMFC had greater shifts over those periods, in going from averaging 270 additional students, or +2%, annually from 2010 to 2013 to just a net average of 32 added students, for a rounded 0% average change, from 2013 to 2017. The latter, however, is somewhat misleading because after a high was reached in 2015, the average loss from 2015 to 2017 was by 71 students. That still is much less than the 116-student decline, or -1%, that occurred this year. Other districts with greater losses in the last year than for the averages in the previous periods include Millbrae (at -2% in 2018), Hillsborough (-4%, which is a large percentage in one year, with that difference highlighted in blue accordingly), San Carlos (-3%), Menlo Park (-1%), Las Lomas (-6%), Portola Valley (-6%), Cupertino (-4%) and Santa Clara (-1%). Only Sunnyvale bucked that trend in adding a few students in 2018, so there is an exception, as always, but the overwhelming pattern is that these districts shifted from growth to accelerating decline in the latest years.<sup>9</sup>

These total TK-8 declines, in most cases, started with falling incoming kindergarten amounts from highs that were reached between five and ten years ago. Those previous highs are for classes that are now either in the middle school grades or have just graduated from eighth. The impact of that distributional “bubble” having graduated out of TK-5, along with the lower subsequent kindergarten numbers, makes the recent shift even more evident in the TK-5 total than for TK-8. As is shown in Charts 2 and 3 on page 9, the result was for the TK-5 figures to suddenly flip from major growth to significant decline in 2013 in both San Mateo and Santa Clara Counties, with large reductions occurring in the latest school year that countywide figures are available for (2017-18). The outlook for enrollments in many Peninsula and South Bay districts has become much more pessimistic as a result. Some of the latest projections for South Bay districts have declines by more than a 1,000 students in the next five years.

<sup>8</sup> These are primarily the nearest districts that we have the necessary current and past student files from to assure accuracy. One exception is Millbrae ESD being included, despite our not having those files, due to that being the closest on the north side of the SMFC that provided their October 2018 enrollment counts. Millbrae totals from prior years were obtained from the California Dept. of Education website. Figures for October 2018 also were requested from the Burlingame and San Bruno Park ESDs but they did not respond; we nonetheless have included their totals in the years before 2018 due to their proximity to the SMFC. While we do have the necessary Redwood City and Ravenswood City (in East Palo Alto and east Menlo Park) ESD files, those totals are excluded from Table 3 because their steep enrollment losses are partly due to new charter schools.

<sup>9</sup> Also having a greater rate of TK-8 decline in the last year, compared to the average over the four prior years, are the EPC client districts of Milpitas (-1%); Campbell (-1%); Berryessa (-2%) and Orchard (-2%) in northeast San Jose; Oak Grove (-4%), Evergreen (-5%) and Mount Pleasant (-5%) in southeast San Jose; and Gilroy (-2%).

Table 3: Comparison of Recent Total TK-8 Enrollment Changes in SMFCSD and Select Other Area Districts\*

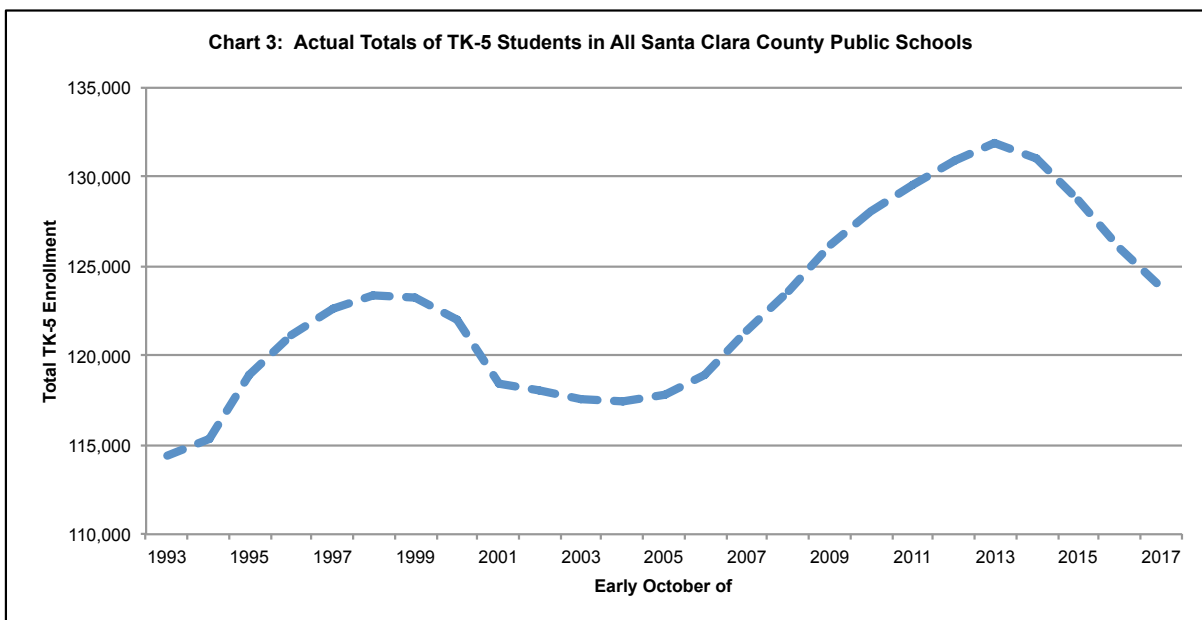
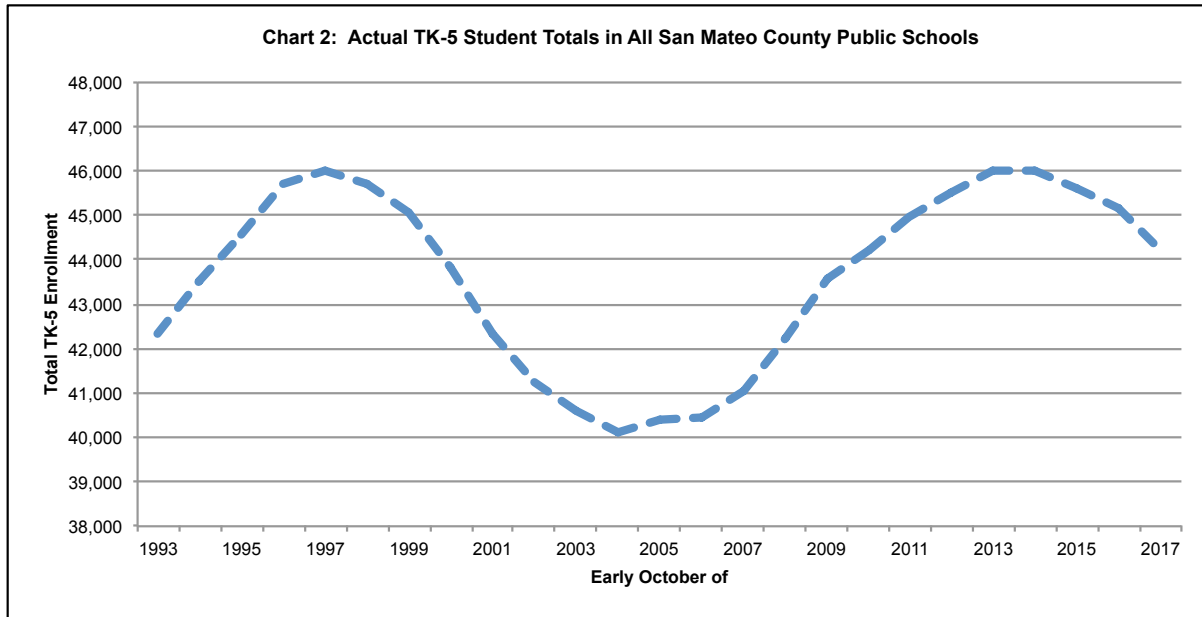
Enrollment Subject	Fall of	Total Enrollments in TK-8 for Each District						
		San Mateo - Foster City	San Bruno Park	Millbrae	Burlingame	Hillsborough	Belmont - Redwood S.	San Carlos
Actual	2010	10,895	2,599	2,222	2,771	1,503	3,208	2,903
Actual	2011	11,195	2,626	2,321	2,901	1,521	3,381	2,984
Actual	2012	11,455	2,686	2,372	3,037	1,518	3,595	3,000
Actual	2013	11,706	2,785	2,445	3,234	1,519	3,714	3,028
Actual	2014	11,856	2,796	2,469	3,304	1,536	3,900	3,105
Actual	2015	11,977	2,727	2,436	3,353	1,490	4,063	3,158
Actual	2016	11,956	2,669	2,432	3,410	1,476	4,212	3,185
Actual	2017	11,835	2,641	2,433	3,507	1,408	4,307	3,165
Actual	2018	11,719	N/A	2,383	N/A	1,353	4,298	3,060
<b>Net Average Actual Annual Difference:</b>								
2010 to 2013		270	62	74	154	5	169	42
2013 to 2017		32	-36	-3	68	-28	148	34
2017 to 2018		-116	N/A	-50	N/A	-55	-9	-105
<b>Net Average Actual Annual Pct. Change:</b>								
2010 to 2013		2%	2%	3%	6%	0%	5%	1%
2013 to 2017		0%	-1%	0%	2%	-2%	4%	1%
2017 to 2018		-1%	N/A	-2%	N/A	-4%	0%	-3%

Enrollment Subject	Fall of	Total Enrollments in TK-8 for Each District						
		Menlo Park	Las Lomas***	Woodside	Portola Valley	Sunnyvale	Cupertino	Santa Clara
Actual	2010	2,626	1,339	453	709	6,530	18,372	10,978
Actual	2011	2,710	1,362	446	708	6,649	18,645	10,982
Actual	2012	2,791	1,419	453	671	6,761	19,028	11,056
Actual	2013	2,898	1,384	435	652	6,849	19,184	11,238
Actual	2014	2,910	1,390	422	628	6,801	19,068	11,059
Actual	2015	2,940	1,382	409	628	6,641	18,924	11,079
Actual	2016	2,998	1,392	400	626	6,531	18,585	11,058
Actual	2017	2,969	1,342	411	608	6,565	18,001	11,066
Actual	2018	2,929	1,260	407	573	6,587	17,353	10,966
<b>Net Average Actual Annual Difference:</b>								
2010 to 2013		91	15	-6	-19	106	271	87
2013 to 2017		18	-11	-6	-11	-71	-296	-43
2017 to 2018		-40	-82	-4	-35	22	-648	-100
<b>Net Average Actual Annual Pct. Change:</b>								
2010 to 2013		3%	1%	-1%	-3%	2%	1%	1%
2013 to 2017		1%	-1%	-1%	-2%	-1%	-2%	0%
2017 to 2018		-1%	-6%	-1%	-6%	0%	-4%	-1%

\* These are school districts, other than San Bruno Park, Millbrae and Burlingame, from which EPC has obtained the necessary current and historic student files, with student totals taken from those files. The figures for those three exceptions are from (1) the CDE website in most or all years before 2018 and (2) those districts in 2018. Most charter school and NPS counts are excluded from these figures. Redwood City and Ravenswood City SD totals are excluded because those steep declines are partly due to new charter schools. Sunnyvale SD's 2018 total excludes 86 students who were enrolled in 2017 in a now-closed charter school; that one-time gain is not part of the trends. The highest recent total for each district is highlighted in gray. The fall 2018 figures from some districts are draft figures that may be revised.

\*\* Las Lomas is in the western parts of Menlo Park and Atherton, the Ladera part of Portola Valley and the east tip of Woodside.



There are no positive findings in these trends among the districts listed and in many others that are not listed. While there always is an exception somewhere, particularly if enough new housing is being added, it should be clear from this data that young families with school age children are having an increasingly hard time affording to live in the area. This factor is not going to ease sufficiently, even if a recession lowers the housing costs (prices and rents) somewhat, to create a return to consequential student growth in nearly all situations.<sup>10</sup>

These findings probably are causing some readers to wonder why a larger reduction is not being forecast for the SMFC, for which the main answers are (1) not having declining birth totals within the district region, unlike in most districts, and (2) significant new housing amounts being projected in the next five years. These two key factors are covered later in this report. But there also is no longer a justification to expect major enrollment growth.

<sup>10</sup> One surprise to us is that this affordability impact on the student totals evidently is occurring in even the wealthier districts.

### **Recent Resident Student Population Changes in Existing Housing**

All of the trend findings in “existing housing” have been recalculated for this study, including by several value and locational classifications of single-family-detached homes (“SFD”) and attached dwelling units (“ATT”, covering apartments, condos, townhouses and plexes). There are also residual groupings for students from areas with a mix of housing types and/or values. One key change from our recent studies, however, is that we are now using October 1, 2014, as the cutoff date for identifying the areas of almost exclusively “existing housing” (i.e., with virtually no net additional units since that date). This information is presented in summary in Tables 4A, 4B and 5.

#### **Understanding the Data in Tables 4A and 4B**

The figures in Table 4A on page 11 are for the resident totals of district-enrolled students in October of the last three years (2015 to 2018) coming from areas of “existing housing”. The purpose of this data is to identify how the student population is evolving in the established neighborhoods, by type and general value levels. The counts are provided in groups of three grades each (K-2, 3-5 and 6-8, as well as in TK-8) so that we can easily show both (1) how the populations have changed as those students graduated upward by three grades in three years and (2) the general age distribution of the students. The “Relatively Affordable” SFD homes, for instance, had 331 students in K-2 in 2015 and there are now 302 students in grades 3-5, which was a net loss of 29 students in that population as it graduated forward by three grades. This is shown by the “-29” in the table (see lowest row in top section of page 11). We also show how the K-2 group itself has changed during that time, which was a net gain of one student. That shift in K-2 is “boxed” because it is an important indication of whether the families of the students are getting older, with declining kindergartens likely, or are instead becoming younger (via turnover), thereby generating potential kindergarten growth.<sup>11</sup> It should be noted, however, that this one-student increase in K-2 is the net of a 17-student rise in 2016, to a high of 348, and a drop by 16 since then. To show when any such interim highs occurred in this 2015-to-2018 period, we have highlighted in grey the largest totals in K-2 and TK-8 for each housing category.

Table 4B (on page 12) has the same structure as 4A, but the comparisons instead are (1) by two aggregate value categories of existing housing and (2) between “all” existing and new housing.

#### **Key Findings Related to the Data in Table 4A**

The recent TK-8 enrollment decline occurred in every relative value level of existing SFD homes, along with in the lowest cost attached units.<sup>12</sup> These housing categories had significant total student reductions by between 3% and 9% in just the last three years. And among these four categories, all but the least expensive SFD residences also had significant K-2 reductions since 2015, with that one exception having the decline instead since 2016.

Evolving in the opposite direction were the K-2 and TK-8 totals in the existing intermediate and upscale ATT units. Those two categories, however, only added 2% in TK-8, with much lower numeric and percentage gains than the losses that occurred in the two higher priced SFD categories and the lowest cost ATT group. The more notable growth is instead in K-2 from the existing upscale ATT dwellings, which added a net of 80 students (a significant +14%) in those grades. That is more than was lost in K-2 in any of the other housing categories. These findings had corresponding impacts on the resident totals in the attendance areas where each category is concentrated.

#### **Key Findings Related to the Data in Table 4B**

The TK-8 total from all of the existing housing areas is down by 321 students, or 3%, since 2015, with much of that decline caused by large net losses as classes graduated from K-2 to 3-5 (-281 students, or -7%) and 3-5 to

<sup>11</sup> The recent shift in the cutoff birthdate for kindergarten eligibility resulted in the K-2 totals officially representing the following total birth months: 2015 has 34, 2016 has 35 and 2017 and 2018 have 36. The three grades containing only eleven months each have graduated from 1-3 in 2015 to 4-6 in 2018. This means that the 2018 K-2 totals in many of the housing categories shown in Table 4A have fewer students than in 2015 despite having two more birth months included.

<sup>12</sup> Relative price ranges (and interpolated incomes) are based on a standardized but nonetheless subjective EPC evaluation of the dominant housing situation in each planning area.

**Table 4A: Resident Student Trends in Existing Dwellings by Type and General Value Levels\***  
*(with gray highlighting for the highest recent K-2 and TK-8 totals)*

Existing Housing Type**/ Data Subject***	Fall of	Resident District-Enrolled Students				% Change in TK-8
		K-2	3-5	6-8	TK-8	
<b>SFD: Relatively Affordable</b>	2015	331	356	302	1,006	
	2016	348	347	321	1,044	
	2017	345	318	326	1,005	
	2018	332	302	314	973	
<b>3-Year Change Within Grade Group</b>		<b>1</b>			<b>-33</b>	<b>-3%</b>
3-Year Change from Prior Grade Group			-29	-42		
<b>SFD: Modest and Moderate Income</b>	2015	803	799	743	2,395	
	2016	784	761	756	2,355	
	2017	768	770	757	2,353	
	2018	760	745	745	2,291	
<b>3-Year Change Within Grade Group</b>		<b>-43</b>			<b>-104</b>	<b>-4%</b>
3-Year Change from Prior Grade Group			-58	-54		
<b>SFD: Middle and Upper Income</b>	2015	881	903	943	2,789	
	2016	918	854	952	2,777	
	2017	879	870	906	2,703	
	2018	820	866	866	2,596	
<b>3-Year Change Within Grade Group</b>		<b>-61</b>			<b>-193</b>	<b>-7%</b>
3-Year Change from Prior Grade Group			-15	-37		
<b>ATT: Most Affordable</b>	2015	297	301	274	880	
	2016	264	302	257	835	
	2017	265	278	281	833	
	2018	249	272	272	800	
<b>3-Year Change Within Grade Group</b>		<b>-48</b>			<b>-80</b>	<b>-9%</b>
3-Year Change from Prior Grade Group			-25	-29		
<b>ATT: Intermediate</b>	2015	833	775	608	2,287	
	2016	813	746	675	2,293	
	2017	839	674	658	2,222	
	2018	848	738	673	2,327	
<b>3-Year Change Within Grade Group</b>		<b>15</b>			<b>40</b>	<b>2%</b>
3-Year Change from Prior Grade Group			-95	-102		
<b>ATT: Upscale/ High Amenity</b>	2015	552	532	500	1,640	
	2016	609	515	476	1,648	
	2017	652	516	481	1,694	
	2018	632	518	499	1,676	
<b>3-Year Change Within Grade Group</b>		<b>80</b>			<b>36</b>	<b>2%</b>
3-Year Change from Prior Grade Group			-34	-33		

Table 4, page 1 of 2, with footnotes at the bottom of the final page

**Table 4B: Resident Student Trends between Existing Dwellings, New Housing and Incoming Inter-District Attendance**  
(with gray highlighting for the highest recent K-2 and TK-8 totals)

Existing Housing Type**/ Data Subject***	Fall of	Resident District-Enrolled Students				% Change in TK-8
		K-2	3-5	6-8	TK-8	
<b>Combined Affordable-to-Moderate SFD and Most Affordable-to-Intermediate ATT</b> (includes some areas with a mix of housing types &/or values within this value range)	2015	2,455	2,423	2,099	7,132	
	2016	2,383	2,348	2,173	7,068	
	2017	2,404	2,220	2,195	6,963	
	2018	2,391	2,222	2,195	6,963	
	<b>3-Year Change Within Grade Group</b>	<b>-64</b>			<b>-169</b>	<b>-2%</b>
3-Year Change from Prior Grade Group			-233	-228		
<b>Combined Middle and Upper Income SFD and Upscale ATT</b> (includes some areas with a mix of housing types within this value range)	2015	1,440	1,436	1,445	4,439	
	2016	1,533	1,373	1,430	4,437	
	2017	1,535	1,393	1,389	4,411	
	2018	1,456	1,392	1,368	4,287	
	<b>3-Year Change Within Grade Group</b>	<b>16</b>			<b>-152</b>	<b>-3%</b>
3-Year Change from Prior Grade Group			-48	-68		
<b>Total for Areas with Virtually No New Housing added since Sept. 2014</b>	2015	3,895	3,859	3,544	11,571	
	2016	3,916	3,721	3,603	11,505	
	2017	3,939	3,613	3,584	11,374	
	2018	3,847	3,614	3,563	11,250	
	<b>3-Year Change Within Grade Group</b>	<b>-48</b>			<b>-321</b>	<b>-3%</b>
3-Year Change from Prior Grade Group			-281	-296		
<b>Total for Areas with Consequential New Housing added since Sept. 2014</b> (includes some areas that also contain older residences &/or demolished units)	2015	58	54	62	178	
	2016	74	62	75	214	
	2017	87	75	67	234	
	2018	101	85	69	260	
	<b>3-Year Change Within Grade Group</b>	<b>43</b>			<b>82</b>	NA
3-Year Change from Prior Grade Group			27	15		
<b>All Other</b> (incoming inter-district students and a few students at unlocatable addresses)	2015	74	104	44	228	
	2016	69	110	54	237	
	2017	55	103	67	227	
	2018	40	94	72	209	
	<b>3-Year Change Within Grade Group</b>	<b>-34</b>			<b>-19</b>	<b>-8%</b>
3-Year Change from Prior Grade Group			20	-32		

\* Value levels are subjective EPC evaluations of the dominant housing situation in each of the planning areas with virtually no net additional dwelling units first occupied since September 30, 2014.

\*\* SFD = single family detached; ATT = attached, for condos, townhouses, plexes and apartments

\*\*\* Changes are over three years for groupings of three grades, with K-2 compared to the prior K-2, 3-5 to the prior K-2, 6-8 to the prior 3-5, and TK-8 to the prior TK-8. Due to the gradual recent shift in the birthdate cutoff for kindergarten eligibility, the K-2 counts cover the following number of birth months by year: 34 in 2015, 35 in 2016 and 36 in 2017 and 2018. The 2018 data thus includes two more birth months than 2015, but still has a lower current total in most categories. This shift also has the 3-5 total covering 35 birth months in 2015, 34 in 2016, 33 in 2017 and 34 in 2018.

Table 4, page 2 of 2

6-8 (-296 students, or -8%). The SMFC has long had such large net advancement reductions, both overall and in all of the housing categories shown in Table 4A, but this still indicates significant negative impacts of school-age children leaving the district through (1) turnover in existing housing and/or (2) transfers to private schools. With only slightly more students now in 3-5 (3,614) than 6-8 (3,563) from all areas of existing dwellings, losing another nearly 300 students in the pending advancement from 3-5 to 6-8 will create a meaningfully lower 6-8 total.

Virtually offsetting the net 48-student K-2 decline from existing housing since 2015, however, are the 43 K-2 students added from recently built dwellings.<sup>13</sup> These net additions from new units are so concentrated in K-2, at 43 compared to 27 in 3-5 and 15 in 6-8, that we also have an indication that these are mainly young families with large numbers of children under age five as well. Further elementary student growth from these units thus is likely in the immediate future. We discuss this finding further in the new housing section later in this report, but will simply note here that this and the finding in the previous paragraph are two of the reasons for why the projected elementary total rises while the middle school total declines.

### **Average Cumulative Advancement Rates from Existing Housing**

Grade-to-grade advancement rates are calculations of the net change in the number of students in each grade as they "graduate" into the next grade in the following school year. These figures are most applicable to an accurate forecast when they are determined specifically for students from existing dwellings. For example, if there had been a total of 100 students in kindergarten last year and 105 in first grade this year from the same group of homes, that would be a 5% (1.05) net advancement rate gain. Such rates usually are averaged over several years within each single-grade advancement to avoid giving too much influence to nuances in any one year.

For this study, we have again determined the recent average rates by several categories of existing housing. The cumulative impacts of those rates (explained below) are shown in Table 5 on page 14. These rates are then evaluated for their likelihood to continue, by degree, in the forecast period.

### **Understanding the Data in Table 5**

Small net gains or losses of plus or minus 3% in any of the calculated individual grade-to-grade rates are not a key factor by themselves. The cumulative impact over several grades is more important, and is a good indication of the net effect that families moving in and out of the district are having on enrollment. This cumulative net adjustment, from the first to eighth grades, is shown in Table 5, both over the last three years and for three prior overlapping periods. The student population from established "Relatively Affordable" SFD homes, for example, had recent advancement rates through the grades that, if they continue, would result in 76 eighth graders being enrolled seven years hence for every 100 first graders enrolled today. This is shown as "0.76" (i.e., a 24% reduction) in the top left box in the table. The calculation from the immediately preceding, partly overlapping period from 2014 to 2017 was slightly lower, at 0.73, while the rates in the two periods before that were much higher, at 0.83 and 0.87. We should note that such significant rate swings are more feasible in housing groups with relatively small numbers of students, as is the case in this "Relatively Affordable" SFD category (with only 973 current students).<sup>14</sup>

### **Key Cumulative Rate Findings**

The latest cumulative rate in each of the three main SFD categories is lower than in the earlier periods shown in Table 5. This includes a continuous decline in the two SFD groups with the largest student totals. The figures in the "Modest and Moderate Income" category fell from 0.95 to 0.94 and 0.92 and then, in the latest period, by a

<sup>13</sup> The K-2 differences in just the last year, however, are for much larger losses from existing units than gains from new housing.

<sup>14</sup> The two earlier periods shown are for "existing housing" cutoff dates of October 1, 2010, rather than 2014. Although these cumulative rates can be viewed as a more precise identification of the trends discussed in the previous section, there is one key exception: the Table 4 TK-8 totals also change due to differences between the populations entering TK and kindergarten and graduating from eighth. Excluded from these cumulative figures are the single-grade rates entering first because those are influenced by students coming out of private kindergarten programs. The latter factor, while important, is a separate issue from identifying the changes caused mainly by housing turnover.

**Table 5: Recent Cumulative Advancement Rates by Category of Existing Housing\***  
(with color highlighting for the most significant data, including for data trend differences that are especially significant)

Housing Category**	Current SMFCSD-Enrolled Students	Cumulative Calculation from the 1st to 8th Grades for the Net Average Grade-to-Grade Advancement Rates over the Three-Year Periods between the Fall Months of***				
		2015 to 2018	2014 to 2017	2013 to 2016	2012 to 2015	Normal Range****
<b>SFD: Relatively Affordable</b>	973	<b>0.76</b>	<b>0.73</b>	0.83	0.87	<b>0.75 - 1.10</b>
<b>SFD: Modest and Moderate Income</b>	2,291	<b>0.88</b>	<b>0.92</b>	0.94	0.95	0.80 - 1.15
<b>SFD: Middle and Upper Income</b>	2,596	<b>0.93</b>	<b>0.94</b>	0.97	0.98	0.85 - 1.30
All SFD Categories	5,860	<b>0.88</b>	<b>0.89</b>	0.93	0.95	NA
<b>ATT: Most Affordable</b>	800	<b>0.81</b>	<b>0.77</b>	0.73	0.80	0.65 - 1.00
<b>ATT: Intermediate</b>	2,327	<b>0.78</b>	<b>0.71</b>	0.73	0.75	<b>0.70 - 1.05</b>
<b>ATT: Upscale/ High Amenity</b>	1,676	<b>0.81</b>	<b>0.81</b>	0.73	0.81	0.75 - 1.10
All Attached Categories	4,803	<b>0.79</b>	<b>0.75</b>	0.73	0.78	NA
Mix Relatively Affordable SFD and Most Affordable to Intermediate ATT (with majority of students from ATT)	544	<b>0.83</b>	<b>0.72</b>	0.74	0.89	NA

\* Relative price ranges (and interpolated incomes) are based on standardized but nonetheless subjective EPC evaluation of the dominant housing situation in each planning area. Existing housing figures in the two latest periods are from areas with virtually no net added units since Sept. 2014, while those in earlier periods are for virtually no net added units since Sept. 2010.

\*\* "SFD" = single family detached homes; "ATT" = attached, for apartment, condo, townhouse and plex units

\*\*\* Cumulative rates are the cumulative impact from the first to eighth grades of individual grade-to-grade net advancement rates (a.k.a., cohort survival rates) averaged over the relevant three-year periods. "Relatively Affordable" SFD homes, for example, collectively had net average grade-to-grade advancement rates between Fall 2015 and Fall 2018 that combine into a 0.76 cumulative rate. This means that, if these rates continue, there eventually would be 76% as many eighth graders (i.e., a 24% reduction) in these same housing units as there had been first graders seven years earlier. The rate of change between kindergarten and first is excluded from these cumulative rates because that often is due more to the impacts of students coming out of private kindergarten schools than from housing turnover. While those private kindergarten programs are an important forecast component, that is a separate factor from the main purpose of these cumulative rates (i.e., identifying turnover impacts). Cumulative rates from housing categories with fewer than 1,000 students can be more erratic.

\*\*\*\* "Normal Range" is the recent vicinity that over 80% of our client districts are within for the categories listed.

Notes: (1) Figures exclude some residual categories with smaller student numbers, such as from areas with a mix of higher value SFD and ATT types. (2) See Appendix B for additional information, including the individual grade-to-grade rates.

significant four additional points to 0.88. The rates in the "Middle and Upper Income" group went from 0.98 to 0.97, 0.94 and 0.93. While the latest rates for both categories are still within our "Normal Range" findings from similar dwellings in other districts, they are at the low ends of those ranges. Some districts, by contrast, have cumulative rates in these two SFD groups that are well above 1.00.<sup>15</sup> And the third SFD category of "Relatively Affordable" homes, while having had a rate rebound to 0.76 in the latest period after having been slightly lower (and outside the Normal Range) in the 2014-to-2017 period, nonetheless has a much lower current rate than in the earlier figures. These findings suggest increased net student losses due to SFD housing turnover in the latest years. The high housing costs probably factor into this, with fewer families financially able to afford such homes.

<sup>15</sup> Parents moving into higher priced SFD homes often are in their thirties and forties with children already in school. They then tend to stay in those homes until their children are adults. This results in cumulative rates close to or above 1.00. Smaller homes, especially ATT units, have the opposite tendency of having younger families that move on to larger dwellings before their children reach the middle school grades, resulting in cumulative rates that often are well below 1.00.



The cumulative rates from existing ATT units have been more erratic between the periods shown in Table 5, but none of the three ATT categories shown has a lower rate in the latest period than in any other period listed. The “Intermediate” ATT residences, with significantly more students than the other ATT groups, had the cumulative rate jump from 0.71 in the 2014-to-2017 period to 0.78 in the latest period. That rise brought the rate back up from having been at the bottom of the Normal Range. The latest figure also is higher than the 0.73 and 0.75 rates in the earlier periods. This is a surprise because “Intermediate” ATT units in many locations have had soaring rents in recent years that, in many districts, caused falling cumulative rates. But even the latest “Intermediate” and “Upscale” ATT rates are still at the lower end of the Normal Ranges for those categories.

These SFD and ATT rate findings suggest that the proportion of the district enrollment coming from SFD homes is declining. Attendance areas of mainly SFD dwellings also may have the greatest potential for student decline.

### **Comparison of Local Birth Counts to Corresponding Kindergarten Populations**

One method for estimating the pending kindergarten enrollments is to review local birth statistics. While we feel that identifying the evolving trends in each neighborhood and housing category are just as important, birth data is useful if there is (1) a consistent correlation between births and the corresponding (five years later) kindergarten populations in the local area and/or (2) the direction of change in the local birth totals is noteworthy, even when a strong births-to-kindergartners correlation does not exist. These figures are provided in Table 6 on page 16.

#### **Understanding the Data in Table 6**

Two types of data are of importance in this table: (1) how the birth totals have changed and (2) how the ratio between births and kindergartners has evolved. In the top data row in Table 6, for example, there were 1,898 births in “2006” (as adjusted) to mothers with home addresses in the four zip code areas relevant to the SMFC. Essentially five years later, in the fall of 2011, there were 1,417 kindergartners from the district portion of those zip codes. That is a 75% ratio for the resultant kindergartners. We only show the ratios in earlier periods, however, mainly as an FYI on past trends. Our focus is on how the birth counts have changed, especially in relation to the next three kindergarten totals, and on how the ratio has evolved in the last three kindergartens (including current).<sup>16</sup>

The birth numbers in Table 6 have been pro-rated from the two calendar years relevant to each kindergarten eligibility period. So the “2006” birth figure shown, for instance, actually represents eleven-twelfths of the 2006 total and one-twelfth of the 2005 total to better correlate to the birth period relevant to the fall 2011 resident kindergarten students (i.e., for all births theoretically occurring from December 2005 through November 2006). The ratios between years then shift after the 2006 births to match the evolution of the kindergarten eligibility birthdate cutoff from December 2 to September 1.

#### **Key Findings Related to the Kindergarten Projections**

We cannot determine with confidence today whether this year’s 71% correlative ratio is partly due to the impacts of the latest rent increases or instead is just a small statistical deviation from the previous ratios. What we do know is that this lower ratio occurred over a births-to-kindergartners period that had a relatively large number of new housing units occupied, which should have added to the subsequent birth totals and thus, if all other factors had been constant, a higher resultant correlative ratio.

The more beneficial finding in the Table 6 data is that the current low resident kindergarten total (1,304) correlates to a lower birth year total than those for the pending kindergartens. While the birth totals fell from being close to or above 1,900 in “2006” to “2010” to just 1,828 in “2013”, they have almost fully recovered since then. The latest two totals, from “2015” and “2016”, are in the 1,880s. New housing probably is the main source of this rebound.

<sup>16</sup> The 2012 kindergarten count includes 100% of TK, the 2013 kindergarten total has 50% of TK and the 2014 total has 33% of TK so that the kindergarten data covers 12 months. These birth-to-kindergartners ratios are significantly below 100% partly because a small portion of the birth total in the four San Mateo and Foster City zip codes is in the Belmont – Redwood Shores School District. Private school attendance in kindergarten is also a factor.

Table 6: Comparison of Local Births to Corresponding Kindergarten Student Populations

Birth Year* and School Enrollment Date	Total Births in Zip Codes 94401-94404	SMFC-Enrolled Resident Kindergarten Population**	Ratio of Kindergarten Population to Births
"2006" Births and Fall 2011 Kindergarten Students	1,898	1,417	75%
"2007" Births and Fall 2012 Kindergartners plus 100% of TK***	1,961	1,504	77%
"2008" Births and Fall 2013 Kindergartners plus 50% of TK***	1,916	1,427	74%
"2009" Births and Fall 2014 Kindergartners plus 33.3% of TK***	1,897	1,370	72%
"2010" Births and Fall 2015 Kindergartners	1,895	1,398	74%
"2011" Births and Fall 2016 Kindergartners	1,877	1,375	73.3%
"2012" Births and Fall 2017 Kindergartners	1,870	1,373	73.4%
"2013" Births and Fall 2018 Kindergartners	1,828	1,304	71.3%
Average Relevant to Kindergarten in last Three Years (good correlation with only a 2% range)			72.7%

	note that totals below recover from "2013" low but stay below past peak	Potential SMFC-Enrolled Resident Kindergarten Total (excluding TK)**	
		at 3-Year Avg. Ratio	at Current Ratio
"2014" Births and Potential Fall 2019 Kindergartners	1,855	1,348	1,362
"2015" Births and Potential Fall 2020 Kindergartners	1,887	1,371	1,385
"2016" Births and Potential Fall 2021 Kindergartners	1,886	1,371	1,385

\* These are proportionate birth amounts from the listed year and the prior year so as to properly correlate to the kindergarten eligibility period shown, such as "2006 births" representing one-twelfth of the birth total in 2005 and eleven-twelfths (all but December) of the birth total in 2006. The ratios shift after the 2007 births to match the evolution of the kindergarten eligibility birthdate cutoff from December 2 before 2012 to September 1 starting in 2014.

\*\* These are the resident district-enrolled kindergarten totals in the SMFCSD part of the specified region. The total kindergarten enrollments also include incoming inter-district students and any students listed at residentially unlocatable addresses.

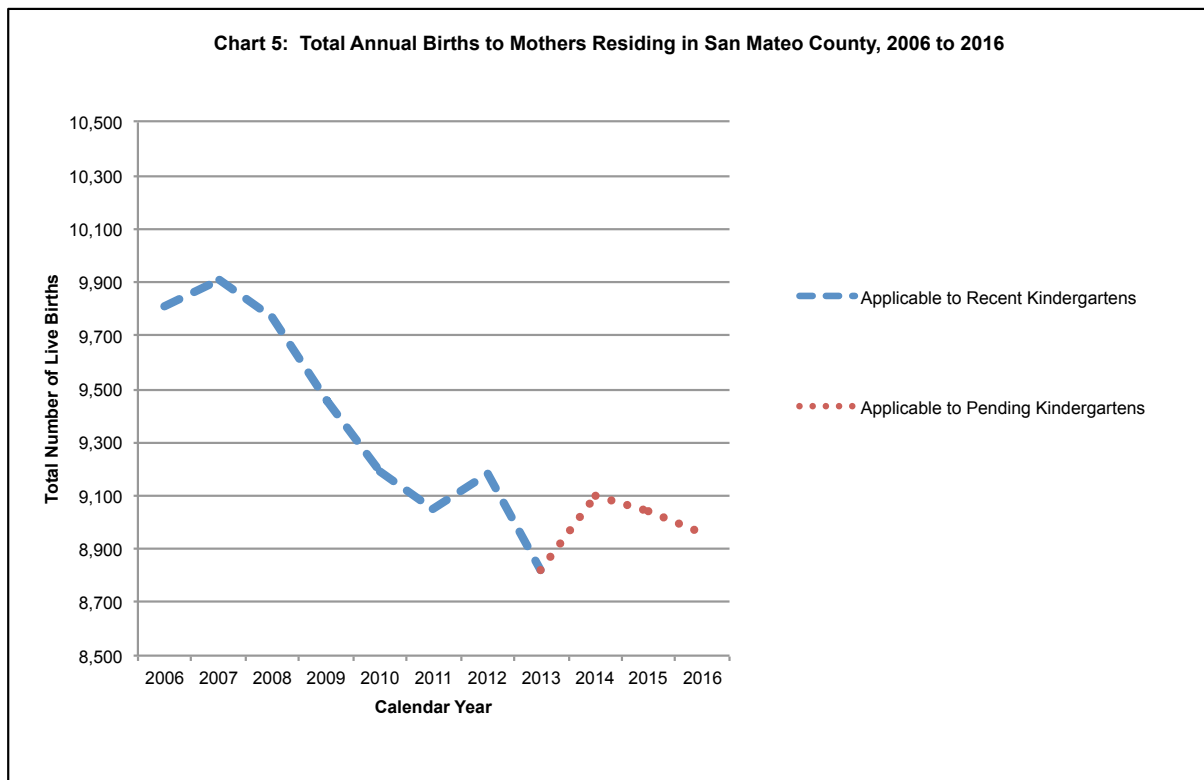
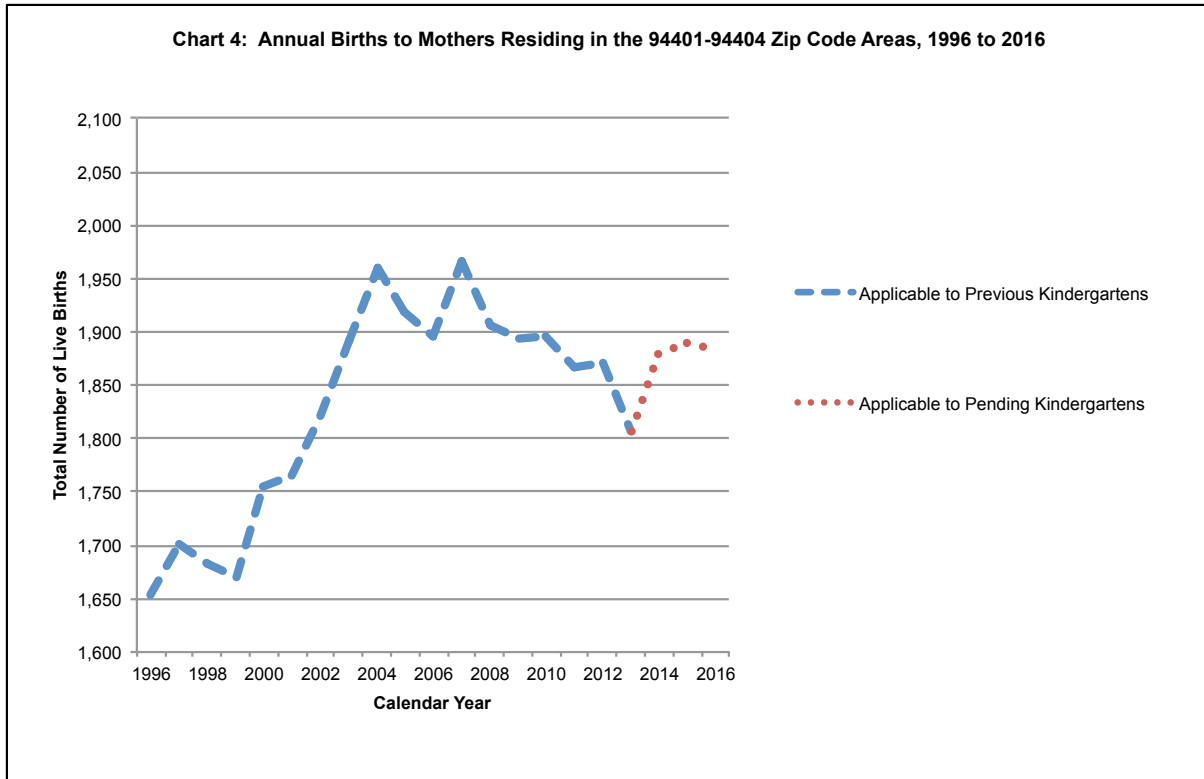
\*\*\* 100% of TK students in 2012, 50% of TK students in 2013 and 33.3% of TK students in 2014 are included so that the totals correlate to 12-month birth periods.

Note: These figures are one of many factors in the kindergarten projections. Student trends by location, new housing and economic issues are also key factors, with modest revisions made to those findings where warranted based on this data.

Sources: Birth totals from Calif. Dept. of Health Statistics (before 2013) and San Mateo County Public Health Dept. (after 2012)

These are much better birth trend figures than elsewhere in San Mateo County and are a major reason for why the SMFC enrollment is not projected to significantly decline. The pending SMFC resident kindergarten totals should be rising based on these local birth figures. Most other school districts in the vicinity have falling recent birth numbers that should lead to lower kindergarten enrollments.

The differences in the unadjusted annual birth trends between those for the entire county and those for just the SMFC are shown in Charts 4 and 5 on page 17. While we need to make the caveat that the countywide figures are only since 2006 (earlier data was unavailable) and the SMFC birth totals are since 1996, there still clearly is more of a drop off in births in the latest years for the entire county than for the SMFC. The percentage declines in births from 2007 (the highest amounts) to 2016 were by 9.6% for the county but just 4.2% for the SMFC. New housing is expected to offset some of that 4.2% reduction for the resultant SMFC kindergartners.



### **Projected Impacts of New Housing**

New dwellings impact enrollment through a combination of (1) the number of residences expected in the various housing types, by year and location, and (2) the projected number of students in each of those units. The latter includes timing and local school considerations. These components are discussed in the following subsections.

#### **Average Student Generation Rates (SGRs) from Recently Built Housing**

Student generation rates are the average rates at which residences “yield” students, such as one student in every two homes (a 0.50 SGR). Public school SGRs usually are calculated by identifying the number of district-enrolled students in a suitable sample of residential units from the local area. SGRs identified from recently built housing are often considered the best estimation of what similar future homes will generate, at least in the first few years of occupation. As is explained below, however, that often is less than what the total impact will be over time.

#### **Delayed Enrollment Impacts of New Housing**

When a major development is being built, the first units occupied can be surrounded by construction. Such activity is less-than-optimal for families, especially of young children, with the result being that the earliest occupants often have relatively few students. Those tracts can be more appealing to families after the nearby construction is completed. This can lead to more families moving in via turnover. Often the SGR high point is not reached until around the eighth year after a development is completed.

This tendency probably is a key reason why so few district-enrolled students are currently residing in the nearly 800 housing units occupied since 2013 in “Bay Meadows 2”, where active construction (mainly non-residential) is still occurring. The SGRs in “Bay Meadows 2” should become higher as these units have been occupied for a few more years. Supporting this assumption are both the current SGR distribution through the grades in those units and the higher birth totals in “2015” and “2016” in the SMFC, with much of that increase occurring in the 94403 zip code region that includes Bay Meadows.

#### **Current SGRs in Recently Built Housing**

Three SGRs from recently built housing were determined necessary for the projections. The differences between the SGRs in the recent “Mainly Market Rate” developments (i.e., aside from the recent mainly below-market-rate, or BMR, locations) in the Cities of San Mateo and Foster City are too significant to ignore, so we are identifying those SGRs separately. In Foster City, there are 87 district-enrolled students coming from 466 apartments in “The Plaza” and “One Hundred Grand” complexes, for a 0.19 SGR, as is shown in Table 7 on page 19. That is the rounded equivalent of 19 students in every 100 units. This rate is being applied to all projected “Mainly Market Rate” developments in the first year of occupancy in that part of the district. The recent “Mainly Market Rate” developments in the San Mateo part of the SMFC currently have 68 students in 1,168 units in several locations, for a 0.06 SGR. This SGR has a severe concentration in K-2, with only two-thirds as many students in 3-5 and one-third as many in 6-8, which indicates primarily young families. There thus should be large numbers of preschool students that will be raising that 0.06 SGR in the immediate future.<sup>17</sup>

The two most recent complexes of “Mainly BMR” units (i.e., with at least 50% of the units originally offered at below-market rates) have 80 students in 122 units, for a 0.66 SGR, which is well within the norm for this category.

#### **Projected New Housing**

A total of 2,360 additional residences are forecast to be occupied in the next five years, as is shown in Table 8 on page 19. This includes 446 units in the twelve months between October 1 of 2018 and 2019, of which some

<sup>17</sup> This 0.06 SGR from new Mainly Market Rate units in the San Mateo part of the SMFC, while lower than expected, is greater than what we are identifying in many other districts in the greater Silicon Valley region. This is because prices and rents for new dwellings have become too high for many families of school-age children. The 0.19 SGR in Foster City is instead what is far outside (above) the norm for new Mainly Market Rate units in the region.

Table 7: Average Student Generation Rates (SGRs) from Sampled Recently Built Housing Units in the SMFCSD\*

Category of Recently Built Housing	Number of Units in Sample	Current District-Enrolled Resident Student Population by Grade Range				Current TK-8 SGR
		TK-2	3-5	6-8	TK-8	
Mainly Market-Rate Developments in:						
City of San Mateo	1,168	33	23	12	68	0.06
City of Foster City	466	34	29	24	87	0.19
Mainly BMR Developments	122	23	26	31	80	0.66

\* These samples cover virtually all units in recently completed developments, with the cutoff date for "recently completed" going back only as far as necessary to provide adequate sample sizes. The Mainly Market Rate samples contain developments occupied after 2012 in Foster City and after 2014 in San Mateo. The Mainly BMR sample is from two developments occupied in 2010 and 2013. See report text for explanation of these housing types.

Table 8: Projected Additional Dwelling Units

Housing Developments	Projected Additional Residences (excluding units for seniors) in Twelve Months to October 1 of					Total
	2019	2020	2021	2022	2023	
Mainly Market-Rate Developments in:						
City of San Mateo	338	383	436	372	371	1,900
City of Foster City	108	20	20	46	26	220
Mainly BMR ATT Developments	0	32	44	82	82	240
Total	446	435	500	500	479	2,360

already became occupied in the last three months. The two most significant developments for this year are "first occupations" of the final 108 units (out of 220 total) in "The Triton" apartments in the Audubon elementary attendance area and a total of 271 units in the "Station Park" apartments in the Sunnybrae elementary area. The latter is a combination of the last 72 units to be occupied in the first building and all of the 199 apartments in the second building that is now being built. The third building there, for which construction also has started, has 179 units forecast to be occupied after next October 1, and thus in the twelve-month period to October 2020, but all of those should be in before the end of the 2019-20 school year. The only other locations forecast in 2019 are 60 apartments on the south side of San Mateo's Central Park, in the Sunnybrae region, and seven townhouses on East 2<sup>nd</sup> Ave. in the Laurel elementary area (from one of its North Central sections).

Additional "first occupations" forecast in 2020, aside from the third building at "Station Park", include 82 condos by Kyne Street in "Bay Meadows 2" in the George Hall area, 64 studio and one-bedroom units (i.e., few students) at the current Trag's location in the Laurel region, and 20 townhouses next to "The Triton" in the Audubon area. The first approximately 32 of 68 BMR units in "Bay Meadows 2" also are projected to be occupied by October 1, 2020, with the balance immediately thereafter. These are in the George Hall region. The rest of the 435 units forecast in 2020 come from 28 SFD homes in Bayside's elementary area (the first part of a redevelopment replacing office buildings) and 15 townhouses in each of the Sunnybrae and Laurel regions (from their North Central sections).

The largest developments projected to have occupations in three-to-five years include the first 577 (60%) of 961 total units proposed in a major development on Concar Drive, 73 apartments near there at the current AAA office location, 80 attached units on the north side of San Mateo's Central Park, and 164 BMR residences just east of downtown San Mateo. All of these are in Sunnybrae's area, with a combined potential significant impact on that school's enrollment. The rest of the Concar development will add more students for Sunnybrae right after 2023.

Also projected in the three-to-five-year period are 70 for-sale townhouses and 22 “workforce” apartments (with Foster City employees and local teachers to be given priority) in Audubon’s area, 100 condos in “Bay Meadows 2” in the George Hall region, 162 attached units in Bayside’s elementary area (the second part of a redevelopment near Highways 92 and 101), 32 SFD homes in two locations in the Highlands attendance area, and totals of eight regular and eight BMR units in small “infill” developments in the Laurel and Sunnybrae regions.

These projected units collectively are forecast to provide 223 elementary students and 96 middle school students in 2023, as is shown in the lowest data row of Table 1 on page 2.<sup>18</sup>

### **Concluding Commentary**

We were concerned a year ago, as was mentioned in that report’s concluding commentary, that the uptick in births in “2015” might be an anomaly, but that no longer appears to be the case since the “2016” total is also in the upper 1,880s. Those totals are only nominally below the average of 1,902 births in the years correlating to the seven kindergartens prior to this year. While this rebound to nearly that past average is contrary to our findings in many of our other client districts, it nonetheless appears to be an ongoing probability for the SMFC. The most likely locations of these added births, from the “2013” low that correlates to the current kindergartners, is in the new housing developments. If this assumption is correct, then the current attendance areas could have too many resident students within five years for the existing facilities at George Hall, Sunnybrae and Audubon. The planned additional school in the City of Foster City, with corresponding attendance area adjustments, should resolve the Audubon issue. The Sunnybrae and George Hall situations, however, may require additional facility capacity and/or attendance boundary shifts for each of those schools.

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<sup>18</sup> Appreciation is due to city planners Lily Lim in San Mateo and Leslie Carmichael in Foster City for their insights into planned and potential new housing. All final decisions on amounts and timing, however, were made by EPC.