

California's Schools Are Enrolling Fewer Students

Enrollment has fallen in a number of school districts in recent years. After two decades of substantial growth, the number of students attending California's public schools has leveled off. The slowdown in enrollment statewide parallels trends in many districts. In 2005-06, 574 districts – serving 63.3 percent of California's students – experienced a decline in enrollment from the prior year, compared to just 360 districts – serving only 10.3 percent of students – in 1999-00.

Declining enrollment raises important budget and policy issues for policymakers at both the state and local levels. Fewer students translate into fewer dollars for California's schools. In recent years, the largest percentage declines in K-12 enrollment have occurred in rural counties, while some coastal counties have lost the largest numbers of students.

Projections suggest that enrollment will decline through 2009-10, and then rise in 2010-11 and beyond. A number of factors influence enrollment trends. Population trends and lower birth rates are some of the factors that contribute to declining enrollment statewide. Rising home prices and the availability of housing can also affect enrollment trends at the district level.

Fewer Students, Greater Challenges: Declining Enrollment in California's Schools

When a district has rising enrollment, its revenues increase and it is able to spread out fixed costs – such as facilities, transportation services, and retiree health benefits – over more students. In effect, this allows districts to use a greater share of their funds for instruction and other student services. When enrollment declines, however, districts receive fewer dollars, and fixed costs must be spread over fewer students. To cope with lower funding levels, districts must cut costs elsewhere in their budgets. This can lead to serious fiscal and policy consequences for districts and students.

In recent years, rural counties and small districts have experienced the largest percentage declines in enrollment, while certain coastal counties such as Alameda, San Diego, San Francisco, and San Mateo Counties have lost the largest numbers of students. In the near future, Los Angeles and Orange Counties are also anticipated to lose large numbers of students. Several factors can contribute to declining enrollment, including lower birth rates, increased housing prices in urban and suburban regions, and population trends. This paper examines enrollment trends and projections, and examines fiscal and policy issues posed by declining enrollment.

Why Does Enrollment Matter?

Fewer students translate into fewer dollars for California's schools, since most education funds are distributed on an enrollment basis. School districts generally receive two types of funds: general purpose monies and funds earmarked for specific purposes. Districts receive general purpose funds on an enrollment basis.¹ General purpose funds support expenses such as teacher, staff, and administrator salaries; maintenance; utilities; and other costs. Funds earmarked for specific purposes – known as categorical funds – generally also depend on enrollment. Most

categorical funds are allocated on a per student, per teacher, or per school basis. Categorical funds support programs such as special education, professional development, and class size reduction.

School funding at the state level is also partly tied to enrollment. The Proposition 98 school funding guarantee provides a minimum level of funds for K-14 education each year. The amount of the guarantee is calculated using three “tests” that apply under varying fiscal and economic conditions. The most frequently applied test requires that schools receive at least as much as they received in the prior year, adjusted for enrollment growth and inflation.² In most years, the minimum funding level required for education reflects changes in statewide enrollment.

When enrollment falls from one year to the next, a district receives correspondingly fewer dollars. Some district costs are related to enrollment, such as staff salaries and supplies. Other district costs are fixed, such as facilities, transportation services, and retiree health care benefits. When enrollment declines, fixed costs must be spread over fewer students. This leaves districts with a smaller share of funds available for instruction and other student services.

What Factors Might Cause Declining Enrollment?

Several factors can contribute to declines in enrollment, including lower birth rates; increased housing prices in urban and suburban regions, which can lead families to move elsewhere in search of more affordable housing; overall population trends; and loss of jobs in resource-based economies, notably in some rural areas. Some observers also argue that increased charter school enrollment leads to a loss of funds for districts.³

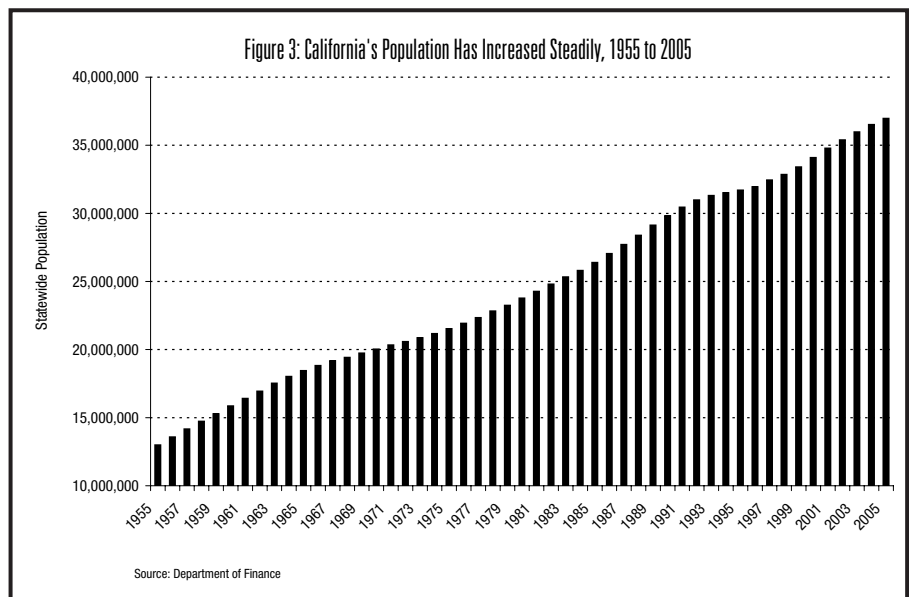
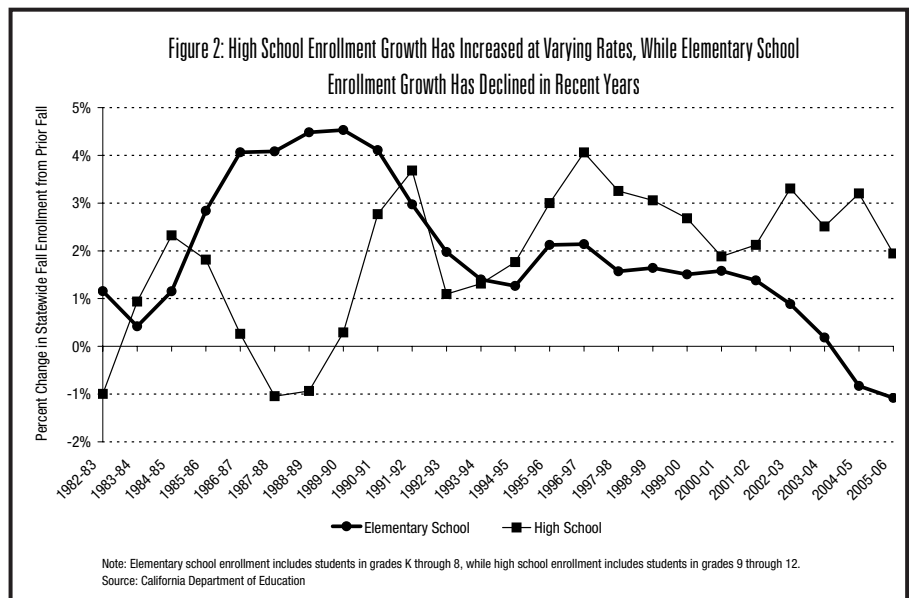
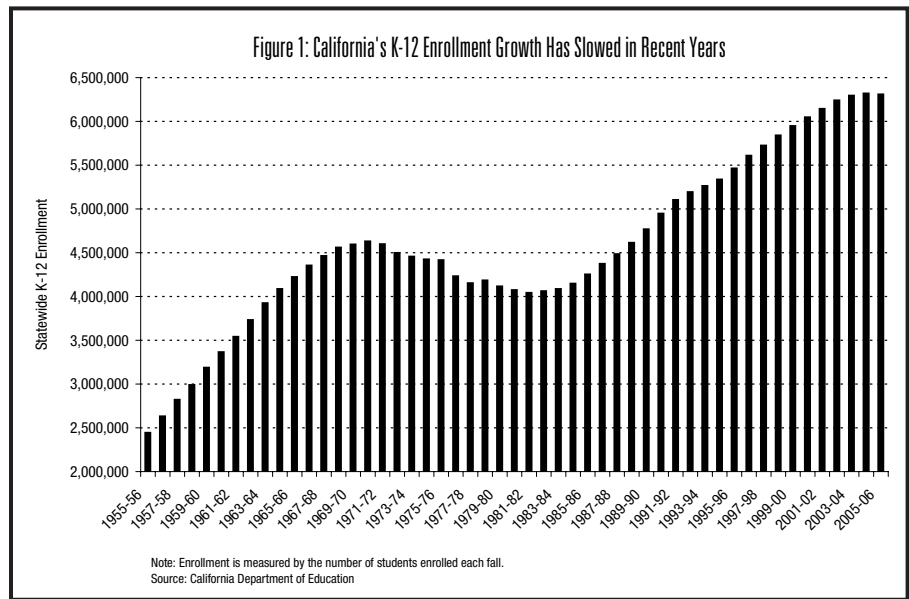
Is Enrollment Declining Statewide?

California's public school enrollment has slowed in recent years, after two decades of considerable growth. Between the mid-1950s and the early 1970s, the number of students attending California's public schools increased at an average annual rate of 4.4 percent. Enrollment then declined during the 1970s. The number of California's public school students increased between 1981-82 and 2002-03 at an average annual rate of 2.1 percent and then leveled off in 2003-04 (Figure 1).⁴ Statewide enrollment declined by less than 1 percent in 2005-06, the first year that enrollment declined from the prior fall since 1981-82. High school enrollment has grown at varying annual rates in recent years, while elementary school enrollment has declined (Figure 2). In contrast, California's population has increased steadily since 1955 (Figure 3). California's population growth is projected to continue to outpace K-12 enrollment growth between 2006 and 2015.

The slowdown in statewide enrollment growth parallels trends at the district level. A rising number of school districts in California have experienced declining enrollment in recent years. In 2005-06, 574 districts experienced a drop in enrollment from the prior year, compared to just 360 districts in 1999-00.⁵

Which Counties Have Experienced Declining Enrollment?

Enrollment trends have varied significantly across the state, with some counties experiencing large increases in enrollment, and others experiencing large



declines.⁶ Between 1998-99 and 2005-06, the largest percentage declines in K-12 enrollment occurred in rural counties, while some coastal counties, such as Alameda, San Diego, and San Francisco Counties, lost the largest numbers of students (Tables 1 and 2). Several inland counties, such as Riverside, San Bernardino, and San Joaquin Counties, experienced the largest percentage increases during this period (Table 3).⁷

County enrollment trends generally mirror county population trends. Counties that experienced the largest percentage growth in students also experienced population growth at a rate exceeding that of the state as a whole. Riverside, San Bernardino, and San Joaquin Counties, for example, increased in population by more than 15 percent between 1998 and 2005, while California’s population increased by 12.1 percent during this period (Appendix 1). Counties that experienced the largest percentage declines in students – such as Humboldt, Plumas, and Sierra Counties – had slower population growth than the state as a whole during this period.

Which Districts Have Experienced Declining Enrollment?

Districts with declining enrollment between 1998-99 and 2005-06 tended to be smaller than those with rising enrollment (Table 4).⁸ Declining enrollment districts also tended to differ from increasing enrollment districts in other demographic characteristics. Compared to districts with increasing enrollment, districts declining in enrollment in recent years typically had:

- Smaller shares of high school students,
- Larger shares of white students,
- Smaller shares of Latino students, and
- Smaller shares of English learners.

Districts that lost the largest numbers of students between 1998-99 to 2005-06 tended to be located in coastal counties. For example, three of the 10 districts that had the largest declines in enrollment during this period were located in San Diego County (Table 5). In contrast, districts that gained the largest numbers of students tended to be located in inland counties, such as Riverside and

Table 1: Counties That Experienced the Largest Percentage Declines in Enrollment, 1998-99 to 2005-06

County	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Sierra	527	-2,470	-82.4%
Plumas	2,552	-775	-23.3%
Humboldt	16,498	-4,405	-21.1%
Siskiyou	5,763	-1,512	-20.8%
Del Norte	3,736	-869	-18.9%

Source: California Department of Education

Table 2: Counties That Lost the Largest Numbers of Students, 1998-99 to 2005-06

County	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Alameda	196,606	-8,985	-4.4%
San Francisco	50,233	-7,830	-13.5%
San Diego	455,098	-6,356	-1.4%
San Mateo	81,631	-6,020	-6.9%
Humboldt	16,498	-4,405	-21.1%

Source: California Department of Education

Table 3: Counties That Experienced the Largest Percentage Increases in Enrollment, 1998-99 to 2005-06

County	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Riverside	377,631	100,629	36.3%
San Joaquin	123,633	19,751	19.0%
Kern	159,239	24,657	18.3%
San Bernardino	398,538	59,091	17.4%
Madera	26,082	3,650	16.3%

Source: California Department of Education

Table 4: Districts With Declining Enrollment Had Fewer Students and Smaller Shares of High School Students Than Those with Increasing Enrollment

	Average of Declining Enrollment Districts	Average of Increasing Enrollment Districts
Enrollment, 2005-06	3,370	8,456
Enrollment Change, 1998-99 to 2005-06	-16.4%	21.2%
Percentage of Students That Are Latino, 2005-06	28.0%	42.8%
Percentage of Students That Are Black, 2005-06	3.4%	3.9%
Percentage of Students That Are White, 2005-06	56.1%	42.2%
Percentage of Students Receiving Free or Reduced Meals, 2005-06	46.8%	46.0%
Percentage of Students That Are English Learners, 2005-06	15.3%	21.1%
Percentage of Students in Elementary School Grades, 2005-06	85.1%	75.6%
Percentage of Students in High School Grades, 2005-06	14.9%	24.4%

Note: Students in elementary school grades include those in grades K through 8, and students in high school grades include those in grades 9 through 12.
Source: CBP analysis of California Department of Education data

Charter School Enrollment Has Increased

Charter schools are publicly funded schools that are exempt from most laws that apply to other public schools. For example, some charter schools may have longer school days or may not use curricula that are required in other public schools.⁹ However, charter schools must meet the same statewide standards required of other public schools.

Local school districts, county boards of education, or the State Board of Education can authorize the establishment of charter schools. Anyone can initiate a charter school, and public schools may be converted into charters. However, private schools may not convert into charter schools, nor can a charter school be opened for religious purposes.

Charter school enrollment in California has increased rapidly in recent years. Between 1994-95 and 2005-06, charter school enrollment quadrupled, from approximately 49,000 students to 196,000 students. Charter school enrollment has also increased as a share of total enrollment in California, from less than 1 percent California’s enrollment in 1994-95 to 3.1 percent in 2005-06.

San Bernardino Counties (Table 6). One notable exception to this trend was Los Angeles Unified School District, which gained more than 13,000 students between 1998-99 and 2005-06.

Districts with the largest percentage declines in enrollment between 1998-99 and 2005-06 were small and varied in location (Table 7). Districts with the largest percentage increases also tended to be small and varied in location (Table 8).

District enrollment trends generally parallel population trends in their respective counties. Districts that experienced the largest percentage growth in students tended to be located in counties that experienced faster population growth than the state as a whole – such as Kern, Stanislaus, and San Joaquin Counties. Districts that experienced the largest percentage declines in students tended to be located in counties that had slower population growth than the state as a whole – such as Humboldt, Sierra, and Siskiyou Counties. However, there are some exceptions to these trends. Although two districts in Monterey County had among the largest percentage increases in enrollment in the state, Monterey County grew in population at a slower rate than California as a whole. In addition, one school district in Riverside County had one of the largest percentage declines of any district in the state, but Riverside County's population growth outpaced that of California between 1998 and 2005.

Enrollment trends sometimes vary within counties. San Diego City Unified School District, for example, declined in enrollment by 13.3 percent between 1998-99 and 2005-06; however, enrollment in San Diego County as a whole declined only by 1.4 percent during the same period (Appendix 1). In addition, one Yuba County school district had the largest percentage decline in enrollment of any district in the state, while another Yuba County school district had the largest percentage increase in enrollment of any district in the state between 1998-99 and 2005-06. Enrollment in Yuba County's schools as a whole declined by 2.2 percent during this period (Appendix 1).

Table 5: Districts That Lost the Largest Numbers of Students, 1998-99 to 2005-06

County Name	District	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
San Diego	San Diego City Unified	114,826	-17,664	-13.3%
Alameda	Oakland Unified	38,900	-12,912	-24.9%
San Francisco	San Francisco Unified	50,233	-7,830	-13.5%
Sacramento	Sacramento City Unified	45,198	-4,126	-8.4%
San Diego	Vista Unified	23,313	-2,703	-10.4%
San Diego	Cajon Valley Union Elementary	16,155	-2,583	-13.8%
Solano	Vallejo City Unified	16,246	-2,571	-13.7%
Sierra	Sierra-Plumas Joint Unified	527	-2,470	-82.4%
San Mateo	Ravenswood City Elementary	2,932	-2,309	-44.1%
Santa Clara	Alum Rock Union Elementary	13,017	-2,280	-14.9%

Table 6: Districts That Gained the Largest Numbers of Students, 1998-99 to 2005-06

County Name	District	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Sacramento	Elk Grove Unified	58,532	17,509	42.7%
Riverside	Corona-Norco Unified	46,234	14,586	46.1%
Los Angeles	Los Angeles Unified	683,796	13,474	2.0%
Riverside	Temecula Valley Unified	26,065	10,793	70.7%
Riverside	Murrieta Valley Unified	19,477	9,614	97.5%
San Bernardino	San Bernardino City Unified	53,891	8,820	19.6%
San Diego	Sweetwater Union High	40,158	8,283	26.0%
Riverside	Val Verde Unified	17,191	8,208	91.4%
San Bernardino	Fontana Unified	40,492	8,162	25.2%
Orange	Capistrano Unified	49,188	8,052	19.6%

Table 7: Districts That Experienced the Largest Percentage Declines in Enrollment, 1998-99 to 2005-06

County Name	District	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Yuba	Camptonville Elementary	64	-765	-92.3%
Nevada	Twin Ridges Elementary	94	-468	-83.3%
Sierra	Sierra-Plumas Joint Unified	527	-2,470	-82.4%
Humboldt	Peninsula Union Elementary	40	-76	-65.5%
Siskiyou	Klamath River Union Elementary	17	-33	-65.5%
Los Angeles	Gorman Elementary	49	-89	-64.3%
Fresno	Big Creek Elementary	37	-57	-60.9%
Riverside	Desert Center Unified	23	-32	-58.7%
Santa Barbara	College Elementary	274	-381	-58.2%
Trinity	Cox Bar Elementary	12	-16	-57.0%

Table 8: Districts That Experienced the Largest Percentage Increases in Enrollment, 1998-99 to 2005-06

County Name	District	2005-06 Enrollment	Change in Enrollment	Percent Change in Enrollment
Yuba	Plumas Elementary	800	704	727.3%
Stanislaus	La Grange Elementary	71	54	322.9%
San Joaquin	Jefferson Elementary	2,269	1,442	174.5%
San Joaquin	Lammersville Elementary	783	481	159.2%
Sutter	Winship-Robbins School District	118	65	121.4%
Monterey	Lagunita Elementary	78	42	117.7%
Kern	Norris Elementary	2,749	1,418	106.5%
Contra Costa	Brentwood Union Elementary	6,967	3,563	104.6%
Kern	Blake Elementary	19	9	98.5%
Monterey	Soledad Unified	3,934	1,942	97.5%

Source: California Department of Education

What Does the Future Hold?

California's population growth is projected to outpace K-12 enrollment growth.

California's population is projected to increase by 11.3 percent between 2006 and 2015 (Figure 4). In contrast, statewide K-12 enrollment is projected to grow by only 2.5 percent during the same period (Figure 5).¹⁰ Elementary school enrollment is projected to increase during this period, while high school enrollment is expected to decline most years during this period (Figure 6).

Urban counties are projected to lose students in the near future.

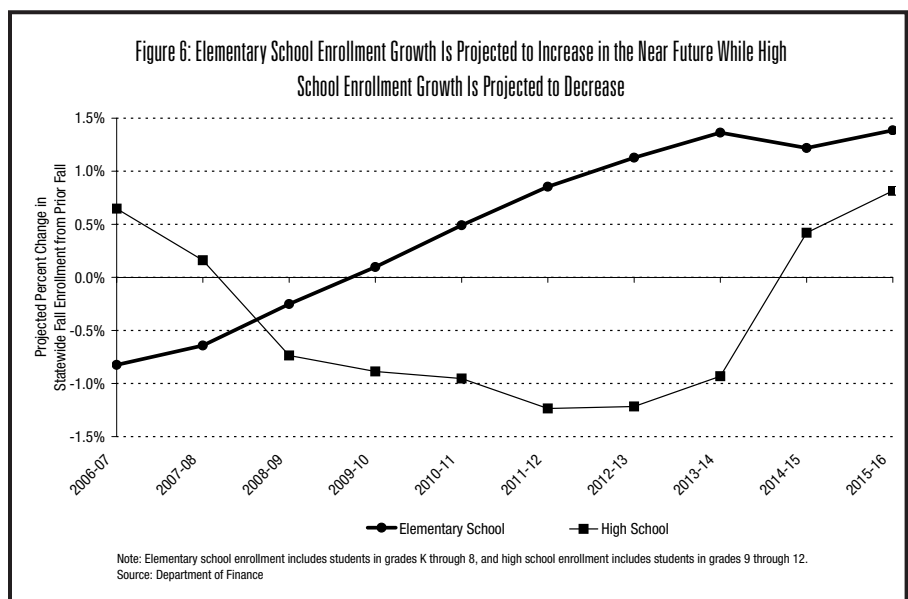
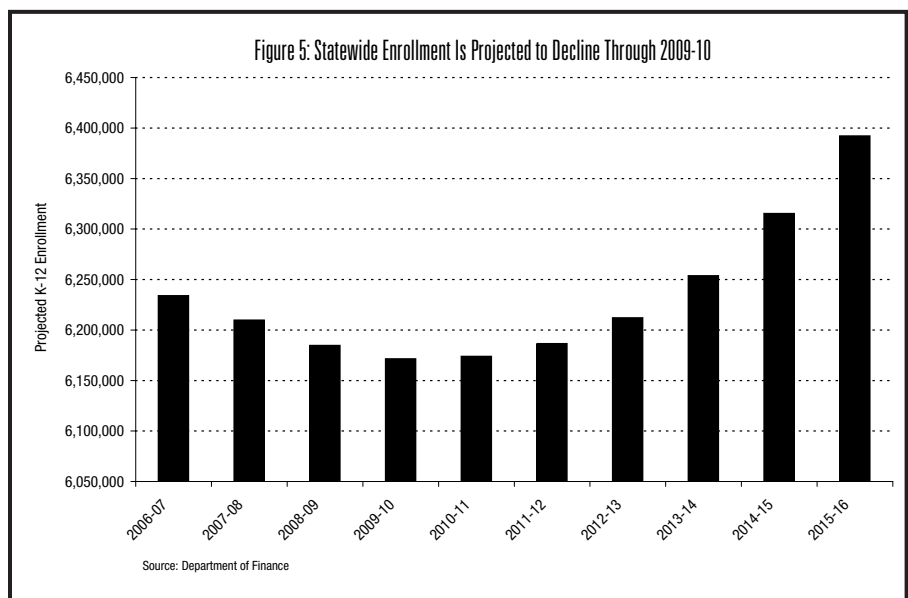
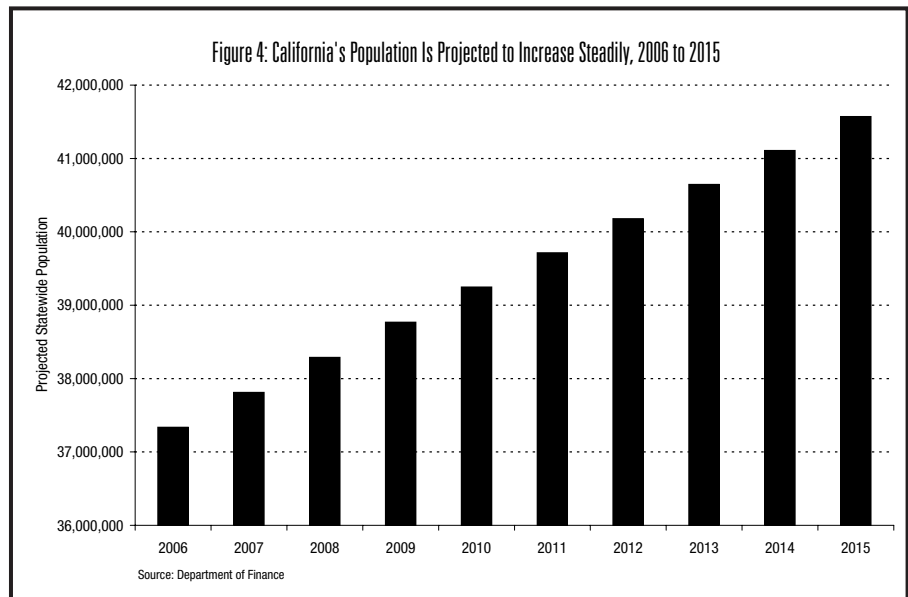
This represents a reversal of recent trends for certain counties, notably Los Angeles and Orange Counties (Appendix 2). Los Angeles County schools experienced an enrollment increase of 4.2 percent between 1998-99 and 2005-06. In contrast, the number of students in Los Angeles County is projected to decline by 12.2 percent between 2006-07 and 2015-16 (Tables 9 and 10). Certain inland counties, such as Riverside, San Bernardino, and San Joaquin Counties, are projected to continue to increase in enrollment (Tables 11 and 12).

Projected enrollment trends generally mirror projected population trends.

Most counties that are projected to experience the largest percentage growth in students – such as Placer, Riverside, and San Joaquin Counties – are projected to grow in population by more than 15 percent between 2006 and 2015 (Appendix 3). One exception is Sierra County, which is projected to increase in enrollment by 23.4 percent, but is projected to grow in population by less than 1 percent. Counties that are projected to experience the largest percentage declines in students – such as Los Angeles, Mariposa, and San Francisco Counties – are also projected to experience slower population growth than the state as a whole.

Experts point to housing affordability as one of the factors contributing to enrollment trends.

Regions with smaller shares of households that could afford the median-priced home – the price of the home that is midway between the price of the least and most expensive home within a certain region – in 2005 are more likely to face declining enrollment



in the near future than those with larger shares.¹¹ Smaller shares of households in the Los Angeles, Orange County, and San Francisco Bay Area regions could afford a median-priced home in 2005, compared to households in the Riverside/San Bernardino and Sacramento regions (Figure 7). Similarly, Los Angeles, Orange, and San Francisco Counties are projected to lose students, while Riverside, Sacramento, and San Bernardino Counties are expected to enroll more students.

Fewer Students Create New Challenges

Fewer students translate into fewer dollars for California’s school districts. To cope with lower funding levels, districts will need to adjust their budgets. Adjustments may include leaving staff and teacher vacancies unfilled and closing schools. Some of these strategies may have other consequences. Closing neighborhood schools, for example, tends to be unpopular with parents and could encourage families to move or transfer to charter schools if they are closer in proximity. This could exacerbate the problem of falling enrollment.

Some argue that current policies provide only short-term assistance to districts experiencing a loss of students, and that alternatives to current funding formulas might better support districts facing declining enrollment over several years.¹² Current law provides districts with one-year “hold harmless” funding to cushion the impact of declining enrollment on district finances. This policy allows districts to receive funding based on the prior year’s enrollment. However, this option helps districts cope for only a single year and does not address the longer-term issues raised by declining enrollment.

Proposed solutions to help declining enrollment districts have included alternatives to revenue limit funding formulas in order to provide longer-term solutions for districts. The Legislative Analyst’s Office recommends that districts be allowed to maintain total revenue limit funding levels over a period of years, regardless of enrollment.¹³ Another option would allow districts facing declines in enrollment over two or more years to average their enrollment over a three-year period for funding

Table 9: Counties Projected to Experience the Largest Percentage Declines in Enrollment, 2006-07 to 2015-16

County	Projected Change in Enrollment	Projected Percent Change in Enrollment
Mariposa	-333	-14.2%
San Francisco	-7,169	-12.6%
Los Angeles	-199,513	-12.2%
Modoc	-229	-11.2%
Inyo	-238	-7.9%

Source: Department of Finance

Table 10: Counties Projected to Lose the Largest Numbers of Students, 2006-07 to 2015-16

County	Projected Change in Enrollment	Projected Percent Change in Enrollment
Los Angeles	-199,513	-12.2%
Orange	-31,782	-6.3%
San Diego	-8,913	-1.8%
San Francisco	-7,169	-12.6%
San Mateo	-4,100	-4.7%

Source: Department of Finance

Table 11: Counties Projected to Experience the Largest Percentage Increases in Enrollment, 2006-07 to 2015-16

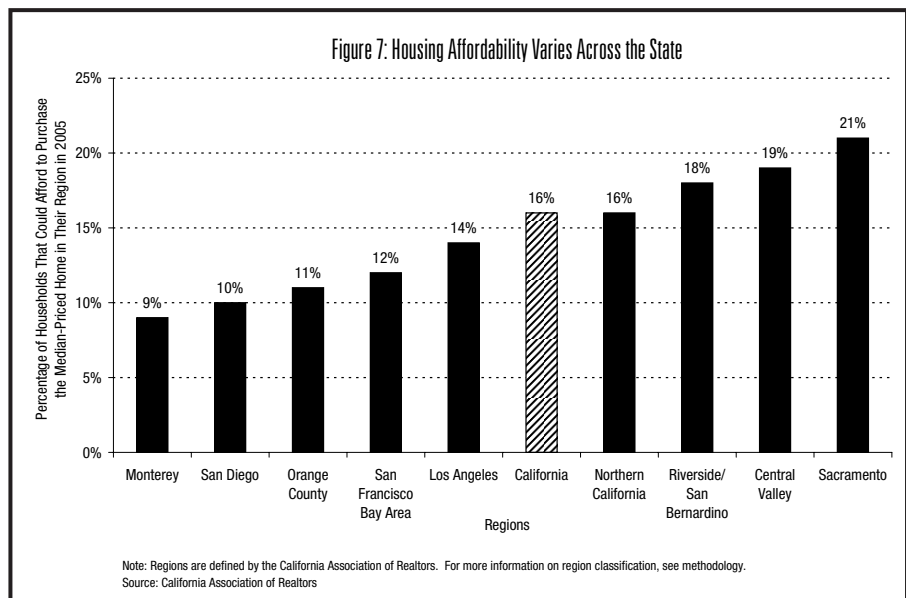
County	Projected Change in Enrollment	Projected Percent Change in Enrollment
Riverside	140,105	34.5%
Placer	21,925	33.7%
Yuba	4,375	27.9%
San Joaquin	35,978	26.5%
Sierra	120	23.4%

Source: Department of Finance

Table 12: Counties Projected to Gain the Largest Numbers of Students, 2006-07 to 2015-16

County	Projected Change in Enrollment	Projected Percent Change in Enrollment
Riverside	140,105	34.5%
San Bernardino	52,779	12.3%
San Joaquin	35,978	26.5%
Sacramento	32,057	13.4%
Kern	30,287	17.4%

Source: Department of Finance



purposes. Districts facing increases in enrollment, however, would be funded using current enrollment each year.

Statewide Projections Suggest Stronger Growth After 2015

Projections based on the state’s population suggest that enrollment growth will accelerate beginning in 2015. This *School Finance Facts* is based on projections of school enrollment through

2015-16, which show relatively slow growth. The population-based estimates, which are available through 2050, suggest stronger growth in enrollment after 2015.¹⁴ The longer-term forecast shows substantial disparities in growth rates within the state, which suggests that some counties will gain enrollment and others will lose enrollment. This suggests that the issues raised in this paper will continue for a number of districts around the state, even if statewide enrollment begins to rise.

Methodology

This report uses Average Daily Attendance (ADA) data to measure recent enrollment trends at the county and district levels. ADA data are reported by districts. The California Department of Education (CDE) adjusted the data to include enrollment in special education programs, remedial instruction, and certain charter schools. Some districts include charter school enrollment in their reported ADA data, while others do not. The CDE also adjusted the data to exclude enrollment in the Regional Occupational Center/Program and county-operated programs or under a Joint Powers Agreement. County and district ADA data – adjusted for special education and supplemental instruction – are only available for fiscal years 1998-99 through 2005-06. In order to measure enrollment trends statewide over the past five decades, this report uses fall enrollment to measure statewide enrollment growth.

The analysis of district enrollment trends between 1998-99 and 2005-06 excludes districts that merged, closed, or opened during these years. In addition, the analysis comparing demographic characteristics of declining and increasing enrollment districts excludes districts for which demographic data were unavailable for 2005-06 (Table 4). However, these districts are included when measuring county enrollment for these years. County enrollment between 1998-99 and 2005-06 is measured by summing all district enrollment in each respective county.

The analysis of shares of households that could afford the median-priced

home is based on data collected by the California Association of Realtors (CAR) (Figure 7). CAR sometimes uses multiple counties or only parts of certain counties to define one region. For example, the San Francisco Bay Area region consists of eight counties, including Alameda, Contra Costa, and San Francisco Counties. The Riverside/San Bernardino region includes only the Corona-Norco, Inland Valleys, Rim of the World, and southwest Riverside areas.¹⁵

Projected enrollment data are based on fall enrollment, rather than ADA. In addition, enrollment projections are only available at the state and county levels. The projected change in fall enrollment can help districts anticipate changes in revenues. However, ADA ultimately determines revenue limit funding, and enrollment trends can vary within counties.

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¹ General purpose funds – known as revenue limit funds – are distributed to districts on a per student basis, measured by Average Daily Attendance (ADA). Each district has its own per pupil funding rate. Several variables determine this rate, including size, type (elementary, high school, or unified), and district spending levels at the time Proposition 13 was approved by voters in 1978.

² Proposition 98 states that K-12 schools and community colleges shall receive the greater of a fixed percentage of state General Fund revenues (Test 1) or the amount they received in the prior year, adjusted for enrollment and inflation (Tests 2 and 3). Test 2 is the most frequently applied test under Proposition 98. For a more comprehensive discussion on Proposition 98, see California Budget Project, *School Finance in California and the Proposition 98 Guarantee* (April 2006).

³ Mattole Unified in Humboldt County, for example, can largely attribute its recent ADA loss to charter school enrollment. The district reported an ADA loss of more than 1,100 students between 1998-99 and 2005-06. However, the district also began excluding its charter school enrollment from its ADA counts (amounting to 877 students in 2005-06) during this period. The loss of ADA that is attributable to charter school enrollment is difficult to measure statewide. This is because some districts include charter school enrollment when calculating their ADA while others, such as Mattole Unified, do not.

⁴ Statewide enrollment is measured by the number of students enrolled each fall. Although the ADA of students during a given year ultimately determines general purpose funds for schools, ADA data are only available for fiscal years 1998-99 through 2005-06. To compare statewide enrollment trends over the past five decades, fall enrollment data are used.

⁵ County and district enrollment is measured by the ADA of pupils. The data include enrollment in special education programs, remedial instruction, and certain charter schools, depending on the district.

⁶ This paper includes a discussion of trends at the county level to provide a basis for comparison to projected enrollment trends. Projected enrollment data are only available at the county level. However, district enrollment, rather than county enrollment, ultimately determines the amount of general purpose funds that schools receive.

⁷ Percentage changes in enrollment indicate corresponding changes in district revenues. Numerical changes in enrollment illustrate the number of students affected by enrollment trends. For example, a 6 percent enrollment loss for a district of 50 students – amounting to a loss of 3 students – would affect a smaller share of California's students than a 6 percent enrollment loss for a district of 100,000 students, or a loss of 6,000 students.

⁸ District enrollment is measured by the ADA of students.

⁹ American Institutes for Research, *Charter Schools in California: A Review of Their Autonomy and Resource Allocation Practices* (December 19, 2006), p. 21.

¹⁰ The Department of Finance projects enrollment by fall enrollment, rather than ADA. Although the projected change in fall enrollment can help districts anticipate funding changes, ADA ultimately determines general purpose funding.

¹¹ Regions are defined by the California Association of Realtors.

¹² Legislative Analyst's Office, *Analysis of the 2005-06 Budget Bill* (February 24, 2005), p. E-55.

¹³ Legislative Analyst's Office, *Declining Enrollment* (April 4, 2005), p. 2.

¹⁴ The enrollment projections cited in this *School Finance Facts* are issued by the Department of Finance based on data collected by the California Department of Education. The population-based estimates reflect the number of children between the ages of 5 and 18, rather than the number actually enrolled in public schools. There are significant differences between enrollment and population trends at the county level through 2015, the end of the forecast period covered by the enrollment-based data. Department of Finance staff suggest that the enrollment-based estimates more accurately reflect trends over the forecast period for which they are available.

¹⁵ For more information on how the California Association of Realtors defines its regions, see California Association of Realtors, *2005 California Housing Market Annual Historical Data Summary* (April 2006), p. 43.

Appendix 1: County Enrollment Change and County Population Change, 1998-99 to 2005-06

County	Percent Change in Enrollment, 1998-99 to 2005-06	Percent Change in Population, 1998 to 2005	County	Percent Change in Enrollment, 1998-99 to 2005-06	Percent Change in Population, 1998 to 2005
Alameda	-4.4%	9.8%	Orange	7.9%	11.8%
Alpine	1.8%	11.9%	Placer	14.6%	30.1%
Amador	-2.8%	10.8%	Plumas	-23.3%	1.6%
Butte	-5.9%	8.3%	Riverside	36.3%	27.6%
Calaveras	-4.4%	14.2%	Sacramento	10.1%	19.6%
Colusa	6.6%	13.5%	San Benito	7.3%	16.4%
Contra Costa	8.3%	12.5%	San Bernardino	17.4%	17.7%
Del Norte	-18.9%	2.4%	San Diego	-1.4%	12.4%
El Dorado	2.2%	14.5%	San Francisco	-13.5%	4.9%
Fresno	6.5%	13.1%	San Joaquin	19.0%	21.3%
Glenn	-3.2%	7.5%	San Luis Obispo	-4.8%	9.2%
Humboldt	-21.1%	4.4%	San Mateo	-6.9%	4.0%
Imperial	12.0%	15.3%	Santa Barbara	1.1%	7.0%
Inyo	-8.2%	0.7%	Santa Clara	1.1%	6.5%
Kern	18.3%	16.5%	Santa Cruz	-10.0%	5.0%
Kings	9.5%	16.4%	Shasta	-8.2%	12.0%
Lake	3.5%	13.1%	Sierra	-82.4%	-1.8%
Lassen	-15.4%	8.4%	Siskiyou	-20.8%	1.8%
Los Angeles	4.2%	9.5%	Solano	-3.4%	12.5%
Madera	16.3%	16.7%	Sonoma	-3.6%	9.1%
Marin	0.4%	3.6%	Stanislaus	11.4%	17.9%
Mariposa	-11.9%	8.0%	Sutter	10.7%	14.8%
Mendocino	-15.2%	6.6%	Tehama	1.1%	8.0%
Merced	13.2%	19.8%	Trinity	-12.8%	2.4%
Modoc	-14.6%	0.2%	Tulare	11.2%	13.4%
Mono	-16.5%	15.1%	Tuolumne	-12.0%	7.5%
Monterey	0.3%	11.0%	Ventura	6.9%	12.1%
Napa	-5.9%	11.0%	Yolo	11.4%	20.2%
Nevada	-18.3%	10.3%	Yuba	-2.2%	9.4%
			Statewide	6.2%	12.1%

Note: Population data are estimated.

Source: CBP analysis of California Department of Education and Department of Finance data

**Appendix 2: Average Annual Enrollment Change and Projected Average Annual Enrollment Change by County,
1998-99 to 2005-06 and 2006-07 to 2015-06**

County	Average Annual Percent Change in Enrollment, 1998-99 to 2005-06	Projected Average Annual Percent Change in Enrollment, 2006-07 to 2015-2016	County	Average Annual Percent Change in Enrollment, 1998-99 to 2005-06	Projected Average Annual Percent Change in Enrollment, 2006-07 to 2015-2016
Alameda	-0.6%	-0.1%	Orange	1.1%	-0.7%
Alpine	0.3%	0.9%	Placer	2.1%	3.7%
Amador	-0.4%	0.3%	Plumas	-3.3%	-0.1%
Butte	-0.8%	0.5%	Riverside	5.2%	3.8%
Calaveras	-0.6%	0.9%	Sacramento	1.4%	1.5%
Colusa	0.9%	2.1%	San Benito	1.0%	-0.1%
Contra Costa	1.2%	0.3%	San Bernardino	2.5%	1.4%
Del Norte	-2.7%	-0.3%	San Diego	-0.2%	-0.2%
El Dorado	0.3%	1.0%	San Francisco	-1.9%	-1.4%
Fresno	0.9%	1.0%	San Joaquin	2.7%	2.9%
Glenn	-0.5%	0.4%	San Luis Obispo	-0.7%	0.2%
Humboldt	-3.0%	-0.6%	San Mateo	-1.0%	-0.5%
Imperial	1.7%	1.5%	Santa Barbara	0.2%	0.3%
Inyo	-1.2%	-0.9%	Santa Clara	0.2%	-0.1%
Kern	2.6%	1.9%	Santa Cruz	-1.4%	-0.3%
Kings	1.4%	2.0%	Shasta	-1.2%	0.5%
Lake	0.5%	1.8%	Sierra	-11.8%	2.6%
Lassen	-2.2%	-0.7%	Siskiyou	-3.0%	-0.0%
Los Angeles	0.6%	-1.4%	Solano	-0.5%	-0.6%
Madera	2.3%	1.6%	Sonoma	-0.5%	0.1%
Marin	0.1%	0.3%	Stanislaus	1.6%	1.7%
Mariposa	-1.7%	-1.6%	Sutter	1.5%	2.4%
Mendocino	-2.2%	-0.2%	Tehama	0.2%	1.7%
Merced	1.9%	1.9%	Trinity	-1.8%	-0.2%
Modoc	-2.1%	-1.2%	Tulare	1.6%	1.9%
Mono	-2.4%	1.4%	Tuolumne	-1.7%	-0.4%
Monterey	0.0%	0.6%	Ventura	1.0%	-0.2%
Napa	-0.8%	1.5%	Yolo	1.6%	1.0%
Nevada	-2.6%	0.6%	Yuba	-0.3%	3.1%
			Statewide	0.9%	0.3%

Source: CBP analysis of California Department of Education and Department of Finance data

Appendix 3: Projected County Enrollment Change and Projected County Population Change, 2006-07 to 2015-16					
County	Projected Percent Change in Enrollment, 2006-07 to 2015-16	Projected Percent Change in Population, 2006 to 2015	County	Projected Percent Change in Enrollment, 2006-07 to 2015-16	Projected Percent Change in Population, 2006 to 2015
Alameda	-1.2%	13.0%	Orange	-6.3%	9.2%
Alpine	8.0%	5.4%	Placer	33.7%	28.7%
Amador	2.9%	7.2%	Plumas	-1.2%	-0.2%
Butte	4.4%	11.6%	Riverside	34.5%	25.3%
Calaveras	7.8%	18.7%	Sacramento	13.4%	22.6%
Colusa	18.6%	15.3%	San Benito	-1.0%	14.6%
Contra Costa	2.6%	16.1%	San Bernardino	12.3%	16.1%
Del Norte	-2.9%	4.7%	San Diego	-1.8%	11.3%
El Dorado	9.0%	15.9%	San Francisco	-12.6%	3.2%
Fresno	9.1%	15.3%	San Joaquin	26.5%	27.8%
Glenn	4.0%	7.6%	San Luis Obispo	1.5%	9.2%
Humboldt	-5.5%	4.0%	San Mateo	-4.7%	5.5%
Imperial	13.8%	19.8%	Santa Barbara	2.9%	6.5%
Inyo	-7.9%	-0.5%	Santa Clara	-1.3%	8.5%
Kern	17.4%	15.9%	Santa Cruz	-2.9%	5.3%
Kings	18.2%	16.6%	Shasta	4.4%	15.2%
Lake	16.4%	14.0%	Sierra	23.4%	0.9%
Lassen	-6.2%	3.6%	Siskiyou	-0.1%	1.3%
Los Angeles	-12.2%	4.6%	Solano	-5.1%	16.4%
Madera	14.5%	18.4%	Sonoma	1.0%	13.9%
Marin	2.4%	0.2%	Stanislaus	15.7%	17.0%
Mariposa	-14.2%	7.3%	Sutter	21.4%	15.9%
Mendocino	-1.9%	6.7%	Tehama	14.9%	8.4%
Merced	17.4%	26.7%	Trinity	-1.7%	-0.2%
Modoc	-11.2%	-2.0%	Tulare	17.4%	19.0%
Mono	12.3%	9.9%	Tuolumne	-3.6%	7.6%
Monterey	5.6%	10.6%	Ventura	-1.6%	8.0%
Napa	13.8%	13.1%	Yolo	9.3%	22.8%
Nevada	5.4%	15.5%	Yuba	27.9%	15.7%
			Statewide	2.5%	11.3%

Source: CBP analysis of Department of Finance data