


STATE OF HAWAII
DEPARTMENT OF EDUCATION
KA 'OIHANA HO'ONA'AUAO
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OFFICE OF THE DEPUTY SUPERINTENDENT OF STRATEGY AND ADMINISTRATION

March 13, 2025

TO: The Honorable Ken Kuraya
Chairperson, Finance and Infrastructure Committee

FROM: Tammi Oyadomari-Chun 
Deputy Superintendent of Strategy and Administration

SUBJECT: Department of Education Update on Student Enrollment and School Consolidation Study

1. EXECUTIVE SUMMARY

The presentation on this agenda item outlines recent student enrollment trends and the purpose, methodology, and timeline the Hawai'i State Department of Education (Department) plans to use in reviewing schools to be considered for a possible school consolidation study that will be proposed to the Board of Education (Board) in Fall 2025.

2. DESCRIPTION

The continued decline in student enrollment and birth rates in Hawai'i, combined with state migration trends, have contributed to a downward trend in student enrollment projections. This has led the Department to begin reviewing schools in accordance with section 8-38-3, Hawai'i Administrative Rules (HAR). A possible study may be needed because it appears that the following conditions under which a study is required are present at some schools:

- a. One-third or more of the square footage in the existing facilities requires replacement or improvements to meet prescribed standards;
- b. One-third or more of the available classrooms are in excess of the teaching station and educational program needs of the school; or
- c. Enrollment decline and staff reductions have or will reduce the school's capability to provide the range of educational opportunities offered at adjoining schools with larger enrollments; provided, preliminary data indicate that adjoining schools can accommodate

any relocated students without substantial capital improvement expenditures for additional facilities.

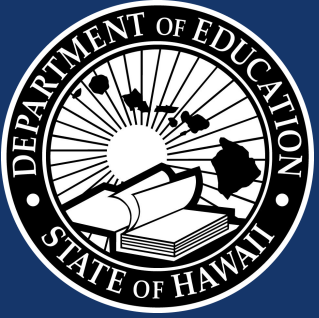
The attached presentation outlines the purpose and strategic approach to a school consolidation study, guiding principles for the study, an estimated timeline, study methodology, factors to be considered during the study, and supporting data.

3. DISCUSSION

This agenda item is for discussion only. No action is required by the Board at this time. The Department has been engaging various stakeholder groups and will continue to keep the Board informed.

TOC: ko
Attachment

c: Deputy Superintendents
Assistant Superintendents



HAWAII STATE

Department of Education

Update on Student Enrollment and School Consolidation Study

Finance and Infrastructure Committee

March 13, 2025

Tammi Oyadomari-Chun,

Deputy Superintendent, Strategy and Administration

Elizabeth Higashi,

Assistant Superintendent, Office of Strategy, Innovation, and Performance

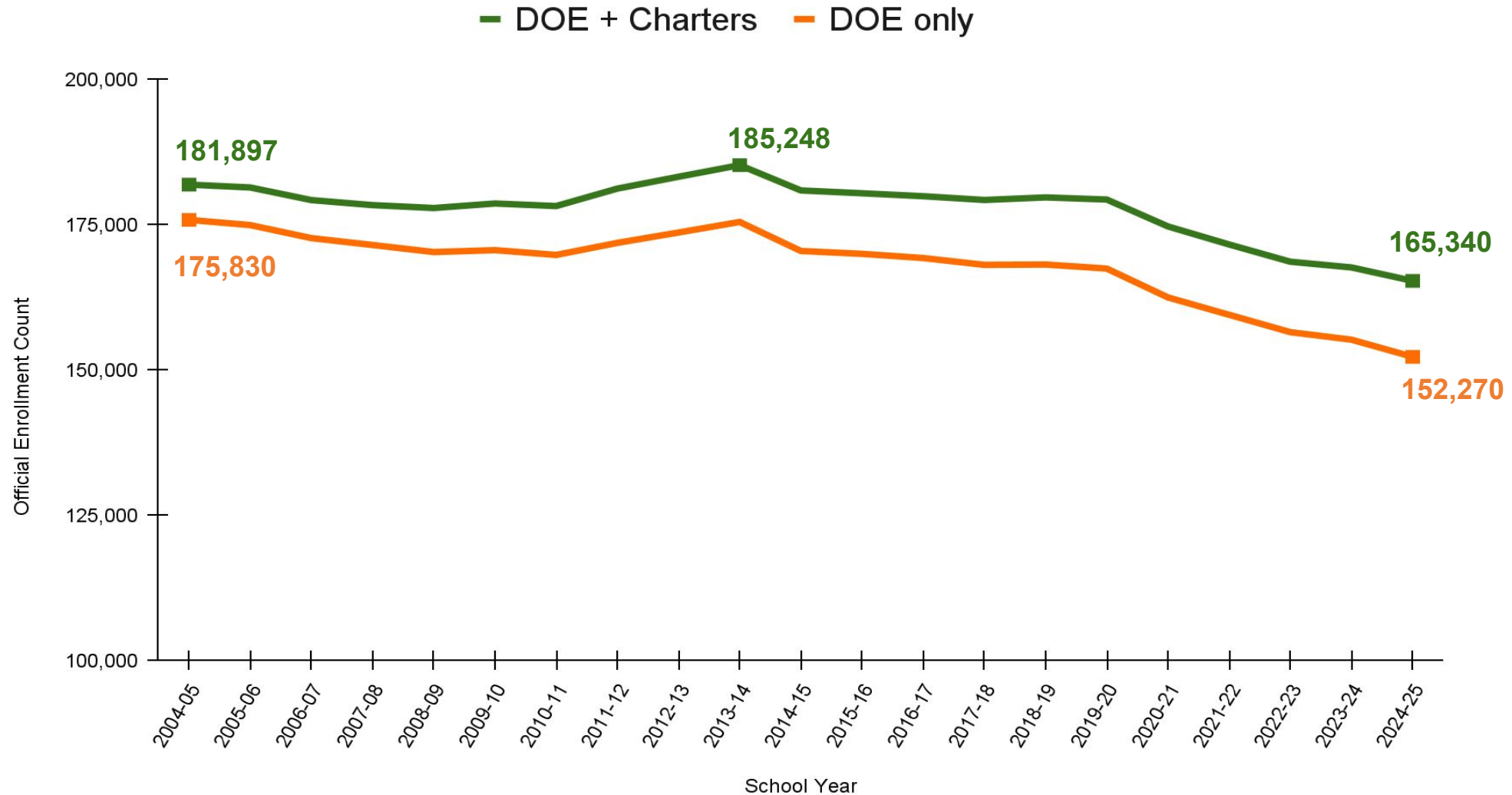


Update on student enrollment and school consolidation study

1. Update of Student Enrollment
 - a. Examination of student enrollment trends
 - b. Factors that contribute to student enrollment projections
2. Review of Consolidation of Public Schools Chapter 8-38, Hawai'i Administrative Rules (HAR)
 - a. Department's guiding principles and approach to conducting school consolidation studies
 - b. Review of timeline and methodology proposed for school consolidation study

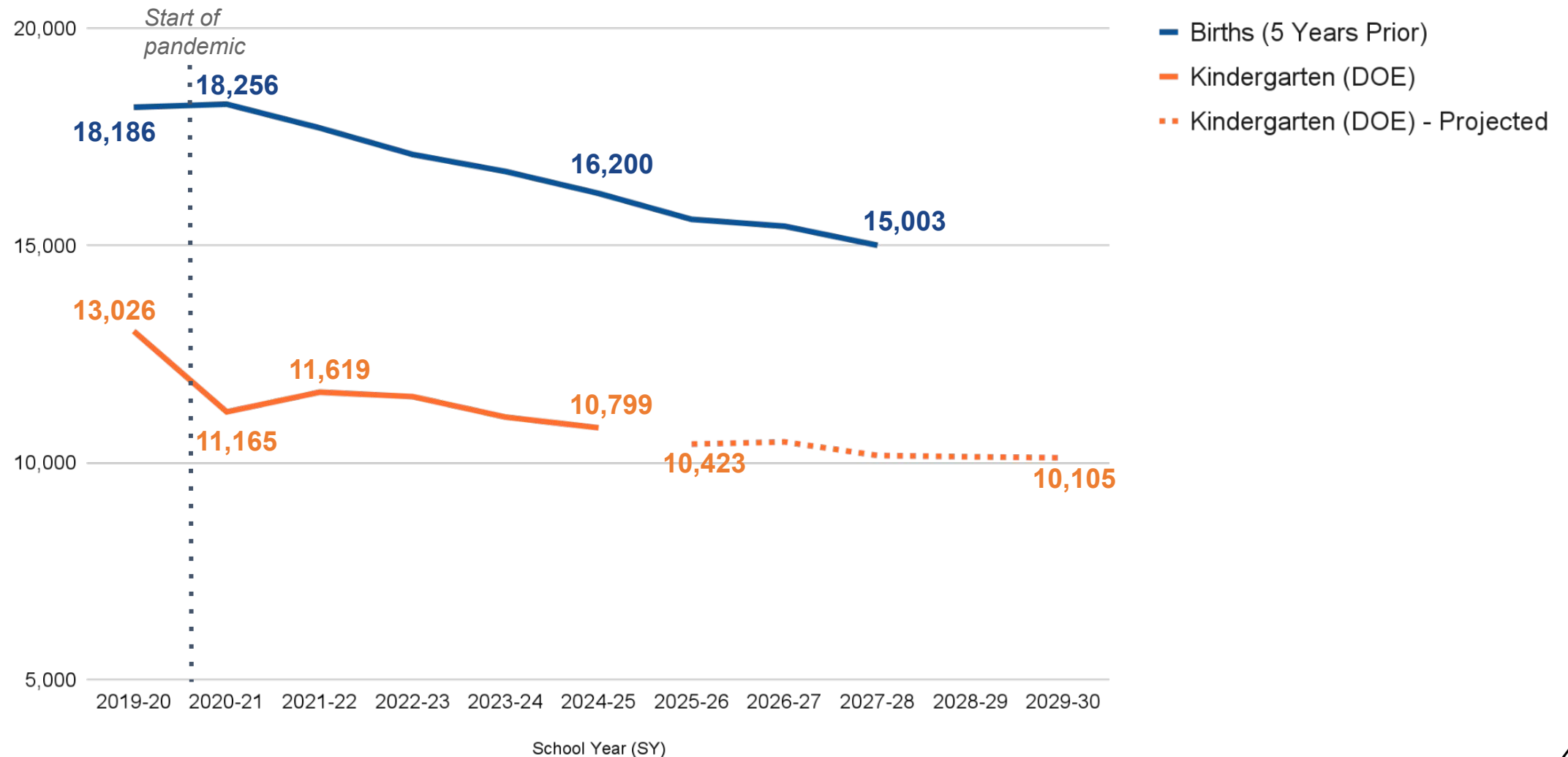


Statewide enrollment (K-12) from SY 04-05 to SY 24-25





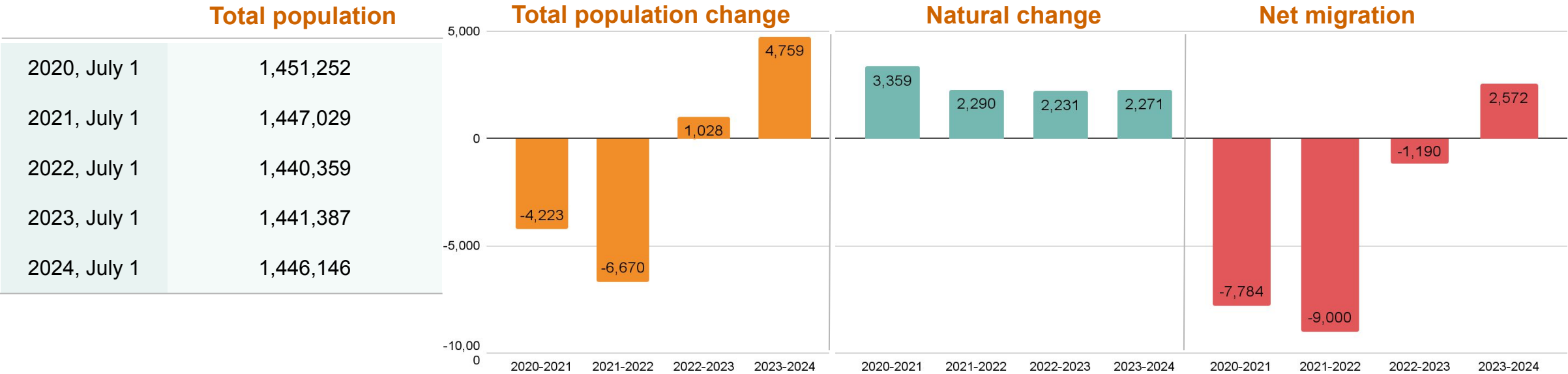
Hawai'i's births and kindergarten enrollment has declined





Hawai'i migration trends

Estimates of Migration in Hawai'i

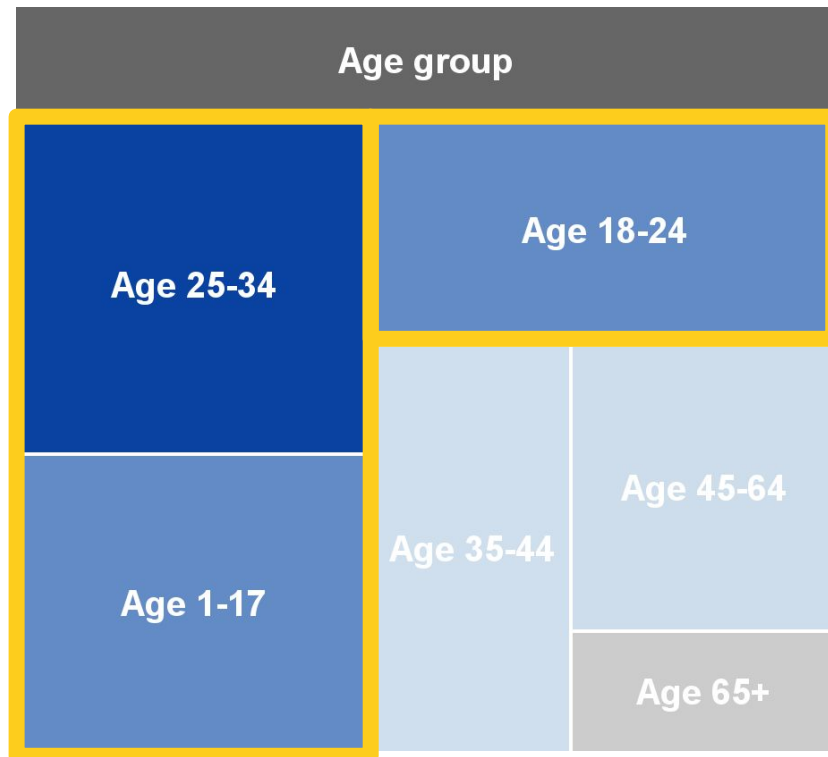


Total population change = Natural change (birth - death) + Net migration (domestic migration + international migration)

Source: U.S. Census Bureau, Population Estimates Program, State Population Totals and Components of Change, Vintage 2024



Hawai'i out-migration trends



Age group	Percentage
Age 25-34	23.5%
Age 1-17	20.4%
Age 18-24	20.4%
Age 35-44	15.4%
Age 45-64	14.4%
Age 65+	6.0%

64% of domestic out-migrants are school age and young adults.

Source: Characteristics of Domestic Out-migrants during the 2019-23 period. DEBDT calculation using Public Use Microdata Sample from U.S. Census Bureau 2023 5-year American Community Survey.



Student enrollment projections

The Department of Education captures an official enrollment count (OEC) at the beginning of each school year.

Additionally, 1-year and 6-year enrollment projections are developed annually to support short-term and long-term planning. Projections are only created for K-12 Department schools (excluding charter schools).

1-year Enrollment Projections

- Estimate enrollment on the next OEC date in August for grade K-12.
- Used for school funding (Weighted Student Formula) and short term planning.

6-year Projections

- Current 6 year projections are from school year 2024-2025 to school year 2029-2030.
- Used for long-term planning purposes.



Enrollment projection methodology

Enrollment projections are developed using two methodologies:

1

**General Enrollment
Project Model**

2

**Cohort-Survival
Ratio Method
(Main Method)**



Factors that impact enrollment projections

- **Birth Rates**
- **School Changes** (e.g., opening of a new school, changes to school geographic area, moving 6th grade from elementary to middle)
- **Migration** (In/Out): Mainland or foreign country
- **Home School**
- **Charter School**
- **Private School** (particularly in Kindergarten and Grades 7 & 9)
- **Housing Developments** (e.g., Hoopili and Koa Ridge)
- **Military**: Movement of personnel or changes in housing
- **Community Demographics** (e.g., average age, education level, household income)
- **Geographic Exceptions**
- **Other** (e.g., changes in kindergarten rules in school year 2014-15, COVID-19 pandemic, Red Hill fuel leak, Maui wildfires)



1-Year enrollment projection vs. actual (OEC)

Year	Projected	OEC (Actual)	Difference of Projected to Actual	% Over/ Under Actual
2016-17	170,068	169,268	800	0.47%
2017-18	168,706	168,095	611	0.36%
2018-19	167,072	168,152	-1,080	-0.64%
2019-20	168,051	167,454	597	0.36%
2020-21*	166,920	162,491	4,429	2.73%
2021-22*	165,158	159,503	5,655	3.55%
2022-23*	159,005	156,518	2,487	1.59%
2023-24	154,096	155,222	-1,126	-0.73%
2024-25	152,979	152,270	709	0.47%

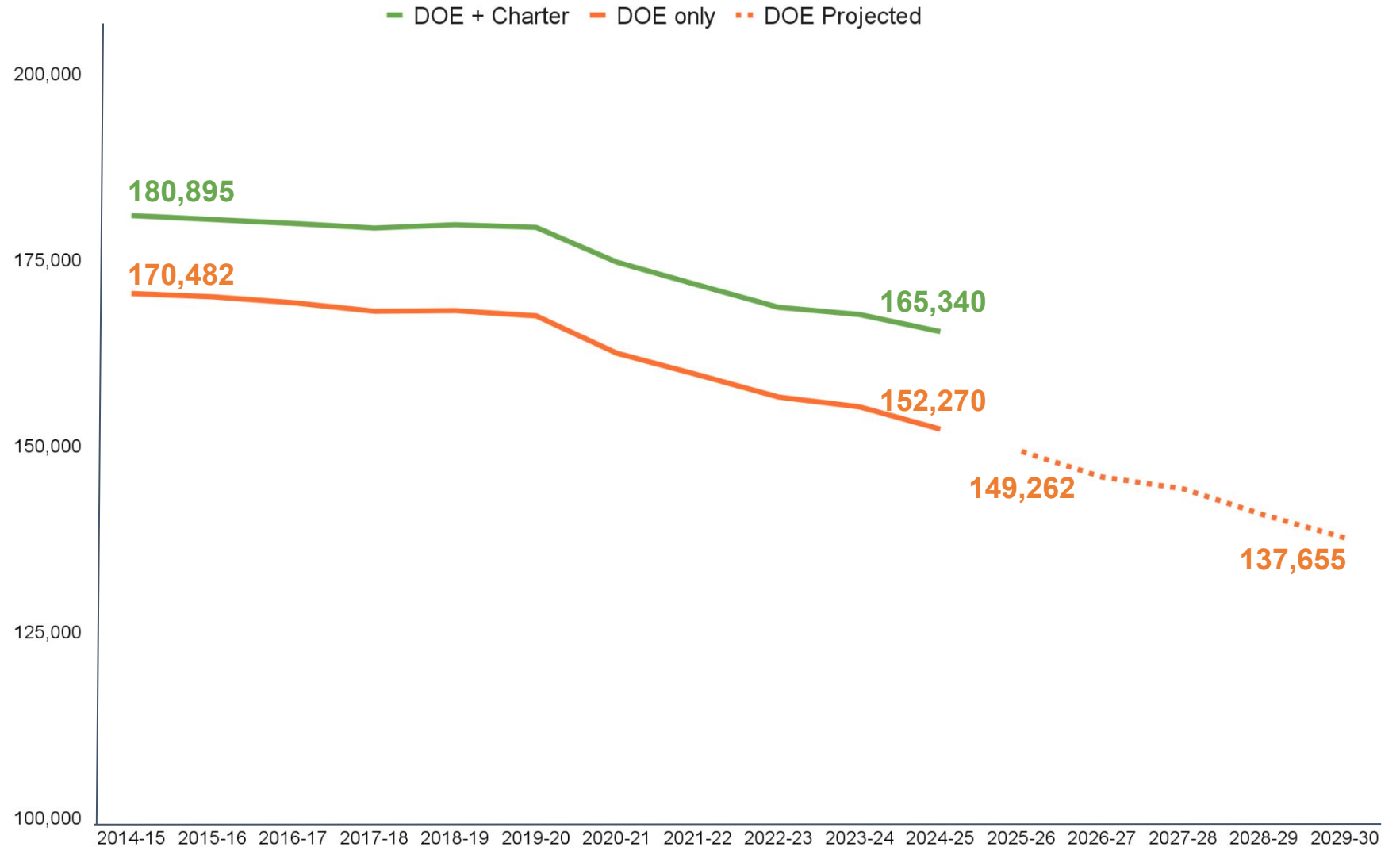
* Affected by COVID-19 pandemic

Factors affecting accuracy of the enrollment projections

- Maturity of the community (Kaimuki vs. Kapolei)
- School changes (e.g., opening of a new school, changes to district boundaries, moving 6th grade from elementary to middle)
- Unprecedented changes (e.g., changes in kindergarten rule in SY 2014-15, COVID-19 pandemic, Red Hill Fuel Leak, Maui Wildfires)



Statewide enrollment: projected decline





What is school consolidation?

Chapter 8-38, Hawai'i Administrative Rules* (HAR) (Consolidation of Public Schools)

provides the conditions under which schools may be considered for consolidation, the procedures and guidelines to determine if a school should be consolidated and the requirements to ensure that the public is informed and provided an opportunity for input.

Per §8-38-3, a study must be done to determine whether a school should be consolidated. The school may be consolidated if:

- One third or more of the square footage in the existing facilities requires replacement or improvements to meet prescribed standards
- One third or more of the available classrooms are in excess of the teaching station and educational program
- Enrollment decline and staff reductions have or will reduce the capability of the school to provide the range of educational opportunities offered at adjoining schools with larger enrollments; provided preliminary data indicate that adjoining schools can accommodate any relocated students without substantial capital improvement expenditures for additional facilities

*Link to: <https://boe.hawaii.gov/policies/AdminRules/Pages/AdminRule38.aspx>



Purpose and strategic approach to school consolidation study

Purpose

- Examination of statewide trend of student enrollment and enrollment projections
 - A systematic evaluation of utilization of resources is necessary

Strategic Approach

- School consolidation studies will be conducted in phases
- Schools well below enrollment capacity will be studied in clusters
- The Department will facilitate internal and external discussions regarding the Department's timeline and methodological approach for phase 1 prior to releasing the clusters of schools well below enrollment capacity schools to be studied

Intent of Discussion

- Share Department's strategic approach to school consolidation
- Gain feedback and insight from stakeholders regarding methodology and timeline
- Final methodological decisions will be made by Superintendent

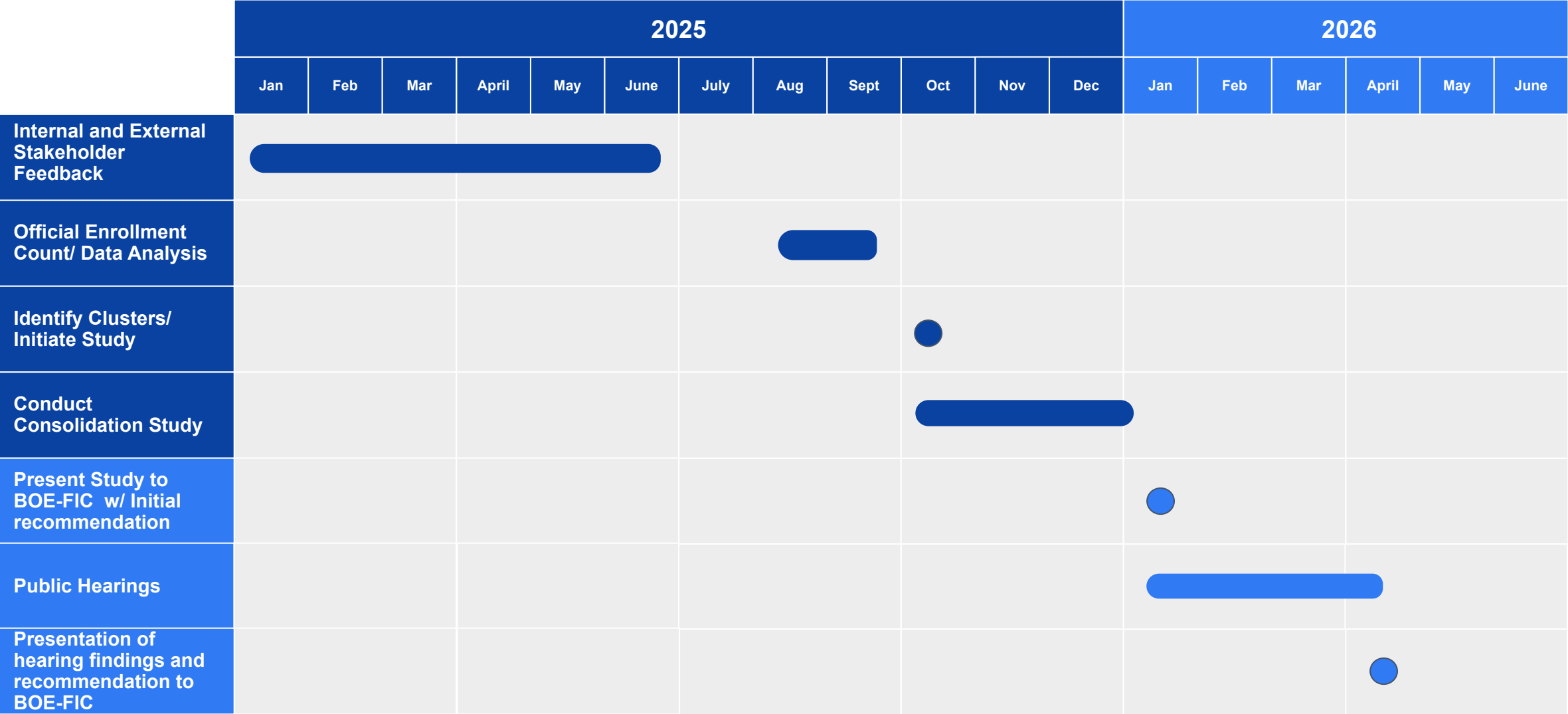


School consolidation study guiding principles

- **Student-Centered:** Prioritize the education of all students.
- **Equity:** Ensure equitable access to resources and opportunities for all students, particularly those most vulnerable.
- **Integrity and Impartiality:**
 - Committing to the most objective and unbiased approach, prioritizing accuracy and compliance over preferences or pressures.
 - Questioning mindset to critically evaluate evidence.



Timeline





Phase 1 - School consolidation study methodology

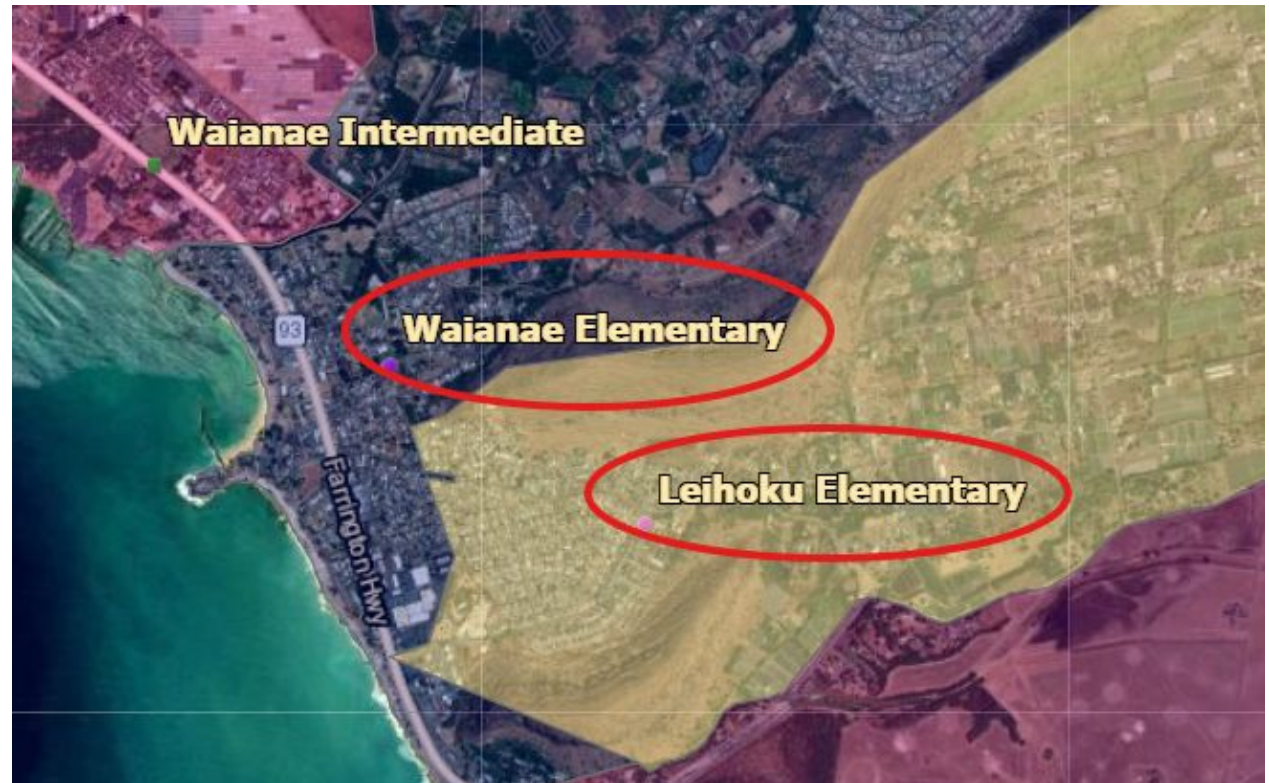
1. Start with all 258 Department Schools sorted by Complex Area and Complex
 - a. Data Analysis: Complex, Enrollment (OEC), Projected Enrollment, School Capacity (Jacobs Study)
2. We will exclude schools from Phase 1 that meet the following criteria:
 - a. Maui Island (enrollment variability due to Lahaina Fires)
 - b. Secondary Schools and Combo Schools (impacts to the feeder pipeline)
 - c. Schools on federal property and Public Schools on Military Installations (PSMI) list
3. The Department will identify a list of elementary schools that are at less than two-thirds capacity at Official Enrollment Count.
4. Clusters will be developed for each elementary school that is at less than two-thirds capacity.



How is a cluster defined?

Clusters will contain the identified school and all bordering elementary schools within the same complex.

For example: the Wai'anae cluster would include: Wai'anae Elementary and Leihoku Elementary





Phase 1 - Prioritization for study list

1. Calculate capacity as a cluster
 - a. Identify elementary schools well below enrollment capacity that have significant facility needs in health/safety or compliance. These schools and their clusters will be need to be studied.
 - b. Examine clusters at two-thirds capacity
 - i. Exclude schools that are above two-thirds capacity and don't have significant facility needs.

			2023-24		2024-25			2025-26		
Cluster	School Name	Capacity	Enrollment	% Enrollment of Capacity	Enrollment	% Enrollment of Capacity	% Cluster Enrollment of Capacity	Projected Enrollment	% Enrollment of Projected Capacity	% Cluster Enrollment of Capacity w/Projected Enrollment
	Leihōkū Elementary	978	771	78%	741	75%		750	76.69%	
	Wai'anae Elementary	753	439	58%	404	53%		438	58.17%	
Wai'anae Cluster		1,731	1,210		1,145		66.15%	1,188		68.63%



Phase 1 - Prioritization for study list

2. Calculate a cluster capacity if the school well below enrollment capacity were to close. If the cluster capacity exceeds 100%, exclude the cluster from Phase 1.

Cluster	School Name	Capacity	Enrollment 2023-24	Projected Enrollment 2025-26	% Enrollment of Projected Capacity 2025-26	% Cluster Enrollment of Capacity w/ Projected Enrollment 2025-26	Consolidated (without small school) Capacity of Cluster	% Cluster Enrollment of Consolidated Capacity (projected enrollment)
	Leihōkū Elementary	978	771	750	76.69%			
	Wai'anae Elementary	753	439	438	58.17%			
Wai'anae Cluster		1,731	1,210	1,188		68.63%	753	157.77%



Factors for school consolidation study

Factors to be considered for consolidation study (prior to input from community through public hearings) may include:

- Census data
- Area housing developments
- School Capacity
- Current and projected enrollment
- Distance to neighboring schools
- Transportation
- Capital improvement needs
- Utilities costs
- Kitchen facilities
- Facility uses (instructional and administrative uses, etc.)
- Projected costs for repair and maintenance needs
- Per pupil expenditures
- Achievement data
- Staffing: Highly Qualified teachers, vacancies, retention, admin/teacher/classified
- Programs: No. of classes per grade level, class size, afterschool programs