

WORKING DRAFT

EXCELLENCE FOR ALL:

A WORKING DRAFT OF A FIVE-YEAR COMPREHENSIVE PLAN

TO ACHIEVE EDUCATIONAL EQUITY IN

THE SAN FRANCISCO UNIFIED SCHOOL DISTRICT

for School Years 2001-02 through 2006-07

San Francisco Unified School District

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INTRODUCTION

This Working Draft of “Excellence for All: A Five-Year Comprehensive Plan to Achieve Educational Equity in the San Francisco Unified School District” (the “Working Draft of the Comprehensive Plan”) is guided by and seeks to achieve two intertwined and overriding objectives that lie at the heart of the Consent Decree approved by the court in San Francisco NAACP v. SFUSD: first, to eliminate existing segregation (and vestiges of past segregation) in SFUSD’s schools, programs, and classrooms, and, second, to improve the academic achievement of all students, but particularly those students whose performance has lagged behind others in SFUSD – African American, Latino, and English Language Learner (ELL) students.

This Working Draft of the Comprehensive Plan contains detailed, substantive plans addressing the problems identified in the January 13, 1999 report of the Consent Decree Advisory Committee, which was appointed by the federal District court and headed by Dr. Gary Orfield, as well as the problems identified in the reports of the state’s independent Consent Decree Monitor, Stuart Biegel, dated July 1999, July 2000, and February 2001.

This draft plan began with the creation of several staff committees to devise effective responses to problems identified in the 1999 report of the Consent Decree Advisory Committee and the July 1999 report of the Consent Decree Monitor. This work accelerated with the arrival of new SFUSD Superintendent Arlene Ackerman in Summer 2000 and her creation of an oversight committee of staff and community educational experts to direct the staff committees’ work.

Shortly after becoming Superintendent, Ms. Ackerman appointed four staff committees to review the inequities and vestiges in the school system and the problems identified by the Consent Decree Monitor and Consent Decree Advisory Committee and to develop responsive recommendations. These four staff committees are: an educational equity committee, student assignment methodology committee, Lowell admissions committee, and program placement committee; their membership is identified in Appendix A.

The oversight committee has met on average twice monthly since Fall 2000 and is composed of: Superintendent Ackerman; Assistant Superintendent for

Integration Dr. E. Anthony Anderson; Special Assistant to the Superintendent Dr. Jenifer Hartman; Deputy Superintendent of Public Instruction for the State of California Henry Der; Donald I. Barfield, Deputy Director of WestEd and consultant to SFUSD; Robert Green, professor at Michigan State University, educational consultant to SFUSD, and member of the Consent Decree Advisory Committee; and the School District's counsel. The oversight committee directed and reviewed staff analyses and provided input on potential solutions to educational equity concerns in the District.

In addition to the work of the oversight and staff committees, over the past year, SFUSD legal counsel and staff periodically have had discussions with parties to the litigation in San Francisco NAACP v. SFUSD and Ho v. SFUSD. These discussions have been quite helpful in putting together this draft plan. Likewise, SFUSD has found the insight of Consent Decree Monitor Stuart Biegel and Dr. Gary Orfield to be invaluable in this process.

The Working Draft of the Comprehensive Plan responds to disparities, inequities and discriminatory conditions, as well as vestiges of segregation, identified in the reports and analyses of the Consent Decree Advisory Committee, Consent Decree Monitor Stuart Biegel, several experts retained by the school District whose reports on educational achievement, student assignment, and facilities are now being finalized, and various staff members who participated in devising this plan. Among the key discriminatory and inequitable conditions and segregation vestiges identified are the following:

- The Consent Decree Monitor and State Superintendent of Public Instruction Delaine Eastin have reported that substantial numbers of teachers and administrators still evidence unacceptably low expectations for some African American and Latino students, while some schools provide a different and lower quality “dumbed-down” curriculum to African American and Latino students.
- A persistent and significant academic achievement gap has been found over time between African American, Latino, and ELL students on the one hand, and white, Chinese, and English-proficient student populations on the other hand.

For example: The average Grade Point Average (GPA) for African American high school students in Fall 1999 was just 1.84 and for Latino students was just 1.98. Far higher GPAs were posted by white (2.62) and Chinese high school students (2.85).

For example: By the fifth grade, only four groups within the District – African American, Latino LEP, Chinese LEP, and Other LEP students

– scored below the national average on the Stanford 9 reading test. The scores for these four groups remained below the national average at the middle and high school levels.

For example: SFUSD students placed in the 58th percentile on the math portion of the Stanford 9. African American students, however, were 17 percentiles lower at the 41st percentile and Latino students placed at the 45th percentile. Much higher results were posted by white (65th percentile) and Chinese students (69th percentile).

- Poverty alone does not explain this racial/ethnic gap. Analysis showed that poor white and Chinese students generally outperform higher income as well as lower income African American and Latino students (with poverty measured by eligibility for free or reduced-cost meals) on standardized tests.

For example: Ten years of math and reading standardized test results for the Class of 1999 showed that, in the early grades, non-poor African American and Latino students scored higher than poor white and Chinese students in some years. But by the 7th grade, both categories of African American and Latino students (poor and non-poor) had dropped below both categories of white and Chinese students (poor and non-poor) in both subjects.

For example: The Class of 2007 is starting off even worse. Over three years, both categories of African American and Latino students (poor and non-poor) posted lower average test scores than white and Chinese students, including those on free meals and those who are not.

- African American, Latino, and ELL students participate at disturbingly low rates in the most challenging educational programs offered in SFUSD, such as Gifted and Talented (GATE), honors, and Advanced Placement (AP) courses.

For example: Far fewer African American or Latino high school students took even one honors or AP course than Chinese or white students. In the 1999-2000 School Year, only 10% of African American students took even one AP or honors course and only 14% of Latino students did so, while 31% of white and 33% of Chinese students took at least one AP/honors course.

- African American and Latinos currently have less access to AP and honors courses:

For example: High schools with low African American and Latino enrollment (where the combined enrollments of these two groups was

just 12-13%) offer their students an average of 29 AP or honors courses. High schools with high African American and Latino enrollment, however, offered just 5 AP and honors courses on average.

- These same student groups – African American, Latino, and ELL students – have disturbingly high rates of special education assignment, suspensions, and drop-outs, and low rates of school attendance, all of which contribute to poorer academic outcomes.

For example: In Spring 2000, African American students made up 16% of SFUSD's student body but 30% of special education students.

For example: Only 19% of African American and 24% of Latino high school students have acceptable attendance rates (attending 91-100% of high school classes), while 68% of Chinese, 62% of Japanese, and 42% of white students attend at this level.

For example: Over 50% of suspensions in SFUSD from Fall 1993 to the present have been of African American students.

For example: While the overall high school dropout rate was 7% from 1997 to 2000, Latino non-ELL and African American students had a 10% dropout rate, and Latino ELL students dropped out at the even higher rate of 12%.

- Programs and classrooms in SFUSD are often segregated by race, ethnicity, and language, including through decisions related to the placement of English Language Learner programs.

For example: 46% of all classes and 54% of elementary school classes have more than 45% of students from one racial or ethnic group.

- During the 1990s, schools have become increasingly segregated.

For example: From Fall 1993 to the present, the number of schools with high concentrations of one racial or ethnic group (45% or higher) rose each year – from 9 schools in Fall 1993, to 19 schools in 1995, to 28 schools in 1997, to 34 schools in 1998, and to 48 schools this past fall.

For example: In Fall 1998 – while requirements limiting enrollment concentrations of one race or ethnicity under the Consent Decree were still in force – 39 of SFUSD's 112 schools (35% of schools) violated the Consent Decree requirements.

- Disparate patterns of program, faculty, and facility adequacy have been found, under which schools in African American and Latino areas (or with high African American and Latino enrollment) are less likely to have high quality educational programs, experienced faculty with advanced credentials, adequate facilities, and enough seats for students living nearby.

For example: The most popular alternative schools are located on the west side of the city, where few SFUSD students are African American and Latino and where student residents generally come from higher income families.

For example: The city neighborhood with the highest percentage and number of African American SFUSD students – Bayview/Hunters Point – has 3,400 fewer seats than SFUSD students residing in the neighborhood. By contrast, the Lake Merced/Mount Davidson area (28% white and just 9% African American students) has 4,000 more seats than student residents.

For example: 42% of teachers at high schools with low African American and Latino enrollment had masters degrees, while the percentage of teachers with such degrees at high schools with high African American and Latino enrollment was just 30%.

Other disparate conditions and inequities that have been identified in recent years and in the course of devising the Working Draft of the Comprehensive Plan are discussed in particular sections of the plan.

This Working Draft of the Comprehensive Plan is divided into three sections, each organized around one of the District's three priorities: academic achievement by all students, equitable allocation of District resources, and meaningful accountability measures to achieve results. Section I, "Academic Achievement for All Students," identifies nine educational equity goals and step-by-step strategies and accountability mechanisms to ensure that results are realized. Section II focuses on "Equity in Allocation of Resources," identifying current inequities in SFUSD and recommending new approaches and steps in facilities, budgeting, placement of educational programs, student recruitment, student assignment, and school organization. Section III, "Accountability for All," identifies the structural and accountability mechanisms that will be used to realize recommendations in the prior two sections.

Through the recommendations found in this Working Draft of the Comprehensive Plan, the District seeks to fulfill its constitutional obligations pursuant to the Consent Decree. SFUSD will seek input on this working draft from parents and teachers, the public, the parties to the San Francisco NAACP/Ho cases, and the many concerned and active stakeholders in the SFUSD community. In

accordance with the Court's order of February 27, 2001, a Final Comprehensive Plan will be provided to the parties and the federal court on April 11, 2001 for consideration.

This Working Draft of the Comprehensive Plan envisions that recommendations and strategies will be phased in over the next three to five years. It includes actions already underway this year, some that will be implemented starting in the 2001-2002 School Year, and others that will require longer time periods for implementation. Specific timelines are identified throughout the document.

I. ACADEMIC ACHIEVEMENT FOR ALL STUDENTS

Need for Change. As part of the development of the Working Draft of the Comprehensive Plan, the educational equity committee – which was representative of all parts of SFUSD’s administration, from the school-level departments (elementary, middle, and high), to curriculum, to research and planning, to language, to information technology, to parent relations – reviewed voluminous data and analyses regarding the current uneven distribution of high educational outcomes and the too-widespread barriers to academic excellence in SFUSD. The data reviewed by the committee shows that vestiges of segregation and disparate, inequitable conditions in SFUSD have contributed to unacceptably low educational outcomes for African American, Latino, and English Language Learner students across a variety of measures.

The Introduction to this Working Draft of the Comprehensive Plan set forth some of the relevant evidence of barriers to academic success and disparate academic outcomes. A further sampling of the disparities that shaped the committee’s analysis is as follows:

- Widening gap. The academic gap between African American students and other students (as measured by standardized test scores) widens in upper grades – this means African American students are doing comparatively worse the longer they remain in SFUSD schools. For Latino students, the academic gap narrows somewhat in the upper grades but remains substantial.

Likewise, for English Language Learner students, Spring 2000 Stanford 9 scores revealed sharp differences in reading and math scores between ELL and English-proficient students. Moreover, the gap between these groups widened at the middle and high school levels, suggesting a decline in performance as LEP students remain in SFUSD.

- Race, not other factors. After controlling for student and school characteristics for which data was available, being an African American or Latino student in SFUSD schools is associated with lower test scores on standardized tests.
- Disparate special education and gifted enrollments. Compared to their District-wide enrollment, African American and Latino students are overrepresented in the special education student population and underrepresented among those enrolled in gifted programs. For example, in

Spring 2000, SFUSD students had the follow characteristics broken down by the major racial/ethnic groups:

- African American: 16% of enrollment, 30% of special education, 7% of gifted;
 - Latino: 22% of enrollment, 24% of special education, 10% of gifted;
 - White: 12% of enrollment, 16% of special education, 20% of gifted; and
 - Chinese: 29% of enrollment, 13% of special education, 40% of gifted.
- Disparate AP and honors participation. In 1998-99, African American students in SFUSD took just 5% of honors courses and 2% of AP exams, and Latino students took just 8% of honors courses and 9% of AP exams.
 - Disparate attendance rates. At nearly every middle and high school from Spring 1996 through Spring 1999, African American and Latino students had lower on-time attendance rates – usually about 10 percentage points lower – than white and Chinese students.
 - Disparate drop-out rates. 26% of the SFUSD students who dropped out in the 1999-2000 School Year were African American (even though African American students were just 16% of SFUSD enrollment), and 30% of drop-outs were Latino (while Latinos were just 22% of SFUSD enrollment).

Recommendations. In response to the evidence of vestiges and disparate conditions, the educational equity committee developed nine educational equity goals, and a series of supporting objectives and strategic activities to achieve the goals. Overall, the Working Draft of the Comprehensive Plan is designed to eliminate educational equity vestiges to the extent practicable by implementing and monitoring sound educational practices for all SFUSD students in kindergarten through twelfth grade. At each grade level, it is important to raise expectations for students of all races, ethnicities, and English-speaking abilities. By creating high expectations for all students, implementing sound educational practices focused on closing the achievement gap, monitoring the progress of students from all racial and ethnic groups and language status, and making site-level staff accountable for implementing sound educational strategies, this plan will ensure that the gaps in student outcomes that result from vestiges of segregation are eliminated to the extent practicable.

As cohorts of students progress through a system operating without discriminatory practices, the overall level of student performance should increase and the gaps in performance among students of various racial and ethnic groups and language proficiency should narrow. Therefore, each of the plan's goals involves both raising the bar for all students and closing the gaps among groups of students of different races, ethnicities, and English language proficiency.

Section A first identifies nine overall educational equity goals that were developed as a result of analyzing achievement disparities. Section B provides the detailed, step-by-step objectives and strategies that SFUSD will employ to achieve these goals.

A. OVERVIEW OF EDUCATIONAL EQUITY GOALS

1. Increase the academic achievement of students of all races, ethnicities, and English Language Learner status, District-wide and for each school, and narrow the existing academic achievement gap between students of different races, ethnicities, and English Language Learner status, with this goal to be realized through the establishment of specific growth targets for improved academic achievement at each school, as measured by standardized tests and performance assessments.
2. Increase the enrollment and “success” of students of all races, ethnicities, and English Language Learner status in honors courses, District-wide and for each school, at the middle and high school levels.
3. Increase the number and percentage of students of all races, ethnicities, and English Language Learner status taking and completing Advanced Placement (AP) courses, District-wide and at each high school.
4. Increase the number and percentage of students of all races, ethnicities, and English Language Learner status taking and earning a 3 or better on AP exams, District-wide and at each high school.
5. Decrease the overrepresentation of students from specific racial/ethnic groups and English Language Learner status in special education programs to the extent practicable by eliminating inappropriate referrals to and placements in such programs, District-wide and at each school.
6. Increase the exit rates for students of all races, ethnicities, and English Language Learner status from special education programs, District-wide and at each school.
7. Increase the attendance rates for students of all races, ethnicities, and English Language Learner status, District-wide and at each school, so that the attendance rate for students of each race, ethnicity, and English Language Learner status at every school is at least 98 percent.

8. Decrease the suspension rates for non-expulsionable offenses for students of all races, ethnicities, and English Language Learner status, District-wide and for each school.
9. Increase the number and percentage of qualified, diverse teachers, District-wide and at each school, particularly at targeted schools. Targeted schools are those with a high number or percentage of low-performing students. A qualified teacher is defined as one who has:
 - content-area expertise
 - pedagogical expertise (certification)
 - cultural competencies
 - classroom experience (5 years)

B. STEPS TO REALIZE EDUCATIONAL EQUITY GOALS

GOAL ONE

Increase the academic achievement of students of all races, ethnicities, and English Language Learner status, District-wide and for each school, and narrow the existing academic achievement gap between students of different races, ethnicities, and English Language Learner status, with this goal to be realized through the establishment of specific growth targets for improved academic achievement at each school as measured by standardized tests and performance assessments.

OBJECTIVE 1.1

Increase the number of teachers who exhibit positive movement along the continuum of effective classroom implementation of standards-based curriculum, effective pedagogy, and culturally relevant teaching, thereby increasing academic achievement.

Strategic Activity 1.1a

Each principal will analyze student performance data (standardized tests and performance-based assessments) disaggregated by race, ethnicity, gender, grade, and program (i.e., English Language Learner, special education, etc.), and identify achievement patterns.

The Research, Planning and Evaluation Department (RPE) will work with the Information Technology Department (IT) to provide all specified data, and will collaborate with the Curriculum, Instruction, and Professional Development Department (CIPD) to provide all professional development necessary for the data analysis.

The Instructional Support and Operations Department (ISO) will monitor to ensure that data analysis is thorough and complete.

Strategic Activity 1.1b

Each principal will lead the school community in the development of a school site plan. The plan will be based on: data-identified trends discovered as part of data analysis (described in 1.1a), SFUSD Content and Performance Standards, and research-based practices and culturally relevant strategies (such as extended learning time, small class size, TESA, etc.).

The Cabinet will designate a multi-departmental team to work with each principal to assist with development of the site plan.

ISO will review all site plans to ensure alignment with data analysis, SFUSD standards, best practices/culturally relevant strategies.

The Cabinet will review all site plans to assess aggregate site-identified needs for centralized services and will align department objectives to support those site-identified needs. Special focused support will be provided to under-performing schools.

Strategic Activity 1.1c

Each principal will implement the school site plan, ensuring that all stakeholders clearly understand their roles and responsibilities.

Central office departments will provide services to school sites to support plan implementation (as defined by Cabinet activity in 1.1b above).

The Cabinet will monitor principal satisfaction with delivery, responsiveness, and usefulness of services provided by central office departments (as indicated on the central office department survey).

The Superintendent, with support from the Cabinet, will ensure continuous improvement in delivery of central office departments' delivery of services to schools.

ISO will monitor site plan implementation at all sites for timeliness and effective execution.

Strategic Activity 1.1d

Each principal will meet with each teacher at his/her site to establish expectations and implementation targets for that teacher's classroom work. The principal will regularly (at least quarterly) informally observe each classroom for implementation of District standards, research-based practices, culturally relevant strategies, etc., as identified in the site plan. The principal will provide guidance and support to all teachers to ensure differentiated instruction that addresses the learning needs of all groups of students.

ISO, with assistance from CIPD, will provide guidance, models, protocols, and rubrics to be used in the observation of classrooms.

ISO will monitor to ensure that informal (as well as formal) observations are taking place.

Strategic Activity 1.1e

Each principal will implement professional development activities (including coaching and modeling appropriate behavior), as specified in the site plan, to build and support teacher capacity to address student needs.

CIPD, in cooperation with ISO, will assess site-identified needs in order to design and implement any needed centralized offerings for both administrators and teachers.

ISO will monitor to ensure that appropriate professional development takes place at all sites.

Strategic Activity 1.1f

Each principal will implement a structured professional development program that teaches culturally relevant strategies and that leads to more effective pedagogy through culturally relevant teaching, changes in the practices of administrators and staff, and increased sensitivity.

Each principal will engage in regular (at least quarterly) monitoring, through classroom observation and/or through surveys or other methods, to ensure institutionalization of the District's philosophical tenets and best practices relative to the "cultural competence" of all staff.

CIPD will support site-level efforts by developing a network of specialists/leaders recognized for their expertise in using culturally relevant teaching strategies.

The Cabinet will secure resources, expertise, and materials to make available to sites for conducting this program.

The Cabinet will assess common needs and direct appropriate District departments to deliver elements of the program, as needed.

ISO will review site plans to ensure the inclusion of appropriate activities and will monitor calendars and logs for compliance.

RPE and ISO will devise and implement a monitoring mechanism to assess changes in attitude and to measure progress of District cultural change toward alignment with the philosophical tenets.

OBJECTIVE 1.2

Increase the number of parents, families, and caregivers who are prepared with specific strategies and who use those strategies to support student learning.

Strategic Activity 1.2a

Each principal will ensure that parents, families and caregivers have access to the information they need to support and reinforce classroom learning at home. Each principal will secure materials and develop parent education activities to enable

parents, families, and caregivers to understand the Core Curriculum, Content and Performance Standards, effective teaching methods, etc.

CIPD will provide standardized program materials, information, and coaching to the sites to support their implementation of parent education activities (i.e., brochures explaining content and performance standards, information about how to reinforce curriculum at home, etc.).

The Parent Relations Office, together with PTA, Parent Centers, and other parent advisory groups, will provide information to sites about community resources that can be used to support parent education activities.

The Parent Relations Office will assess aggregate site needs and coordinate the development of standard templates, offerings, and information to support sites' parent education activities.

The Parent Relations Office, together with PTA, Parent Centers, and other parent advisory groups, will develop a monitoring system to assess parent understanding at each school of how to support and reinforce classroom learning, and will implement this monitoring system at least once per year.

OBJECTIVE 1.3

Increase the number of students at all levels (K-12) who are engaged in the learning process through participation in meaningful arts education programs, thereby building skills that support academic achievement.

Strategic Activity 1.3a

As part of the site planning process, each principal will assess the availability of and student use of meaningful arts education programming, both during school hours and through extended learning programs.

CIPD, together with ISO and the School Health Programs Department (SHP) will provide a comprehensive listing of student arts providers' offerings and enrollment.

CIPD will develop and disseminate guidelines for distinguishing "meaningful" arts programs.

ISO will monitor site plans for evidence of thorough assessment of the status of arts programming.

Strategic Activity 1.3b

As part of the site planning process, each principal will ensure that the school community considers the evidence of effectiveness of arts programs in engaging

students and developing skills that support academic achievement, and that the school considers augmenting arts programming at the site.

CIPD, together with RPE and ISO, will provide research data and guidance about “meaningful” arts education programs.

ISO, together with CIPD and SHP, will provide a comprehensive listing of youth arts providers and their offerings.

CIPD, together with ISO and the Every Child Can Learn Foundation (ECCLF), will work with the Arts Funders Collaborative to ensure that appropriate youth arts providers are funded to do their work at District school sites.

ISO, together with ECCLF, will advocate in the community for additional resources and funds to support meaningful arts education programming.

The Cabinet will ensure that arts programs offered through District-funded extended learning programs are aligned to District academic goals and standards.

ISO will monitor site plans for evidence of thoughtful planning for inclusion of arts programming.

OBJECTIVE 1.4

Increase the number of students at all levels (K-12) who participate in a sequenced set of age-appropriate School-to-Career (STC), service learning, and vocational/technical activities that provide real-life, real-work context for learning, thereby motivating them to achieve academic success through rigorous and relevant learning.

Strategic Activity 1.4a

As part of the site planning process, each principal will assess the availability and quality of STC, service learning, and vocational/technical activities offered at the site.

The Business and Community Development Department (BCD), together with ISO, CIPD, RPE, and the San Francisco School-to-Career Program (SFSTCP), will develop meaningful rubrics and appropriate benchmarks for measuring school site progress in implementing STC programs that effectively motivate and engage students, thereby leading to improved academic success.

ISO will monitor to ensure thorough and accurate assessment of STC, service learning, and vocational/technical programs.

Strategic Activity 1.4b

As part of the school site planning process, each principal will work with the school community to assess STC, service learning, and vocational/technical best practices and incorporate appropriate STC, service learning, and vocational/technical activities in the school site plan.

BCD and STC, service learning, and vocational/technical education, together with ISO, will ensure that curricular and instructional resources for STC, service learning, and vocational/technical best practices are made available to sites and are distributed at elementary, middle, and high school principals' meetings.

CIPD, in conjunction with ISO and the Leadership Connection, will plan appropriate professional development activities that will enable site principals to initiate and lead appropriate STC, service learning, and vocational/technical activities for their site.

RPE will provide school sites with research findings related to successful implementation of STC, service learning, and vocational/technical education.

BCD and STC, service learning, and vocational/technical education will make available to principals appropriate STC, service learning, and vocational/technical materials that explain to the various school community stakeholders the vision and mission of SFUSD's STC Initiative and the roles of the Partners in supporting school-based and workplace learning activities.

CIPD, in collaboration with BCD/STC, service learning, and vocational/technical education, will provide professional development opportunities related to STC, service learning, and vocational/technical education for school site councils and the partners working with them, so that they are able to effectively integrate work-based and school-based learning.

SFSTCP will ensure that all partners (business and other employers, labor, government, higher education institutions, non-profit community organizations, parent organizations, etc.) are aware of the possible ways they can contribute to supporting STC, service learning, and vocational/technical best practices at school sites. SFSTCP will actively solicit community contributions in support of needs identified in site plans, and will match contributions to site-identified needs.

ISO will monitor site plans for evidence that STC, service learning, and vocational/technical education plan elements will lead to progress, and will provide referral support for sites needing technical assistance.

Strategic Activity 1.4c

Each principal will identify a site-based team responsible for developing STC, service learning, and vocational/technical activities by connecting the school with STC, service learning, and vocational/technical partners and resources.

BCD/STC and SFSTCP will provide instructional and workplace learning resources to site-based STC, service learning, and vocational/technical teams that provide an array of career awareness and exploration activities, including speakers, job shadowing, workplace field studies, internships and teacher externships, and professional development opportunities conducted by outside providers.

CIPD will provide appropriate professional development opportunities linking standards-based curriculum and instructional strategies with STC, service learning, and vocational/technical school-based and workplace learning activities.

ISO will review and monitor implementation of STC, service learning, and vocational/technical site teams' planning and implementation.

Strategic Activity 1.4d

Each principal will monitor STC, service learning, and vocational/technical student data to ensure that all students are participating in appropriate STC, service learning, and vocational/technical activities.

BCD/STC, service learning, and vocational/technical education will provide student participation data for various workplace learning opportunities disaggregated by activity and school site.

RPE will provide professional development in understanding implications of STC, service learning, and vocational/technical data provided to school sites.

CIPD will support professional development activities for teachers of targeted student groups who are shown not to be taking advantage of STC, service learning, and vocational/technical workplace learning opportunities that are tied to curriculum content and performance standards.

ISO will provide examples of best practices that are research- and performance-based for possible replication at other school sites.

OBJECTIVE 1.5

Increase the number and percentage of English Language Learners who are redesignated as English Proficient Learners so that they achieve equal access to the District's general curriculum, honors, and AP classes.

Strategic Activity 1.5a

Upon the recommendation of the Superintendent, the SFUSD Board of Education will determine which performance level by grade band in the statewide English Language Development assessment should be adopted as the trigger for the redesignation of English Language Learners as English Proficient Learners.

The California Department of Education plans to open the first window of administration of the statewide English Language Development assessment from May to October 2001.

SFUSD's Bilingual Education and Language Academy will analyze the performance levels of each grade band (K-2, 3-5, 6-8, 9-12) in the statewide English Language Development assessment and will recommend to the Superintendent which performance level in each grade band should be adopted to trigger the redesignation of English Language Learners to English Proficient Learners.

Strategic Activity 1.5b

Each principal will work with his/her faculty members to develop and implement a redesignation plan to enable English Language Learners to become English Proficient Learners.

The Bilingual Education and Language Academy will develop model redesignation plans and will provide technical assistance to principals and schools.

The Bilingual Education and Language Academy will determine the window in the school year during which the English Language Development assessment will be administered to English Language Learners.

Each principal and his/her faculty will fully inform the parents of English Language Learners of the goals and expectations of the school's redesignation plan.

Strategic Activity 1.5c

Each principal will ensure that the instructional plans of faculty members are consistent with the school-wide redesignation plan.

Each principal will review the instructional plans of each faculty member and, as appropriate, suggest changes in instructional plans so that English Language Learners will achieve success after redesignation as English Proficient Learners.

Strategic Activity 1.5d

Each principal will increase the number and percentage of English Language Learners who are redesignated as English Proficient Learners.

Each principal will identify appropriate resources to assist faculty members whose English Language Learners are not achieving the performance level on the English Language Development assessment that is necessary to trigger redesignation.

GOAL TWO

Increase the enrollment and “success” of students of all races, ethnicities, and English Language Learner status in honors courses, District-wide and for each school, at the middle and high school levels.

OBJECTIVE 2.1

75% of students in each elementary school will be reading at grade level at the end of the year, as measured by a District-selected reading assessment.

Strategic Activity 2.1a

Each principal will implement a comprehensive literacy initiative focused on literacy development, at pre-K through grade 5.

The Cabinet, in consultation with CIPD, will identify a menu of comprehensive literacy initiatives by grade level that will then be available to school sites for implementation.

ISO, in conjunction with the Professional Development Council, will provide professional development to the principals and the schools regarding the comprehensive literacy initiatives that the schools may implement.

The Professional Development Council will develop collaborative networks of literacy specialists that will assist teacher and principal capacity in the area of literacy.

The Cabinet, in consultation with RPE and CIPD, will identify the appropriate assessment for monitoring student progress in reading.

ISO, RPE, and CIPD will provide professional development regarding the assessments to be used to monitor progress of students in reading.

IT and RPE will provide ISO and each school with the data regarding the results of each school’s assessments, disaggregated by race, ethnicity, and English Language Learner status.

Strategic Activity 2.1b

Each school will provide a series of Family Literacy workshops to provide families with:

- an understanding of literacy development;
- an understanding of skills helpful to advocating for their child throughout the child’s educational career; and
- an understanding of “honors” course offerings and programs and how to help their child succeed in such programs.

CIPD, Parent Relations, and RPE will provide standardized program materials, information, and coaching to implement family literacy workshops.

The Parent Relations Office, in consultation with CIPD and RPE, will develop a cadre of parent volunteers to provide leadership at each of the sites.

ISO will review the site plans to ensure appropriate planning and calendars/logs to verify implementation.

OBJECTIVE 2.2

Increase access to the most challenging learning activities designed to stimulate elementary students to work beyond the core curriculum.

Strategic Activity 2.2a

Each elementary school principal will ensure that extended learning opportunities are available for students of all races, ethnicities, and English Language Learner status.

The Gifted and Talented Education Department (GATE) will develop a menu of extended learning programs (i.e., expanding the Academic Talent Development Program to elementary schools) to be offered at all elementary schools to students representing all races, ethnicities, and English Language Learner status.

ISO will review site plans to determine and ensure inclusion of appropriate extended learning opportunities.

The Cabinet, in consultation with IT, will develop a plan to monitor and evaluate student participation in and to assess the results of extended learning programs.

The Cabinet will ensure coordination of after-school programs offered at or by SFUSD, and will ensure that academic components of these programs are aligned to SFUSD content and performance standards.

OBJECTIVE 2.3

100% of the middle and high schools will increase the placement of students (particularly of targeted students) in A-F and honors classes by 10% each year.

Strategic Activity 2.3a

Each middle and high school principal will ensure that the core curriculum is implemented at his or her school. Principals will monitor monthly lesson plans of all teachers to ensure alignment to core curriculum by grade level, and will incorporate teacher observation into their evaluation process.

CIPD and GATE will provide a menu of extended learning curricula and program ideas to all sites.

CIPD will provide professional development for teachers and principals focused on providing and augmenting the core curriculum through extended learning opportunities.

Strategic Activity 2.3b

Each middle and high school principal will include staffing for honors classes in the site plan and budget.

The Cabinet will ensure that, in developing the Weighted Student Formula, a priority will be consideration for expanding honors programs to all middle and high schools.

Strategic Activity 2.3c

Each middle and high school principal will ensure the use of multiple criteria for placing students in each honors and A-F class, so that participation of African American, Latino, and ELL students increases to statistically significant levels and to assure that honors and A-F classes are not racially identifiable.

IT will provide course enrollment data, disaggregated by race, ethnicity, and ELL status, to ISO prior to the start of each semester.

ISO will monitor each school's data prior to each semester to ensure that multiple criteria are being used to place students in honors classes.

Strategic Activity 2.3d

Each middle and high school principal will identify students in honors and A-F courses whose academic success is at risk and will provide their teachers with appropriate classroom support to ensure success. Examples of support structures that may be used are tutoring, peer advocates, and adult advocates.

CIPD and ISO will work with local universities to train student tutors.

ISO, the Special Education Department (SPED), SHP, and CIPD will develop an abbreviated individualized assessment and learning plan to support at-risk honors students, using the Student Success Team (SST) or Student Assistance Program (SAP) as a model. SST and SAP are designed to provide intervention and assistance in instructional/classroom practices to improve student success prior to referral for special education.

ISO will review with each principal the progress of all honors students at each report card period.

Strategic Activity 2.3e

Each principal will provide four sessions to provide parents, caregivers, and families with:

- an understanding of study skills;
- the skills helpful in advocating for their child throughout the child's educational career; and
- an understanding of "honors" and "A-F" courses and how to help their child succeed in those courses.

Parent Relations, Pupil Services, CIPD, and Parent Centers will provide parents, caregivers, and families with on-line materials related to the topics listed above.

Parent Relations Office, SHP, CIPD, Pupil Services, and Parent Centers will provide contact information for community resources.

ISO will ensure that appropriate activities are included in each site plan and will review calendar/logs for compliance.

Strategic Activity 2.3f

Each principal will develop programs recognizing academic success that include students of all races, ethnicities, and ELL status.

The Cabinet will continue and expand the successful African American and Latino Honor Roll programs as models, and will explore ways to recognize the successes of other student populations that have generally had lower levels of academic achievement, such as Filipino and Southeast Asian students.

The Cabinet will monitor academic recognition programs to ensure they are inclusive.

Strategic Activity 2.3g

Each principal will implement a structured professional development program that teaches culturally relevant strategies and results in increased sensitivity and changes in the practices of teachers, administrators and staff, which will lead to increased participation and success of students representing all races, ethnicities, and English Language Learner status in A-F and honors classes.

Each quarter, principals will monitor, through classroom observation and/or through surveys or other methods, to ensure institutionalization of the District's philosophical tenets and best practices relative to "cultural competence" of all staff.

CIPD will develop a network of specialists/leaders recognized for their expertise in using culturally relevant teaching strategies to support site-level efforts.

The Cabinet will secure resources, expertise, and materials to make available to sites for conducting this program.

The Cabinet will assess common needs and will direct appropriate District departments to deliver elements of the program as needed.

ISO will review site plans to ensure appropriate activities are included in the plans, and will monitor calendars and logs for compliance.

RPE and ISO will devise and implement a monitoring mechanism to assess changes in attitude and to measure the progress of District cultural change toward alignment with the philosophical tenets.

GOAL THREE

Increase the number and percentage of students of all races, ethnicities, and English Language Learner status taking and completing Advanced Placement (AP) courses, District-wide and at each school.

OBJECTIVE 3.1

All high schools will expand the offerings of and access to AP classes to all students so that the participation of African American, Latino, and ELL students will increase by statistically significant levels each year.

Strategic Activity 3.1a

Each middle and high school principal will ensure implementation of the core curriculum. Each principal will monitor monthly lesson plans of all teachers to ensure alignment to the core curriculum by grade level, and will incorporate teacher observation into their evaluation process.

CIPD and GATE will provide a menu of extended learning curricula and program ideas to all sites.

CIPD will provide professional development for teachers and principals focused on providing and augmenting the core curriculum through extended learning opportunities.

Strategic Activity 3.1b

Each high school principal will include staffing for AP classes in the site plan and budget.

The Cabinet will ensure that, in developing the Weighted Student Formula, weighted priority will be given to consideration for expanding honors programs to all middle and high schools.

Strategic Activity 3.1c

Each middle and high school principal will ensure that multiple criteria are used for placing students in each AP class, so that participation of African American, Latino, and ELL students will increase by statistically significant levels each year.

IT will provide course enrollment data, disaggregated by race, ethnicity, and ELL status, to ISO prior to the start of each semester.

ISO will monitor prior to each semester for compliance.

Strategic Activity 3.1d

Each principal will schedule and ensure that the PSAT and/or the Golden State Exam is administered to all 9th grade students.

RPE will provide training and materials for the administration of the PSAT.

ISO will ensure the PSAT is administered to all 9th grade students.

GOAL FOUR

Increase the number and percentage of students of all races, ethnicities, and English Language Learner status taking AP exams and earning a 3 or better on the exams, District-wide and at each school.

OBJECTIVE 4.1

All students taking AP courses will earn a 3 or better score on AP exams, and a “B” or better grade in AP courses.

Strategic Activity 4.1a

Each high school principal will develop and implement a structured support program for AP students aimed at their achieving a 3 or better score on AP exams and a “B” or better in AP courses.

The Cabinet, together with universities, businesses, and other partners, will secure support resources, such as test preparation partnership programs with College Board grants.

IT will provide AP exam score data and grade reports, by school, to ISO for review.

ISO will monitor participation and progress on AP exams for each school, disaggregated by race, ethnicity, and ELL status, in order to measure attainment of this objective.

Each high school principal will ensure that, prior to the administration of AP exams, AP instructors implement a structured coaching and exam preparation program.

Strategic Activity 4.1b

Each high school principal will identify AP students whose academic success is at risk and will provide their teachers with appropriate classroom support to ensure student success. Support structures may include tutoring, peer advocates, and adult advocates.

CIPD and ISO will inventory and coordinate existing tutoring programs, and will work with local universities to train student tutors.

ISO, SPED, SHP, and CIPD will develop an abbreviated individualized assessment and learning plan, using the SST/SAP as a model, to support at-risk honors students.

ISO will review with each principal the progress of all AP students at each report card period.

Strategic Activity 4.1c

Each school will provide four sessions to provide parents, families, and caregivers with:

- an understanding of study skills;
- an understanding of the skills needed to advocate for their child throughout the child's educational career; and
- an understanding of AP classes and of how to help their child succeed in those classes.

The Parent Relations Office, Pupil Services, CIPD, and Parent Centers will provide parents, families, and caregivers with on-line materials related to the topics listed above.

The Parent Relations Office, SHP, CIPD, Pupil Services, and Parent Centers will provide contact information for community resources.

ISO will ensure that appropriate activities are included in the site plan and will review calendar/logs for compliance.

Strategic Activity 4.1d

Each principal will develop recognition programs for academic success that will include students representing all races, ethnicities, and ELL status.

The Cabinet will continue and expand the successful African American and Latino Honor Roll programs as models, and will explore ways to recognize the successes of other student populations that have generally had lower levels of academic achievement, such as Filipino and Southeast Asian students.

The Cabinet will monitor academic recognition programs to ensure they are inclusive.

Strategic Activity 4.1e

Each principal will implement a structured professional development program that teaches culturally relevant strategies and results in increased sensitivity and changes in the practices of teachers, administrators and staff, and that leads to increased participation and success of students representing all races, ethnicities, and ELL status in AP classes.

Each principal will monitor quarterly, through classroom observation and/or through surveys or other methods, to ensure institutionalization of the District's philosophical tenets and best practices relative to the "cultural competence" of all staff.

CIPD will develop a network of specialists/leaders recognized for their expertise in using culturally relevant teaching strategies to support site-level efforts.

The Cabinet will secure resources, expertise, and materials to make available to sites for conducting this program.

The Cabinet will assess common needs and direct appropriate District departments to deliver elements of the program as needed.

ISO will review site plans to ensure appropriate activities are included, and will monitor calendars and logs for compliance.

RPE and ISO will devise and implement a monitoring mechanism to assess changes in attitude and to measure progress of District cultural change toward alignment with the philosophical tenets.

GOAL FIVE

Decrease the overrepresentation of students from specific racial/ethnic groups and English Language Learner status in special education programs to the extent practicable by eliminating inappropriate referrals to and placements in such programs, both District-wide and at each school.

OBJECTIVE 5.1

All schools will consistently implement the Student Success Team (SST) process or the Student Assistance Program (SAP). SST and SAP are designed to provide intervention and assistance in instructional/classroom practices to improve student success prior to referral for special education.

Strategic Activity 5.1a

Each principal will ensure that all teachers and other staff are aware of and use the activities, resources, and intervention strategies available throughout the District to assist students before and during the referral process.

ISO will assess site knowledge of SST process and data, available interventions, and site historical data about the numbers of students referred to special education for each site.

Based on the above assessment, ISO will identify specific issues, by site, that trigger referrals. ISO will create a template for facilitated discussion at each site that will include: types of referrals, reasons for referral, interventions tried, resources that could be redirected, and resources/assistance/consultation needed. ISO will assist the site in obtaining needed resources, assistance, consultation, and training.

ISO, in conjunction with IT, will provide to sites appropriate technology support for guidance through the SST/SAP process using best practices (SST Tool).

ISO and the Private Industry Council (PIC) will utilize the SST log form and the SST Tool to improve data tracking on student referrals by site, so that resources and assistance needs can be identified, developed, and targeted to sites most in need.

ISO will identify common site needs for professional development and other support and will develop training and support offerings based on these needs.

ISO will monitor quarterly the SST/SAP documentation from each school site to ensure appropriate representation and use of best practices, and to recommend additional professional development based on aggregate needs of sites.

Strategic Activity 5.1b

Each principal will maintain a trained and effective SST/SAP team, consistent with the guidelines outlined in the District's 2000-2001 Corrective Action Plan for Special Education.

ISO will assist sites by developing and providing support for the implementation of:

- strategies, modifications, supports, resources, and timelines for monitoring student outcomes, including for ELL students and for those with diverse learning styles;
- screening devices, such as authentic assignments as described in District Content and Performance Standards; and
- modification of the general education program, using the Adapting Curriculum and Modifying Instruction manual.

ISO, SHP, and CIPD will collectively provide professional development on best practices for SST/SAP implementation.

ISO, in conjunction with IT, will provide sites with appropriate technology support for guidance through the SST/SAP processes using best practices.

ISO, PIC and SHP will monitor quarterly the SST/SAP documentation from each school site to ensure appropriate representation on the team and to identify the need for alternative programs in general education.

Strategic Activity 5.1c

Each principal will ensure that a broad range of intervention strategies and classroom management strategies is available to, and used by, teachers at the site.

The Cabinet will ensure that all appropriate District departments provide and update intervention strategies and classroom management strategies to a centralized, coordinated, automated strategies data base that is accessible by teachers at all school sites.

IT will provide support for automation of a centralized strategies data base as part of the SST Tool.

ISO, in conjunction with SPed and SHP, will monitor SST/SAP documentation to ensure that a range of strategies is being considered and used, across classrooms and sites, and to recommend additional alternatives based on needs identified through this review.

OBJECTIVE 5.2

The number of students inappropriately referred for special education assessment for behavioral reasons will be reduced by 50% within three years of establishing criteria and baseline data.

Strategic Activity 5.2a

Each principal will implement a structured professional development program that teaches culturally relevant strategies and results in enhanced sensitivity and in changes in the practice of teachers, administrators and staff, and that leads to an increase in the ability to distinguish poor instruction, socioeconomic factors, cultural attributes, etc., from disability.

Each principal will engage in regular (at least quarterly) monitoring, through classroom observation and/or through surveys or other methods, to ensure institutionalization of the District's philosophical tenets and best practices relative to "cultural competence" of all staff.

CIPD will develop a network of specialists/leaders recognized for their expertise in using culturally relevant teaching strategies to support site-level efforts.

The Cabinet will secure resources, expertise, and materials to make available to sites for conducting this program.

The Cabinet will assess common needs and will direct appropriate District departments to deliver elements of the program as needed.

ISO will review site plans to ensure appropriate activities are included, and will monitor calendars and logs for compliance.

RPE and ISO will devise and implement a monitoring mechanism to assess changes in attitude and to measure progress of District cultural change toward alignment with philosophical tenets.

Strategic Activity 5.2b

Each principal will ensure that a broad range of intervention strategies and classroom management strategies is available to and used by teachers at the site.

The Cabinet will ensure that all appropriate District departments provide and update intervention strategies and classroom management strategies to a centralized, coordinated, automated strategies data base that is accessible by teachers at all school sites.

IT will ensure support for automation of a centralized strategies data base as part of the SST Tool.

ISO, in conjunction with SPed and SHP, will monitor SST/SAP documentation to ensure that a range of strategies is being considered and used across classrooms and sites, and will recommend additional alternatives based on needs identified through this review.

GOAL SIX

Increase the exit rates for students of all races, ethnicities, and English Language Learner status from special education programs, District-wide and at each school.

OBJECTIVE 6.1

The District will operate in compliance with all Federal and State regulations and policies governing special education.

Strategic Activity 6.1a

Each principal will ensure compliance with all aspects of Federal and State regulations governing special education.

IT, SPED, and ISO will design and implement a data tracking system to monitor the timeliness of referrals, assessments, initiation of services, and supports identified through IEPs, reevaluations, and all other timing issues associated with service delivery. In addition, the system will track completeness of IEP components, process, notifications, etc., as outlined in SFUSD's 2000-2001 Corrective Action Plan for Special Education.

Based on data provided by the new tracking system (outlined above), SPED and ISO will monitor to ensure that all sites are in compliance and will offer assistance and support for both monitoring and compliance, as outlined in SFUSD's 2000-2001 Corrective Action Plan for Special Education.

The Superintendent, with support from the Cabinet, will ensure that the necessary resources are available to carry out the plans outlined in the 2000-2001 Corrective Action Plan for Special Education.

The Superintendent, with support from the Cabinet, will review all "out-of-compliance" situations quarterly, and will take corrective actions (as outlined in the 2000-2001 Corrective Action Plan for Special Education, as well as others as needed).

OBJECTIVE 6.2

The District will clearly define the process for moving special education students through mainstreaming with the goal of exiting them from special education services and will articulate this process to all SFUSD teachers, administrators, and staff.

Strategic Activity 6.2a

Each principal will ensure that documentation of the process for exiting students from special education is distributed to all teachers and other site staff.

SPEd will draft and present to the Cabinet for adoption a clear definition of the processes for least restrictive environment, mainstreaming, and exiting students from special education (based on all legal requirements).

After adoption, each Cabinet member will ensure that these processes are articulated clearly within his/her department.

ISO will monitor to ensure annual distribution to all school sites.

Strategic Activity 6.2b

Each principal will ensure that all teachers understand and implement the processes for least restrictive environment, mainstreaming, and for exiting students from special education.

CIPD, in conjunction with ISO and SPED, will provide to all sites professional development designed to clarify the exit process. This training will include a walk-through of the process, two case examples, and identification of specific students who may potentially exit the program.

ISO will monitor understanding of the processes by periodically spot-checking with teachers.

Based on the processes developed, ISO and SPED will review documentation of at least two students from each school site each semester who may be eligible to exit the program.

GOAL SEVEN

Increase the attendance rates for students of all races, ethnicities, and English Language Learner status, District-wide and at each school, so that the attendance rate for students of each race, ethnicity, and English Language Learner status at every school is at least 98 percent.

OBJECTIVE 7.1

The attendance rate for each school, including in-class attendance, for students representing all races, ethnicities, and ELL status will increase by 5% each year for the next three years.

Strategic Activity 7.1a

Each principal will monitor on a monthly basis student attendance for each teacher by class, will analyze the attendance rate for each teacher by class, and will determine whether any intervention is necessary for each class to reach the attendance objective. The principal will report to the ISO the interventions taken by the school to reach the attendance objective.

IT will provide the ISO and each principal with monthly attendance reports for each teacher by class, disaggregated by race, ethnicity, and ELL status.

ISO will meet with principals, on at least a monthly basis, to review each school's attendance rates and any interventions that the principals are implementing in order to reach the attendance objective.

Strategic Activity 7.1b

Each principal will provide leadership so that each teacher implements best practices, interventions, and strategies to motivate students to attend class.

ISO, in conjunction with CIPD, will provide professional development to schools regarding best practices, particularly relating to cultural diversity, interventions, and strategies to motivate students to attend class.

ISO will review the site plan for each school to determine whether that plan includes best practices, interventions, and strategies to motivate students to attend class.

Strategic Activity 7.1c

Each principal will ensure that all students have access to programs, such as arts and school-to-career (STC) programs, that are proven to engage and motivate students, thereby leading to improved attendance and academic success.

The Cabinet will ensure the viability of the infrastructure needed by all school sites to engage the community in support of these programs.

CIPD, together with RPE and ISO, will provide research data and guidance about characteristics of successful arts education and STC programs.

The Cabinet, together with BCD and ECCLF, will advocate for community support for these programs.

ISO will monitor site plans for evidence of thoughtful planning for inclusion of arts and STC programming.

Strategic Activity 7.1d

Each principal will determine whether students are not enrolling in or attending school because of safety in the neighborhood and will notify the ISO of any such problems.

ISO will work with any principal who identifies a problem with students not attending school because of safety in the neighborhood. Together they will work with the San Francisco Police Department, Muni, and other community agencies to help develop a plan to provide for safe corridors so that students can travel safely to and from school.

Strategic Activity 7.1e

As part of the site plan, each principal will develop a plan for communicating with parents, families, and caregivers regarding student attendance expectations and progress. This plan will include an attendance component at parent orientations, outreach (such as home visits in the event of excessive absence), and telephone calls to the parent or caregiver within 24 hours of a student absence.

ISO will review all site plans to ensure inclusion of a plan for communicating with parents, families, and caregivers regarding student attendance expectations and progress, and will monitor implementation of this plan.

OBJECTIVE 7.2

The drop out rate at each middle and high school will be reduced by 10% per year for the next three years for students representing all races, ethnicities, and ELL status.

Strategic Activity 7.2a

Each principal will identify students who are likely to drop out of school and will develop and implement, as part of the school site plan, a plan that includes strategies to prevent students from dropping out.

IT will provide each principal and ISO the necessary data, disaggregated by race, ethnicity, and ELL status and by grade, to identify students who are

likely to drop out and to develop a plan to prevent students from dropping out.

ISO, in conjunction with CIPD, will provide professional development regarding research on preventing drop outs.

ISO will monitor implementation of the plan to prevent drop outs.

GOAL EIGHT

Decrease the suspension rates for non-expulsionable offenses for students of all races, ethnicities, and English Language Learner status, District-wide and for each school.

OBJECTIVE 8.1

The suspension rate for non-expulsionable offenses will be no more than 5% overall and for each racial/ethnic and ELL student population in the schools. Schools with a rate above 5% will reduce it by 20% per year for the next three years.

Strategic Activity 8.1a

As part of the site plan, each principal will develop and implement a suspension reduction program that includes a teacher monitoring component.

Pupil Services and CIPD will provide to all sites a menu of effective suspension reduction programs.

Each month, Pupil Services will provide to ISO current data on suspensions for non-expulsionable offenses.

CIPD will provide school site personnel (administrators, teachers and counselors) with training on effective classroom management techniques and on sensitivity regarding race, class, and culture.

As part of regular ISO principal meetings, ISO will promote discussion of alternatives to suspension in order to provide principals with a repertoire of alternative strategies for addressing behavior issues.

ISO will monitor implementation of the plan on a monthly basis.

Strategic Activity 8.1b

Each principal will implement a structured professional development program that teaches culturally relevant strategies and results in enhanced sensitivity and changes in the practices of teachers, administrators and staff, and that leads to a decrease in the suspension rate for non-expulsionable offenses.

Each principal will engage in regular (at least quarterly) monitoring, through classroom observation and/or through surveys or other methods, to ensure institutionalization of the District's philosophical tenets and best practices relative to "cultural competence" of all staff.

CIPD will develop a network of specialists/leaders recognized for their expertise in using culturally relevant teaching strategies to support site-level efforts.

The Cabinet will secure resources, expertise, and materials to make available to sites for conducting this program.

The Cabinet will assess common needs and will direct appropriate District departments to deliver elements of the program as needed.

ISO will review site plans to ensure inclusion of appropriate activities, and will monitor calendars and logs for compliance.

RPE and ISO will devise and implement a monitoring mechanism to assess changes in attitude and to measure progress of District cultural change toward alignment with philosophical tenets.

GOAL NINE

Increase the number and percentage of qualified, diverse teachers, District-wide and at each school, particularly at targeted schools. Targeted schools are those with a high number or percentage of low-performing students. A qualified teacher is defined as one who has:

- content-area expertise
- pedagogical expertise (certification)
- cultural competencies
- classroom experience (5 years)

OBJECTIVE 9.1

The District will increase the representation of qualified and diverse teachers District-wide by 20% each year.

- Teacher quality may be measured and compared in the following categories: appropriate credentials, advanced degrees (content specialization), years of teaching experience, continuing professional development activity, and student academic gains.

Strategic Activity 9.1a

Each school will develop and implement a clear teacher-recruitment process.

The District Human Resources Department will develop and implement an active, aggressive, clear recruitment process.

- The Department will work with United Educators of San Francisco, United Administrators of San Francisco, Latin American Teachers Association, Association of Chinese Teachers, Association of Filipino Teachers, and other interested teacher groups to improve the recruitment process.
- A comprehensive personnel database, which will include teachers' entry level data and continuing professional growth data, will be established by August 2001.
- Outreach activities will be initiated two months earlier than under the present timeline.
- The recruitment outreach contacts for 2001-2002 will be twice those from the previous year.

Strategic Activity 9.1b

Each school will ensure that support is provided for all new teachers, through on-site informal support structures, as well as through participation in the Peer Assistance and Review Program (PAR) or Beginning Teacher Support Program (BTSA).

The Human Resources Department, in conjunction with the Office of Teacher Affairs being formed this school year to coordinate services and support for teachers, will provide a comprehensive, sustained induction and support program for new teachers.

- A new teachers' institute will be held in August 2001.
- By August 2001, each new teacher will be matched with a PAR coach or a BTSA support provider.
- By September 2001, each teacher will have completed her/his individual growth plan.
- By January 2002, teachers and their support providers will evaluate the progress toward the goals specified in the individual growth plans.
- By June 2002, each teacher will submit her/his professional growth hours to the Human Resources Department.
- Schools will implement successful professional development models on teacher expectations and student achievement (e.g., TESA).

Strategic Activity 9.1c

Each school will increase teacher retention through participation in specific incentive initiatives.

The Office of Teacher Affairs will coordinate and will provide information and support in the following areas:

- Housing opportunities and
- Financial incentives for specific activities.

OBJECTIVE 9.2

SFUSD will increase the representation of diverse and qualified teachers at targeted schools by 33% each year.

- Teacher quality may be measured and compared in the following categories: appropriate credentials, advanced degrees (content specialization), years of teaching experience, years of service in the targeted school, continuing professional development activity linked to school improvement goals, and student academic gains.

The District Human Resources Department will collaborate with the Office of Teacher Affairs and individual schools to develop and implement a teacher assignment system that will proportionately Distribute qualified teachers to match student needs. For example, if the District has a pool of 10%

emergency-credential teachers, then each targeted school would have no more than 10% emergency-credential teachers.

- In March 2001, Human Resources will report to the Superintendent the current distribution of teachers (according to the quality teacher characteristics) at the targeted schools.
- SFUSD will create differentiated contracts that provide incentives/sanctions to encourage qualified teachers to stay in targeted schools.
- SFUSD will provide significant incentives for teachers who stay in hard-to-staff schools; the District will identify revenue sources to provide incentives to experienced and highly qualified teachers to transfer to targeted school sites.

OBJECTIVE 9.3

SFUSD will increase the racial and ethnic diversity of the faculty at each school to reflect the diversity of the faculty District-wide.

Strategic Activity 9.3a

Through the strategic activities identified above, the District will increase the number of schools with faculties that reasonably reflect the racial and ethnic diversity of the District-wide faculty within a range of plus or minus five percentage points each year.

Strategic Activity 9.3b

The District will work collaboratively with teacher unions to develop a workable plan to enhance faculty diversity at every SFUSD school.

II. EQUITY IN ALLOCATION OF RESOURCES

The District has developed several interrelated strategies to equitably allocate resources in the District while simultaneously improving the broadly defined diversity of SFUSD schools and addressing problems of within-school segregation of students.

As Subsection A discusses, the District must address equity concerns regarding the adequacy of its facilities and the geographic distribution of facility capacity. To fund educational equity improvements and program diversification, Subsection B addresses a recommended change in budgets for school sites. The District also has developed recommendations – discussed in Subsection C – to improve the equitable distribution of and access to special programs such as special education, language acquisition, gifted and talented, and “theme” programs. As programs are refined and improved, the District simultaneously will improve school outreach and promotion strategies, as outlined in Subsection D, so that families will learn about and choose a wider range of SFUSD schools. Finally, the District has developed a new student assignment methodology, which is addressed in Subsection E, to enhance the diversity (broadly defined) of school populations. Each of these interrelated components will be furthered by the District’s plan to improve educational outcomes.

Implementation of many of the strategies described below has already begun, while others will be further refined in the coming year. Full implementation is envisioned to require a three-to-five-year time period to achieve the District’s goal of offering high-quality, effective programs at each SFUSD school that will attract and retain students based on students’ diverse interests and needs.

A. FACILITIES

Need for Change. Analysis of the District’s school facilities reveals a pattern of inequitable conditions and practices in several areas. A pattern of disparate facility conditions associated with the racial and ethnic identity of some SFUSD schools was found, in which some schools that are located in high African American or Latino areas of the city, or that have high African American or Latino enrollment, exhibit less educational adequacy in terms of the condition, maintenance, and structural aspects of their facilities than do facilities enrolling low levels of African American and Latino students. For example, a facility appraisal that rated a sample of 27 SFUSD schools on building and site adequacy, maintenance, and the degree to which SFUSD had followed through on identified capital needs found considerable racial/ethnic disparity. Schools in the African American group (in the Bayview/Hunters Point area) and the Latino group (in the

Mission area) received nearly identical average scores of 854 and 855, respectively, on a scale where the maximum score was 1,400. The randomly selected comparison group of schools, however, averaged 921 points – about 75 points higher.

Additionally, a pattern of disparate allocation of capacity and “bungalows” (portable or mobile buildings) has been identified. Schools in some parts of the city have significantly more seats than students residing in the surrounding neighborhood, while other areas of the city have far fewer seats than students residing nearby. For example, the neighborhood with the highest percentage and number of African American SFUSD students – Bayview/Hunters Point – has 3,400 fewer seats than SFUSD students residing in the neighborhood. By contrast, the Lake Merced/Mount Davidson area (28% white and just 9% African American students) has 4,000 more seats than student residents. Currently, students living in areas with insufficient capacity are often included in “satellite zones” assigned to schools in other parts of town. These satellite zones disproportionately impact African American and Latino students. Thus, half of the “satellite zones” were predominantly African American in Spring 1999, compared to African Americans’ overall enrollment of just 16%. During that same period, Latino students predominated in 28% of the satellite zones, though Latino students comprise only 22% of the SFUSD population. This pattern, which is either created or exacerbated by specific District action or inaction, deprives some SFUSD students of the opportunity to attend a school close to home.

Another aspect of the inequitable pattern of capacity and bungalow distribution is that some school facilities are significantly underutilized, while others operate at or above building capacity or have been allowed to increase enrollment to the point that a sizeable fleet of “bungalows” or portable classrooms is necessary to house educational programs. These capacity allocations benefit students who live in high-capacity areas, because they are more likely to be able to attend a school near their home, and disadvantage students who live in areas with insufficient numbers of school seats, because they are more likely to need to travel longer distances to school.

Recommendations. The District has developed a number of recommendations, discussed in the subsections below

1. Space Utilization, Reconstruction, and Renovation

The District will examine its utilization of facility space throughout the District, guided by the goal of achieving equitable access to adequate facilities for all students. The District will seek to provide adequate distribution of seats in all parts of the city so that students residing in all areas will have access to schools reasonably close to their homes, should they prefer that option. As the District

improves equitable distribution of special programs, discussed elsewhere in the Draft Comprehensive Plan, some of this disparity will be addressed. The District will also develop fair principles for the allocation and use of portable facilities. Location or movement of bungalows will require agreement between school-site and District-level administration, the SFUSD facilities department, and the District operations department for the appropriate level (elementary, middle, or high).

As a necessary correlate to its space utilization review, the District will develop a new long-range facilities master plan that will include a renovation and modernization schedule to address disparate facility adequacy and capacity needs across the District. In developing the new master facilities plan, the District will review unmet facility needs, represented by the difference between prior facility need identification by SFUSD and the degree to which these needs have been addressed through bond, state funds, and other funding sources. The District will also review and revise current practices for determining school capacity in all areas of the city so that students will have equitable access to effective school options close to home. In some cases, this may require that the facility master plan include the addition of seats at an existing school or in a particular area of the city. In other cases, existing excess capacity at a school or in an area of the city may result in facility projects in that school/area receiving a lower action priority.

As part of the long-range planning process, the District will develop a revised list of facility standards addressing such topics as accessibility for students with disabilities, custodial services, classroom and lighting modernization, replacement of unsafe or outdated playground equipment, scheduling of routine and deferred maintenance, and upgrade of mechanical and electrical systems. In prioritizing facilities for action under the new facilities master plan, SFUSD will give special attention to facilities that most diverge from the revised facility standards.

The long-range plan will include a fair and equitable process to be used when it is necessary to make decisions for siting and building new schools, for modernizing and adding to existing schools, and for closing existing schools.

The District will adjust the proposed capital expenditure schedule and formula allocation and will seek funding to permit disparate facility conditions to be addressed.

The District will also seek to return leased bungalows, which will offer the possibility of realizing cost savings and freeing some funds for long-term facility improvement needs, while also investing in the District's asset base. This will stimulate the shifting of populations to underutilized facilities.

The District will move some District-level departments to underutilized school facilities, particularly where the department's focus can enhance educational quality at the school. For example, to develop McAteer High School as a model for the implementation of best teaching practices, the District will relocate the math/science/technology components of the District's Curriculum, Instruction, and Professional Development Department to McAteer, thus allowing these staff members to assist McAteer staff in improving teaching and learning for McAteer students. Likewise, the District will evaluate moving other parts of the Curriculum, Instruction, and Professional Development staff to low-performing schools or schools that are launching or seeking to enhance specialized themes.

2. Facility Maintenance

At some SFUSD schools, the level of building maintenance and repair has been unacceptably low. Analysis has shown that, at least in some cases, poor maintenance conditions are found at schools with high African American and Latino enrollment compared to better conditions at schools without such populations. Some SFUSD schools have also experienced pest infestations and other problems associated with inadequate ongoing maintenance and repair.

To address the District's backlog of facility maintenance requests and repair needs, the District will add 28 custodians to the District's custodial staff. The District will also assess its current pest control vendor.

3. Environmental Concerns

Toxic/hazardous environmental conditions have been documented in SFUSD schools, including asbestos, lead in paint and water, and air quality concerns. These conditions have been or are in the process of being remediated. The District is also in the process of hiring a full-time environmental hygienist to ensure the timely coordination and completion of these projects. This person should be on board in the District by Summer 2001.

The State Consent Decree Monitor and community-generated studies have recently raised concerns about asthma and other health problems among students at Malcolm X Elementary and other schools in the Bayview/Hunters Point area. The District has alerted its environmental consultant to this situation but an environmental assessment has not yet been conducted. The District will support the creation of a working group of health professionals, community leaders from Bayview/Hunters Point, officials from other governmental agencies, and District staff to review prior studies, determine if additional research is needed, and develop action plans.

B. WEIGHTED STUDENT FORMULA

The District is currently exploring potential implementation of a “Weighted Student Formula” (WSF), a method of distributing resources to schools and determining budgets for school-based expenditures. At this time the Administration does not believe the District is prepared to implement the WSF fully in all schools by next school year. However, a recommendation was made to the District’s Board of Education to implement on a pilot basis a Site-Based Budgeting initiative, which incorporates an aspect of the WSF, as early as next school year with a limited number of schools.

If fully implemented, the WSF would change current policy in two important ways. First, it would allow school sites more flexibility than the current system, called the “Staffing Ratios” model. Through Staffing Ratios, the central office basically directs school sites to spend resources in particular ways. In contrast, each school site under a WSF would receive a budget denominated in dollars instead of staff positions and would decide what staff and non-staff items to purchase with those dollars. Under this approach, schools would have more room to design and implement programs that match their specific characteristics and needs. Central administration would help and monitor schools in a number of important ways, but it would share more decisions with principals and local school teams. This aspect of the WSF can be referred to as Site-Based Budgeting, and it is on this aspect that the Administration recommends moving forward on a pilot basis for next school year.

A second important change under the WSF would be that resources would be distributed based on the specific needs of each SFUSD student. It is understood that different students have different educational needs, which often mean educational services with different associated costs. A new Weighted Student Formula could reflect these varying needs by channeling funds based on the presence in schools of specific student characteristics. A Weighted Student Formula Committee has been meeting since October 2000 to develop recommendations regarding the design aspects of a Weighted Student Formula, such as identifying student characteristics and relative weights that would determine funding levels. Recommendations regarding the use of budgetary allocations, beginning with School Year 2002-2003, based on weighted student characteristics will be brought at a future date to the Board of Education.

During the pilot phase, each school in the pilot group will receive a dollar-denominated budget equivalent to its staffing allocation, plus an additional amount per student, while other schools will continue to be staffed from Unrestricted General Funds based on the traditional Staffing Ratios for School Year

2001-2002. (The staffing allocation would be converted to dollars using a schedule of District-wide average salaries.) The school's principal and School Site Council (SSC) would then decide over the course of several weeks what staff and non-staff amounts to budget with this allocation. During this period, training and technical assistance would be provided to SSC representatives from participating pilot schools. Each school's decisions would be expressed in the school's site plan and budget, which would be subject to review by appropriate District administrators. Staff and services that are presently provided through centrally budgeted funds (such as Special Education) would continue to be provided District-wide without claim on unrestricted general fund site budgets of participating schools. Additionally, State and Federal categorical funds would continue to be provided to sites according to traditional budget allocation methods.

Up to twenty to twenty-five schools could participate in the pilot group, depending on the number of interested schools. Participation would be voluntary. Eighty percent (80%) of a school's School Site Council members would have to certify that they support participating in the pilot implementation of Site-Based Budgeting. The schools that would be most likely to have successful experiences in the pilot program are those with reasonably well-functioning SSCs, or those whose current members are committed to working together on Site-Based Budgeting and other important exercises. Considerations would also be given to selecting a representative group of schools across school divisions, of various sizes, and in different geographic locations. In addition to the additional per-student allocation, benefits to participating schools would include the opportunity to become familiar with the Site-Based Budgeting process more quickly and to be better prepared for a future District-wide implementation of a similar policy.

C. PROGRAM PLACEMENT AND DEFINITION

Programs are defined as those educational services that provide specialized instruction, often (but not always) for students who have specialized learning needs. The most formal program offerings include:

- special education services for students with specific disabilities;
- English Language Learner (ELL) services for limited- and non-English speaking students;
- extended learning opportunities for high-ability and high-achieving students;
- alternative/magnet programs; and
- newcomer programs for recent immigrant students.

Less formal programs include such programs as specialized instruction in the arts, pre-school programs, after/before school programs, year-round schedule, specific school-to-career pathways, K-8 programs, and small schools.

Need for Change. The program placement committee identified several concerns regarding placement of programs.

- Equitable access and distribution is at issue as to some programs such as gifted, special education, and language programs, with students in some areas lacking equitable access at schools near their home to certain program offerings.
- The State Consent Decree Monitor has found that in-school segregation in certain schools is caused by the placement of English Language Learner programs in those schools.
- Some programs, including some special education programs, lack program continuity within a school or, where appropriate, from one level to another (that is, from elementary to middle, and from middle to high).
- Many schools lack a sufficiently defined focus or high-quality program to attract and retain students and staff, and some schools are not selected by parents in part because they lack a well-defined program to address student needs and interests and to improve academic achievement.

Recommendations. Equitable access to programs and services for all students, in all parts of the city, is a primary goal of the SFUSD placement/assignment system. Overall, quality programs should be available at every SFUSD school so that every SFUSD student has access to a challenging, high-quality education. In developing these recommendations, the program placement

committee considered the educational rationale and goals of different programs, the need to boost academic excellence for students of all races, ethnicities, English Language Learner status, and other characteristics, including preferences expressed by students and parents, equitable geographic distribution of programs, school capacities, the need to create diverse student enrollments along multiple diversity criteria, and fiscal implications.

The SFUSD program placement committee has developed recommendations regarding the placement of alternative/magnet programs, special education programs, bilingual programs, and certain county programs. The District will phase in these recommendations over the next five school years, beginning with the 2001-02 School Year.

The SFUSD program placement committee will remain in place throughout the duration of the Comprehensive Plan in order to continue to evaluate whether additional changes in the placement of programs are warranted to achieve equitable distribution of and access to these programs.

1. Special Education

Need for Change. Data reviewed by the program placement committee showed that African American students and, to a lesser extent Latino and white students, are generally overrepresented in special education programs than their overall enrollment levels in SFUSD, while Chinese students are underrepresented in receiving special education services. In Spring 2000, African American students made up 30% of special education students though only 16% of SFUSD enrollment, while Latino students were 24% of those enrolled in special education but only 22% of SFUSD enrollment, and white students were 16% of the special education students and 12% of the overall enrollment. By contrast, Chinese students constituted only 13% of special education enrollment even though they made up 29% of the student body.

Of particular concern, the data showed that African American students are most likely to be placed in segregated or “self-contained” classrooms consisting only of special education students, which SFUSD refers to as “Special Day Classes,” while white or Chinese special education students are more likely to be “mainstreamed” or included with the general student population. Special education data from Spring 2000 and enrollment counts for 1999-2000 show this pattern. While African American students were 15.6% of SFUSD’s enrollment overall, they made up 36% of special education students in Special Day Classes, 29% of Resource Class students (in which either the special education student exits the regular education class to receive special supplemental services, or a “resource specialist” spends time in the regular education class to support the special education student), and 42% of special education students in non-public programs. By contrast, African

American students were mainstreamed at a rate comparable to their overall student enrollment – making up 15% of special education students in “Inclusion” programs and 18% of Speech and Language program students. On the other hand, white students were the largest special education population placed in Inclusion classes (30% of Inclusion students though only 11.7% of SFUSD enrollment), followed by Chinese (21% of Inclusion students compared to 29.3% enrollment) and Latino (18% of Inclusion students and 21.5% of enrollment) students.

Special education programs have not been equitably distributed through the District. Most Special Day Classes, which are disproportionately African American, are located in the northeast and southeast quadrants, while few, especially Learning Disabled (LD) and SLI (Speech/Language Impaired) classes, are on the west side of the city. Further, most LD classes have historically been located in schools that are low performing and deemed less desirable by parents, because these were the schools with available excess capacity. By contrast, Inclusion programs have been equitably distributed in high- and low-performing schools and schools viewed by parents as desirable and less desirable.

The committee reviewed data regarding additional equity concerns regarding special education. There has been a lack of continuity in elementary special education programs, which adversely impacts students who spend several years in one school and then must move to a different school to continue the program, and also reduces the opportunity for inclusion of special education students in mainstream classes. This lack of continuity disproportionately impacts African American students, who are overrepresented in the more restrictive, non-Inclusion classes.

Although many IEPs call for “small protected” settings, there are few such programs in the middle schools. At the high school level, alternative schools have been slow to include special education students. Lowell High has had an LD class only for the past two years. Wallenberg High has no Special Day classes for LD, ED, or SLI.

Recommendations. The committee developed specific recommendations to equitably distribute Special Day Class programs in all geographic quadrants of the city, including placement of such programs in the Richmond area and at alternative schools. These recommendations increase the opportunity for students to attend a single school for grades K-5, and also improve the opportunities for mainstreaming and inclusion in the regular classroom program. For the 2001-02 School Year, the recommendations are to:

Move two ED K-2 classes from McKinley Elementary in the Haight/Duboce area to Cabrillo Elementary in the Outer Richmond area so that Cabrillo will have continuous ED classes in grades K-5.

Move one Learning Handicapped (LH) class for grades 3-5 from Francis Scott Key Elementary in the Outer Sunset area to Peabody Elementary in the Inner Richmond neighborhood.

Move one K-2 LH class from Francis Scott Key Elementary to Cobb Elementary. This will create a K-5 Slingerland LH program at Cobb.

This will leave Francis Scott Key Elementary (in the Outer Sunset area) with four Special Day Classes and will create an I-Talk K-5 continuum at Key.

The following schools will gain inclusion programs beginning in the 2001-02 School Year:

Elementary – Alamo, J.Y. Chin, Miraloma

Middle – Francisco (ED program), Everett, Visitacion Valley (an on-site day treatment program in collaboration with the city mental health center)

High – Burton (LD/ED program), Lowell (SLI program), Mission

2. English Language Learner and Language Acquisition Programs

Current Language Programs. The District now provides several kinds of language programs, some aimed at developing competency in English for “English Language Learners” (ELL students) and others designed to teach another language to students who speak only English. Some programs include both groups – English-only and ELL students.

Currently, English-only students can participate in two kinds of programs. In the “total immersion” program at Alice Fong Yu K-8, English-only students learn Cantonese through instruction in Cantonese as well as English, with the proportion of Cantonese instruction increasing in successive grades. In “two-way immersion” programs, both English-only and ELL students receive instruction in English and in another language. The District now operates “two-way” programs in Cantonese, Korean, and Spanish.

The District now provides ELL services through three kinds of programs, with parental choice and seat-availability determining the program in which a particular ELL student participates. (Additionally, parents may choose not to receive any special ELL services.)

First, ELL students may participate in the two-way immersion programs just described in Cantonese (West Portal Elementary, Marina, and Hoover Middle), Spanish (Alvarado, Buena Vista, and Fairmount Elementaries, and Lick and Hoover Middle), and Korean (Lilienthal K-8).

Second, in Dual Language Enrichment (DLE) programs, ELL students access the curriculum largely through their primary language. In the current school year, SFUSD offers DLE programs for Chinese speakers at 30 elementary schools, four middle schools, and four high schools. Spanish DLE programs are offered at 27 elementary schools, six middle schools, and four high schools. Filipino DLE programs are provided at three elementary schools, one middle school, and one high school. DLE programs include those provided in three elementary “newcomer” centers – the Mission Education Center offering Spanish DLE, the Filipino Education Center offering Filipino DLE, and the Chinese Education Center offering Chinese DLE.

Third, over half of the ELL students in the District participate in “Intensive English” programs in which English Language Learners access the curriculum in English with special instructional support, sometimes known as “English as a Second Language” programs.

Need for Change. Analysis of the schools that have become increasingly racially and ethnically isolated over the past several years revealed that, in a number of instances, the placement of language acquisition programs either caused, or significantly contributed to, racial isolation at the school. The state Consent Decree Monitor and the Consent Decree Advisory Committee also have reported serious and continued concerns regarding SFUSD ELL programs in terms of the quality of education provided in the programs, the creation of segregated classrooms through the separation of ELL students from the general student population and through internal division by language, and the creation of segregated schools through placement of single race/ethnicity language programs. Among the concerns raised have been that ELL programs in some circumstances: (1) pursue significantly different educational approaches and instructional models seemingly because of happenstance (such as language skills and preferences of available faculty) rather than educational design; (2) offer instruction exclusively in English even though the class ostensibly is language-segregated to permit maintenance of the students’ primary language; (3) retain students for unnecessarily long periods in segregated classroom environments even after students are fully English proficient; (4) fail to provide some ELL students with access to a challenging curriculum; and (5) fail to formally assess the academic progress of English Language Learners.

Many of these identified problems relate to DLE programs, in which – as currently implemented by SFUSD – students are generally segregated by language for nearly all of the instructional day, accessing the curriculum almost

entirely through their primary language with only limited “circling” in which ELL students are integrated with English speakers for about an hour per day for a general education subject, such as social studies. Current DLE programs at the elementary level include the following at schools with 45% or higher of one ethnicity as of the Fall 2000 official enrollment counts:

- Chinese DLE programs in the Chinatown/North Beach area at John Yehall Chin (66% Chinese), Gordon J. Lau (55.4% Chinese), Garfield (53.7% Chinese), Yick Wo Alternative (53.1% Chinese), Jean Parker (51.5% Chinese), and Sherman (50.2% Chinese).
- Chinese DLE programs in the Sunset and Richmond areas at RL Stevenson (53.6% Chinese), Frank McCoppin (53.2% Chinese), Francis Scott Key (52.5% Chinese), Sunset (49.5% Chinese), Ulloa (49% Chinese), George Peabody (47.6% Chinese), and Cabrillo (47.3% Chinese).
- Spanish DLE programs in the Mission area at Bryant (63.7% Latino), Cesar Chavez (60% Latino), Sanchez (53.9% Latino), Flynn (57.4% Latino), and George Moscone (46.5% Latino), and in the southern part of the city at Cleveland (51.3% Latino) and Junipero Serra (49% Latino).
- Each of the elementary level education centers offers a DLE program and exceeds the 45% benchmark: a Filipino DLE program at the Filipino Education Center (100% Filipino); a Spanish DLE program at the Mission Education Center (94% Latino); and a Chinese DLE program at the Chinese Education Center (100% Chinese enrollment at the school).

The committee also reviewed data regarding operations of the District’s four newcomer schools and considered concerns identified by the Consent Decree Advisory Committee, Consent Decree Monitor, and others.

All of the newcomer centers currently have very low enrollment, although enrollment tends to fluctuate more than at other schools. The Chinese Education Center’s average enrollment over the course of the 1999-2000 School Year was 70 students; its enrollment on the Fall 2000 official count date was 43 students and as of mid-January 2001 was 61 students; the Chinese Education Center’s highest enrollment point (on official count dates) was 195 in 1987-88. The Filipino Education Center likewise has low enrollment – its average enrollment during 1999-2000 was only 32 students; its official Fall 2000 enrollment count was 58 students and it had gained two more students by January 2001; and its high enrollment point was 182 students in 1984-85. The Mission Education Center’s average enrollment during 1999-2000 was 80 students; its official Fall 2000

enrollment count was 117 students and 126 students in mid-January 2001; and its high enrollment point was 282 students in 1986-87. Newcomer High had 339 students on the official count date in Fall 2000 and had its highest enrollment point at 558 students in 1989-90.

Low enrollment at the newcomer centers – combined with having separate facilities and staffing – results in higher per pupil costs than regular education programs. District analysis of per-pupil spending in Fall 2000 indicated that, while the overall elementary-level spending on instructional and administrative staff was \$3,024, the per-pupil spending for these categories at the Chinese Education Center was \$6,183, at the Filipino Education Center was \$5,093, and at the Mission Education Center was \$4,517. Incorporating data on the costs of operating separate facilities (including such costs as building, maintenance, utilities, and on-site custodial and food service staffs) would reveal even greater disparities given the low student enrollment at the education centers. For example, staff, utilities, and maintenance costs of the Filipino Education Center was about \$10,700 per pupil based on the average 1999-2000 enrollment of 32 students, while the Chinese Education Center had a per-pupil cost of \$6,117 based on 1999-2000 enrollment, and the Mission Education Center had a per-pupil cost of about \$7,600, also based on average 1999-2000 enrollment.

The committee reviewed information showing that students attending the four newcomer centers lack access to many specialized programs offered at regular curriculum schools. These programs – for example, gifted and talented offerings or honors programs – cannot cost-effectively be duplicated at each center given their very low enrollments.

Some newcomer programs have retained students for longer than one year. At the Filipino Education Center, 32 of the 60 students enrolled this year have been placed at the Center for three or more years. The U.S. Department of Education's Office for Civil Rights has found that Districts that choose to operate "newcomer centers" for English Language Learners should not retain students in these centers for more than one year because of the ethnic segregation created by such centers and because newcomer centers provide only limited access to the full-range of educational opportunities, including special education services, gifted and honors programs, and special themed educational programs.

Recommendations. San Francisco has had a historic and passionate commitment to educating non-English speakers and celebrating language diversity. The recommendations in this Working Draft of the Comprehensive Plan are designed to respond to identified concerns while strengthening, not weakening, the quality of education for English Language Learners.

The committee reviewed those schools that host language acquisition programs, as well as the School District's overall approach to language programs, to

determine how the placement and educational strategy of language programs could be modified to address the problems identified above.

Recommendation to Establish a Taskforce on English Language Learner and Language Acquisition Programs. The committee recommends that a “Taskforce on English Language Learner and Language Acquisition Programs” be established, under the Superintendent’s direction, to develop a District-wide plan for language acquisition programs that will provide consistency, appropriate English language acquisition instruction, transition to English fluency, challenging curricula, and the opportunity to learn in a diverse setting. The Taskforce should include all the affected SFUSD departments (including staff from the language department, school-level departments for elementary, middle and high schools, the curriculum and instruction office, and research and planning) and should also obtain the assistance of external experts in the development of sound educational programs for English Language Learners. The Taskforce should solicit input from the SFUSD community as a whole, including teachers, parents, immigrant advocacy groups, and others.

The Taskforce should complete its work in sufficient time that the Superintendent can take its recommendation to the Board by December 1, 2001. The resulting English language acquisition strategy, policy, and plan should be ready for full implementation by Fall 2002, with pilot programs to begin in January 2002, and programs phased in to the degree possible during the 2001-02 School Year.

In developing a District-wide plan, the Taskforce should consider legal requirements and guidance for English Language Learner programs derived from: the consent decree in San Francisco NAACP v. SFUSD, the Lau v. Nichols case, Proposition 227, California state regulations and administrative guidelines, Title VI of the federal Civil Rights Act of 1964, and guidelines from the U.S. Department of Education’s Office for Civil Rights. The Taskforce also should consider the state’s currently planned development of a statewide English Language Development test, and the method by which that test should be integrated with the District’s ELL programs.

The placement committee recommends that the Taskforce endorse, and the District establish, the following overall goals for language acquisition programs, and particularly for modification of the Dual Language Enrichment programs:

- Provide appropriate instruction throughout the District to meet the language needs of students new to the United States and/or with limited English proficiency.
- Minimize segregation based upon students’ primary language and increase integration of English Language Learners into the general curriculum.

- Help students acquire and use English promptly and attain English proficiency in understanding, speaking, reading, and writing, including by limiting the time ELL students spend in “newcomer” programs to no more than one year.
- Ensure that English Language Learners have appropriate access to the District’s special educational services and programs, such as gifted and talented, special education, and alternative/magnet schools.
- Develop procedures and criteria for timely determination of when students no longer need ELL services to participate meaningfully in the general curriculum, including guidelines for redesignation of students as fluent in English.
- Once ELL students have gained sufficient English language skills, continue educational progress through English language instruction with appropriate, limited maintenance of the student’s primary language, except where students participate in specifically designed and academically challenging full immersion or two-way immersion programs.
- Recognize that for early grades (K through 2), research supports the proposition that literacy instruction likely should be in the primary language.
- Offer academically challenging and educationally sound programs in all language acquisition and maintenance programs.

In summary, the committee recommends that the Taskforce on ELL and Language Acquisition Programs consider replacing the current Dual Language Enrichment model with one in which students receive most instruction in integrated classrooms with English speakers and have only limited “circling” time for instruction in the primary language. For grades K-2, literacy and language arts classes would likely be in the primary language, while for grades 3 and up, primary language classes might be limited to a period per day for language maintenance purposes.

In light of declining enrollment in the Education Centers, the need to ensure provision of a challenging curriculum, particularly at the middle and high school levels, past retention of students by newcomer centers for more than one year, and other issues, the Taskforce on English Language Learner and Language Acquisition Programs should review the centers prior to September 1, 2001 to determine how to address these concerns.

The committee recommends that full immersion and two-way immersion programs continue, as many of these programs are successful and are fairly integrated with students fluent in the focus language and English speakers of

different racial and ethnic backgrounds. However, some immersion programs need to improve recruitment efforts to attract more diverse pools of participating students.

The committee should also consider creation of a two-way immersion program in Filipino (Tagalog). Parents of Filipino Education Center students and others in the Filipino community have expressed interest in the creation of such a program to maintain Filipino language skills.

The committee further recommends that the Taskforce on English Language Learner and Language Acquisition Programs review and consider recommendations from the Consent Decree Advisory Committee and the Consent Decree Monitor, including that:

- SFUSD should end the “severe administrative separation” of bilingual, Title I, and Consent Decree programs, all three of which are often operating in a single school. SFUSD should enhance the coordination of school resources aimed at equalizing educational opportunity.
- SFUSD provide staff development programs addressing the content of the “Cross Cultural Language and Academic Development” (CLAD) and/or “Bilingual Cross Cultural Language and Academic Development (BCLAD) certification programs, which are now offered to all new teacher candidates in California. This staff development would be provided to all SFUSD educators who do not already have CLAD or BCLAD certifications or their equivalent.

Recommendations for Immediate Relocation of Language Programs.

The committee has developed some specific recommendations related to schools in which the placement of English Language Learner programs has been reported to create school and/or classroom segregation. The following recommendations also took into consideration the current enrollment in language classes.

- At the following elementary schools, the Spanish ELD classes will be reconfigured for the 2001-02 School Year so that the students will not be receiving services in a separate classroom – Bryant, G. Moscone, Cesar Chavez, Marshall, Sanchez. These schools have disproportionately high Latino enrollment, so reducing the number of set-aside seats occupied by Latino students receiving Spanish ELD services will potentially improve the diversity of the schools.
- Consent Decree Monitor Stuart Biegel has repeatedly reported the in-school segregation of students as a result of ELL programs at Golden Gate elementary school. It is the recommendation of the committee that Spanish ELD class at Golden Gate be phased out and any incoming students requiring those services be placed at other schools with Spanish

ELD classes. Currently Webster Elementary is in the process of implementing an in-school, cross-classroom integration model to address similar problems. The principals at these two schools will work collaboratively with District-level staff to determine how to integrate remaining Chinese ELD students with the general student body.

Recommendation Regarding Language Assessment of New SFUSD Students. The committee recommends that the assessment function of the Educational Placement Center, under which new SFUSD students are assessed for language abilities during initial intake at the parent center, should be moved to the Multilingual Department. This will permit more consistent and in-depth assessments, and will improve the identification of student needs.

3. Development of Magnet/Alternative Schools and School Themes to Attract Students and Staff

Need for Change. Too many SFUSD schools lack attractive and high-quality educational programs. This is shown by some schools' unacceptably high rates of academic failure, unacceptably low rates of attendance, underenrollment, and lack of applications during the annual enrollment period. The lack of racial, ethnic, and other diversity at some schools can also be seen as evidence of those schools' failure to offer a satisfying and enriching program.

The program placement committee reviewed the location of alternative/magnet programs, the enrollment in these programs, and program continuity from the elementary to middle and middle to high school levels. The committee also considered the need to develop strong themes at many SFUSD schools in order to provide engaging academic opportunities and to attract diverse student enrollments.

Recommendations. Based on this review, the committee has recommended that the following programs and school themes be developed. The Superintendent, Cabinet, and school-level departments (elementary, middle, and high) will determine equitable placement of new programs and themes, taking into account whether schools are currently providing popular and successful programs, the need to attract diverse student populations to a school, school capacity, distribution of exciting programs throughout the District, and fiscal implications.

- Development of magnet arts programs at the elementary (Bret Harte ES) and middle school (Potrero Hill MS) levels. SFUSD has submitted an application for funding for these new programs under the federal Magnet Schools Assistance Program, with magnet development activities to occur during the 2001-02 School Year and program commencement in Fall 2002. The schools selected are currently

underenrolled and located in the southeast quadrant of the city. Both have disproportionate racial/ethnic enrollments compared to the District's overall enrollment, with Bret Harte having 50.4% African American and 29.2% Latino enrollment, while Potrero Hill has 39.8% Latino and 31.7% African American students. By creating elementary and middle-level arts programs at these schools, the District will accomplish a number of objectives. The new magnets will increase the opportunity for African American, Latino, and low socioeconomic status students to participate in an exciting arts program, will attract a more diverse student body to these two schools, and will also enhance utilization of these facilities. The District will also increase the likelihood that African American, Latino, and low socioeconomic status students who participate in the elementary and middle-level arts magnets will apply and be admitted to the District's existing arts high school, the School of the Arts (SOTA), which has disproportionately high (39.3%) white enrollment.

- Development of academically challenging International Baccalaureate programs, initially at one elementary, one middle, and one high school.
- Creation of at least one Montessori program at an elementary school.
- Replication of the successful teacher "Lab School" now operating at John Muir Elementary at the middle and high school levels. Currently at John Muir, educational degree candidates work as student teachers during the school day and take college classes on-site after school hours. The committee recommends that similar teacher training programs be sited at one middle and one high school. The District has initiated conversations with the teacher preparation program at a local university, as well as with the United Educators of San Francisco, to develop a "Teacher Academy" at McAteer High School. The Teacher Academy will serve as the location for teacher development for the District and will include veteran teachers as coaches. To further develop McAteer as a model for the implementation of best teaching practices, the District will relocate the math/science/technology components of the District's Curriculum, Instruction, and Professional Development Department to McAteer, thus providing increased support to McAteer staff in improving teaching and learning for McAteer students.
- Creation of a K-5 foreign language academy, with later expansion to K-8, in which instruction is offered in five major world languages. Program development work is substantially complete.

- Exploration of the creation of a medical/health professions magnet at one or more high schools. Such successful, popular programs in other school Districts offer students the opportunity to explore their interest in medicine, dentistry, veterinary science, nursing, and other health-related occupations through a challenging health-oriented educational program and internship opportunities with health-care and medical providers.
- Exploration of relocation of the Japanese Bilingual-Bicultural Program (JBBP) from DeAvila Elementary to Ben Franklin Middle School starting in the 2001-02 School Year. This potential relocation will provide the program with more space, allowing it to increase its enrollment. This will also help Ben Franklin Middle, which has experienced declining enrollment, in building its multicultural program.
- Exploration of measures that could permit expansion of the two-way Spanish immersion program at Buena Vista Elementary to K-8. The program is currently over capacity, and the school lacks space to increase enrollment.
- Exploration of placing the Urban Pioneer Program, currently housed at McAteer High, to a more appropriate site for the 2001-02 School Year.

Throughout the five-year duration of the Comprehensive Plan, the SFUSD program placement committee will continue to evaluate development of additional school themes, magnets, and alternative programs to achieve equitable distribution of and access to these programs for all SFUSD students. Some specific program placement issues that the committee will further explore are:

- The placement of county programs, such as Phoenix High School, Youth Treatment/Education Court Impact Project, and Phoenix Middle and Pupil Services. The committee has reviewed data showing that space utilization and facilities for these programs needs improvement, but further analysis is required. The District is currently collaborating with representatives from the Mayor's Office to determine whether some of these programs could be related during the school day to community-based organizations that primarily use their space in the evenings.
- The placement of programs for homeless students, and the sufficiency of services for these students.
- The program placement committee will examine the findings of the proposed space utilization study, discussed in Section II(A) above.

The committee will consider whether some reconfiguration of elementary school grade structures is warranted to address space limitations. As a result of the state's class-size reduction requirements, under which K through 2 classes are limited to 20 students, many elementary schools faced dramatic increase in capacity needs. Bungalows were leased to accommodate class-size reduction at many elementary schools. However, few if any bungalows were added in the Bayview/Hunters Point area, limiting the access of that area's children to neighborhood schools. These children are now transported to many different schools and frequently spend over an hour on the bus. One potential response to these conditions is to reconfigure grade structures of close-by schools so that one would serve as a "primary elementary school" serving grades K-2 and one as an "intermediate elementary school" serving grades 3-6. This option would only be feasible, however, if one of the schools has excess capacity.

4. Gifted and Talented Education, Advanced Placement, and Honors Courses

Need for Change. The program placement committee reviewed data and analyses showing that Gifted and Talented Education (GATE), as well as honors and Advanced Placement (AP) courses, continue to have highly disproportionate participation by students of different ethnicities (with African American and Latino students participating at far lower rates than white or Chinese students) and continue to be offered around the District in a pattern of inequitable access.

Recommendations. The committee recommends that the District convene a GATE and Advanced Learning Taskforce in Spring 2001 to investigate and make recommendations regarding the GATE program and the provision of advanced academic offerings. The Taskforce will complete its work by September 2001, with implementation to be phased in, to the extent possible, during the 2001-02 School Year, and fully by Fall 2002. The Taskforce should include representatives from the GATE office, the school-level operations departments for elementary, middle, and high schools, the curriculum and instruction office, and research and planning, and it should also solicit input from GATE parents, teachers, principals at schools throughout SFUSD, and others. The Taskforce should consider such issues as identification of GATE students, the nature and location of program services, and service delivery. Specific considerations related to middle school honors and high school AP courses are addressed below.

a. Honors Courses at the Middle School Level. At the middle school level, SFUSD's curriculum offering for GATE-identified students is the provision of "honors" courses.

In June 1997, the Board of Education enacted a resolution calling for the availability of honors courses at every middle school in SFUSD. The program placement committee determined, however, that nearly all honors courses are offered at middle schools on the west side of the city. Moreover, it is only these west-side schools that now provide a comprehensive honors program (honors courses in language arts, mathematics, science, and social studies). By contrast, middle schools on the east side of the city – which generally have higher enrollment of African American, Latino, and lower socioeconomic status students – offer only a handful of honors courses.

The disparate pattern of honors course availability in part results from student placement decisions. The District Student Placement Office has implemented a practice of reserving more seats for GATE-identified students in some middle schools than there are GATE-identified students in a school's attendance area, with significantly more seats being set aside for GATE students at three middle schools on the west side. This, in combination with the concentration of honors classes in these three schools as well as several others, has had the effect of increasing the GATE-identified enrollment at schools on the west side of the city (particularly at the three middle schools), by drawing GATE-identified students from schools in other parts of the city. Although ensuring that students with specialized learning needs, such as GATE-identified students, have access to appropriate instructional programs is a key responsibility of the District, the current situation is one of inequitable access.

An additional concern raised by the reserved GATE seats is that the three middle schools with significantly more seats reserved for GATE-identified students already experience beyond-capacity enrollment from their attendance areas. When GATE-identified students from outside the attendance area fill seats in these schools, they displace attendance area students who must enroll in other schools.

In accordance with District Board policy, the committee recommends the development of comprehensive honors programs at all middle schools, and that steps be taken to ensure that honors programs are equitably distributed throughout the city.

b. AP Courses at the High School Level. Data reviewed by the committee showed that Advanced Placement courses are disproportionately available at schools with low African American and Latino enrollment, while many high schools with average or high levels of African American and Latino students have few or no AP courses.

As an interim response to this disparate access to AP courses, the District will pilot a “Distance Learning” strategy at two high schools that will provide increased access to AP courses. Beginning in Fall 2001, the necessary infrastructure, internet connections, AP course software, and appropriate distance learning model will be in place at the targeted schools.

D. STUDENT RECRUITMENT

Need for Change. Effective school promotion and student recruitment are critical to ensuring that all students have equitable access to information about and enrollment in schools, and to attracting and retaining a diverse student body for each school. During Fall 2000, the student placement committee reviewed the District's existing student application process and determined that the District lacked any District-wide plan to recruit students to schools. Application levels to some schools were low, even when the school was providing a good educational program. The committee determined that many parents did not understand the enrollment process, and found the enrollment form confusing and excessively complex. Additionally, many parents found it difficult to travel to the sole student assignment site, which is located in SFUSD's downtown headquarters. The committee also determined that African American students have historically participated at lower rates in the school application process.

Recommendations. The goal of the District's efforts will be to recruit a diverse pool of student applicants to each school, drawn by schools' distinctive and challenging educational programs and students' own diverse and varying interests. Some recruitment strategies will be implemented by District-level staff while others will be implemented at the school level with support from District-level staff. Of course, recruitment does not exist in a vacuum – SFUSD and site administrators and faculty also must develop and maintain high quality educational programs at each school, and must provide adequate facilities, faculty, and resources in order to attract and retain students and faculty. These other efforts are discussed elsewhere in this Working Draft of the Comprehensive Plan.

One of the key District-level recruitment strategies is opening additional parent information centers at strategic locations in the city with the goal of making the application and enrollment process more accessible to parents, and thereby encouraging enrollment in SFUSD schools. For the 2001-02 application period, in addition to the central office location at 555 Franklin Street (near City Hall), three centers were opened and accepted applications: at the African-American Parent/Cultural Center in Bayview-Hunters Point, the Mission Education Center in the Mission District, and the Chinese Education Center in Chinatown. This past fall and in future recruitment periods, parent information centers will have extended hours to accommodate all types of family schedules.

Another key strategy that was implemented for the 2001-02 enrollment period was to simplify the enrollment application and provide more attractive and useful information on SFUSD's schools and the enrollment process. The application itself was redesigned to: (1) reduce the amount of information requested (it now is presented on an 8.5"x11" form instead of the prior 8.5"x14" form); (2) be more visually accessible; (3) provide more straightforward directions;

and (4) respond to the essential questions parents ask when completing the forms. Initial anecdotal feedback at a parent roundtable meeting was that the changes were successful in making the enrollment process more accessible to parents.

Throughout each recruitment period, the District will monitor applications to ensure that students from throughout SFUSD – including students of all ethnicities, races, and English Language Learner status – are participating in the process. Corrective actions will be taken if students in some areas or having some characteristics are found to be participating at lower rates.

Other District-level strategies designed to broadly recruit students throughout the city and encourage enrollment in all SFUSD schools include the following, many of which were implemented in the recruitment period for 2001-01 and will be continued in future years:

- Make enrollment and school information readily available to all parents through effective use of brochures, posters, and other materials, with the recruitment centerpiece being an attractive, readily understandable brochure that explains the application process and highlights each SFUSD school. The District will also design campaign posters in three languages and will place them throughout the community, such as at neighborhood stores, churches, health clinics, immigration advocacy agencies, hospitals, and supermarkets.
- Host and widely publicize an annual fair in the fall showcasing all schools in the District in order to provide parents with the opportunity to learn about programs and services offered at different schools and to meet school principals and teachers (until Fall 2000, only middle and high schools conducted annual fall fairs for this purpose).
- Provide professional development to school-based staff regarding strategies for marketing each school's programs and special features to prospective parents (as detailed below).
- Utilize media and technology to communicate with parents about programs in SFUSD schools (as detailed below).
- Encourage principals to develop and implement strategies and campaigns to recruit diverse student populations by incorporating monitoring and review of recruitment activities into principal evaluations and/or by providing incentives tied to measurable outcomes.

Strategies utilizing media and technology to be employed at the District level include the following:

- Work with the Chronicle, Examiner and San Jose Mercury (San Francisco edition) to highlight the opening of the SFUSD application period and the annual school fair.
- Advertise the enrollment application period and process through eye-catching advertisements in community newspapers and announcements in media that serve particular geographic areas of the city or particular communities, such as El Mensajero Spanish Newspaper, KSOL 98.9 FM/Spanish Station, SingTao, World Journal, Channel 26, Sun Reporter, and Bayview News.
- Develop news releases for newspaper, radio, and television about the annual enrollment season.
- Place application information, such as enrollment period dates, school descriptions, an explanation of the enrollment process, and frequently asked questions and answers, prominently on SFUSD's website and widely publicize the website's existence.
- Work with schools to develop their own websites that promote each school and provide resource links for families.
- Send enrollment information to parents who attend the annual fair and request further information.

Some recruitment activities will vary by level, and may involve efforts both by an individual school and District-level staff. For example, at the elementary level, outreach efforts might include:

- Mailing posters, bookmarks, and enrollment applications to all private co-op, Pre-K, daycare and SFUSD Child Development Centers, as well as to locations that will reach children who may not be enrolled in preschool programs, such as health centers, clinics, and pediatrician offices.
- Having school staff host informational meetings and provide specific information and outreach – for example, helping parents complete applications – at nearby childcare programs.
- Inviting the heads of nearby preschool and daycare programs to visit individual elementary schools.

- Inviting neighborhood preschool programs to make “field trips” to the school or attend school events.

To reach out to parents of promoted 5th grade students, the District will mail pre-printed applications to all parents of current 5th grade students and will send information to private schools on SFUSD’s application process. The District will also reach out to parents of promoted 8th grade students by mailing pre-printed applications to all parents of current 8th grade students, by generating a list of 8th grade students that have grades or test scores that indicate they could qualify for Lowell and communicating with these students and their parents, and by working with middle schools counselors so they can help 8th grade students access the application process for Lowell and other San Francisco high schools.

The District also will assist schools in developing and implementing strategies to promote their unique educational program and to recruit students. Among the successful strategies already being used by some SFUSD schools are the following:

- Developing a school logo or slogan for use on brochures, posters, and other materials.
- Developing interesting and informative school brochures that describe the school’s unique features, educational vision, and goals, and that welcome parent contact and questions.
- Developing and regularly updating visually exciting and useful school websites that parents will want to visit, for example, to view student artwork or to access links to sites helpful for homework.
- Conducting organized efforts during the enrollment application period to promote the school, for example, by posting application information on the school website, putting colorful banners up at the school, and distributing applications.
- Encouraging potential students and families to visit the school for open houses, tours, classroom visits, and special events relevant to the school (for example, a session on making the transition to middle school).
- Regularly publishing a school-wide newsletter for distribution to community groups, libraries, retail locations, real estate offices, and other locations visited by families with children.
- Setting up a parent center at the school to promote parent involvement and to provide a central spot for information distribution (for example,

stocked with enrollment applications, brochures on summer camps, health information, homework tips, etc.).

- Engaging in activities that can gain the school a high, positive profile in the community. For example, school events such as theater performances, art displays, and mural projects can be publicized to the community through posters, announcements in community newspapers, and mailings to local community groups or churches. Schools might notify local newspapers of special school activities like a Halloween Parade or science fairs and could suggest they send a photographer. The school might display student art work and school information in the windows of neighborhood shopping centers, at art fairs, street fairs, libraries, and community centers, and could also encourage classes and school groups (chorus, dance) to perform at neighborhood centers.
- Establishing a partnership and communication structure that includes community-based groups in the attendance area, local businesses, and other educational institutions. Working with neighborhood and community groups on projects and issues of concern can help build positive relations with families.
- Including school promotion/recruitment in class or club projects, such as having students plan how to distribute the school newsletter and then implement their plan.

E. THE PROCESS AND METHODOLOGY FOR STUDENT ASSIGNMENT

Need for Change. Pursuant to the 1999 settlement in Ho v. SFUSD, SFUSD was charged with developing a new student assignment plan consistent with the settlement's criteria, and providing the new plan to the San Francisco NAACP, the Ho plaintiffs, and the State Superintendent of Public Instruction for review. This section of the Working Draft of the Comprehensive Plan accomplishes these aspects of the Ho settlement.

In devising a new student assignment plan, the parties to the settlement acknowledged that SFUSD has the duty and authority to determine lawful criteria for admission to San Francisco public schools. Further, the parties acknowledged that in setting admissions criteria, state and federal law provide that District officials may consider many factors, including the desire to promote residential, geographic, economic, racial, and ethnic diversity in all SFUSD schools. However, according to the settlement, race or ethnicity may not be the primary or predominant consideration in determining such admissions criteria. The settlement reserved the possibility that students could be admitted or assigned based on their race or ethnicity as related to students' language needs or otherwise to assure compliance with controlling federal or state law. Further, the parties recognized that identifiable racial or ethnic concentrations in a school could adversely impact SFUSD's educational goals and programs. The Ho settlement also did not disturb SFUSD's continuing obligations and goals under ¶ 12 of the Consent Decree to eliminate the racial or ethnic identifiability and segregation of its schools, programs, and classrooms, and to achieve the broadest practicable distribution throughout the system of students from the various racial and ethnic groups that comprise SFUSD's student population.

The District believes that multi-faceted enrollment diversity benefits all SFUSD students and that certain concentrations of student characteristics that can create undue educational hardship. These considerations are further discussed in the next two subsections.

School segregation has significantly increased in SFUSD in the 1990s, and further accelerated following the 1999 Ho settlement.

- In 1998-99, the last year of operation of the Consent Decree's original requirements that no regular enrollment school have more than 45% enrollment of one race or ethnicity and no alternative school have more than 40% enrollment of one race or ethnicity, 35% of the District's schools – 39 out of 112 schools – actually violated the Consent Decree requirements, with 34 schools having racially or ethnically identifiable student bodies (45% or higher of one racial or ethnic group).

- With the termination of the Consent Decree requirements, even more schools have become dominated by enrollment of one racial or ethnic group. In Fall 1999 and Fall 2000, about 42% of the District's schools (46 in 1999 and 48 in 2000) had student bodies composed of 45% or more of one racial/ethnic group.
- Data on the rapidly rising segregation levels in incoming classes in the District's elementary, middle, and high schools, reported by SFUSD in its annual report to the court and by the Consent Decree Monitor, demonstrates that many more schools will soon have overall enrollment that is 50%, 60%, or higher of one race or ethnicity. Moreover, if a school is racially or ethnically identifiable, classes and programs within the school are more likely to be racially or ethnically identifiable.

Recommendations. The principal recommendation in the student assignment area is adoption of a new student assignment methodology. The proposed new methodology is designed to equitably assign students to schools and incorporates several important considerations: parent choice among SFUSD schools, sibling attendance at the same schools, enrollment diversity defined to include multiple characteristics, avoidance of concentrations of student characteristics that can create undue educational hardship, attendance at a school close to home, and access to programs that meet specialized learning needs. These considerations are elaborated upon in subsection 1 below. The new student assignment methodology is described in subsection 2.

As detailed below, under the new methodology, students would generally be assigned without consideration of their race or ethnicity. Use of race and ethnicity would be narrowly tailored for use only in those few circumstances where all race-neutral steps had been exhausted and the District's compelling educational interests would be seriously compromised if this factor were not employed.

In determining a proposed process and methodology for student assignment, the committee explored several options. First, the committee considered assigning students to schools based solely on geographic attendance boundaries and a student's home address. To provide sufficient seats, this scenario assumed that current alternative schools would be converted to attendance area schools. After assigning students up to the capacity level of their attendance area school, excess students were assigned to other nearby schools (and further away schools if necessary) that still had capacity after enrolling all of their attendance area students. This option was deemed unworkable because analysis of resulting attendance patterns showed that it would lead to more segregated schools. Additionally, this scenario raises a significant equity concern based upon the

substantial lack of capacity in the southeast area of the city, and particularly in the Bayview/Hunters Point neighborhood.

Second, the committee considered assigning students based on a system of total parental choice, in which all attendance boundaries were eliminated. It is difficult to forecast results under this scenario, because choice patterns might differ considerably if attendance areas were eliminated. If it is assumed that current application patterns would remain in force (and that siblings and program-assigned students would continue to have priority), then middle and high school enrollments might well have substantial diversity levels by race/ethnicity and by at least some other characteristics. At the elementary level, however, current application pools are frequently lacking in diversity along geographic, socioeconomic, academic achievement, racial/ethnic, or other lines. Random lottery assignment from non-diverse pools would result in non-diverse enrollments. To overcome this pattern, the District might consider offering more widespread transportation, which could come at considerable expense, and undertaking the kind of program development discussed in an earlier section. Nevertheless, the committee also felt that a total choice system was too disruptive of present patterns and systems.

Third, the committee considered a methodology combining attendance boundaries and choice. The committee determined that such a scenario was more likely to achieve the District's goals of academic achievement for all students, equity, and accountability. The recommended methodology builds on the District's experience in offering parental choice in enrollment, but is also less disruptive than wholesale choice. The recommended methodology does not include an enrollment priority based on a student's residence in a school's attendance zone, or conversely an enrollment priority for students from other parts of the city for some portion of a school's seats. Data evaluation showed that such enrollment priorities added unnecessary complexity. The diversity index as proposed includes geographic diversity as one of the seven simultaneously processed diversity criteria, so that students from outside the attendance zone do not need additional access to these seats. Students living within a school's attendance zone will be automatically included in the lottery for that school, and will have the opportunity to enhance their likelihood of being assigned to the school by making it one of their five preferences. Additionally, SFUSD students now attend their school of assignment at a fairly low rate (44% overall), thus showing that geographically diverse application patterns are already a reality.

As an additional recommendation, the committee notes that it may be beneficial for the District to realign the functions of the Educational Placement Center to improve equity and parental/student access to the enrollment process. As noted in the Student Recruitment section, the District has already begun the process of increasing the accessibility of sites throughout the District at which

parents can enroll students. Further exploration of decentralization will be conducted as the student assignment committee continues its work in the coming year.

1. Considerations in Student Assignment and the Value and Definition of Diversity

The new student assignment methodology incorporates several important considerations.

a. Parent Choice. SFUSD maintains an enrollment process that enables parents to express preferences regarding which schools, in addition to their attendance area school, they would like their child to attend. Parents are encouraged to select up to five schools for consideration.

b. Siblings. The District has maintained, and will continue to maintain, a practice of placing siblings in the same school when requested by a parent and to the extent that space is available. This practice is intended to assist families in coordinating schedules, parent conferences, transportation, etc. Once a child is placed in a school, any other siblings are given priority for placement when space is available and while a sibling remains enrolled at the school.

c. Access to Programs that Meet Students' Individualized Needs. Students who have specialized learning needs (based, for example, on their limited English proficiency, special educational needs, or gifted identification), receive priority in being assigned to schools that maintain instructional programs to meet those specific needs. Students in these programs are assigned to schools with appropriate programs prior to the general student assignment process.

d. Enrollment in a School Close to Home. All students will be included in the lottery procedures for their assigned school based on home address. A key element of alternative schools has been that, consistent with the goal of offering open access to schools providing themes or instructional approaches not available in general curriculum schools, they do not have attendance areas. Several years ago, proximity zones were established for alternative schools that did not have language-immersion programs (that is, all alternative schools except Clarendon, Buena Vista, and Alice Fong Yu). These proximity zones were established so that students living near the school were given assignment preferences for up to 25% of the incoming kindergarten seats. As with any set-aside, when seats are occupied by a non-diverse population of students due to the economic and racial/ethnic makeup of nearby neighborhoods, the likelihood of the entire student population being diverse is diminished. In general, the committee recommends that a minimal number of seats be set aside for any reason. In this plan, proximity zones will be eliminated for all alternative schools to ensure equitable access for students from all parts of the city.

e. Diversity. Diversity in schools and in classrooms is valued in SFUSD for its furtherance of a variety of compelling interests.

Two aspects of the student assignment process will contribute to the creation of a diverse student population for the incoming class at each school. The first is identification of the characteristics that define diversity – SFUSD has determined that the diversity that contributes to educational values should be defined more broadly than racial/ethnic diversity. The second critical aspect is the process by which the multiple factors will be carefully considered to ensure diversity in the incoming class.

SFUSD proposes that diversity be defined broadly as a combination of seven factors: socioeconomic status, academic achievement, English Language Learner status, geographic area of residence within SFUSD, mother’s educational background, educational quality of the elementary/middle school attended, and home language. The District does not propose to include race or ethnicity in the diversity index criteria used in assigning students to schools. However, racial and ethnic diversity would be used to assess, monitor, and report on school diversity, and in some extreme circumstances could become a factor in student assignment. Therefore, racial and ethnic diversity is separately discussed in subsection f.

This multi-factor approach is consistent with the efforts of the State of California to recognize diversity along similar characteristics through the use of the Academic Performance Index (API). Social science literature indicates, and SFUSD has validated, that educational benefits result from attending school with students having diverse characteristics, including in preparing students to successfully participate in our society. Additionally in some circumstances, educational harm can result from having high concentrations of students with particular characteristics – for example, schools with high concentrations of students who are less prepared or who have fewer familial resources to support the educational process are likely to have lower academic performance for all students in the school. The manner by which SFUSD assesses diversity on each factor and the rationale for each is described below.

SFUSD proposes to include the following diversity criteria in its student assignment process, each of which would be included in the “diversity index lottery procedures” (although some factors are not applicable to certain grades, and will be omitted where information is missing).

(1) Socioeconomic Status (SES). There are three significant educational reasons for using socioeconomic status in the student assignment process. First, it is widely accepted that many of the conditions accompanying poverty, and particularly extreme poverty, present significant challenges for educators in developing high levels of achievement for children impacted by these conditions in comparison to children for whom these conditions

are not present. Secondly, research informs us that when there are high concentrations of poor students assigned to a given school, the academic achievement of all students in that school is adversely affected. Finally, SFUSD is committed to ensuring that low SES, as well as non-low SES, students have equitable access to all schools and to special themes or programs offered only at alternative or other schools.

The SES identifiers only assess poverty; the indicators do not assess other aspects of SES. Each student is assigned an SES indicator based on her/his participation in three programs designed to serve lower socioeconomic status individuals: free/reduced lunch, CalWorks, and Public Housing. Each student then receives a socioeconomic rating as follows:

- 0 – Student does not participate in any of these programs
- 1 – Student participates in one or more of these programs

(2) Academic Achievement Status (AAS). It is widely accepted that students who have not had pre-school experience and those who are academically underachieving present significant challenges for educators that are not present for average and high-achieving students. High concentrations of unprepared and underachieving students at a given school have a negative impact on the achievement of all students at that school.

Because there are no achievement assessments for incoming kindergarten students, the District will use pre-school experience as an indicator of student readiness to learn for incoming kindergarten students. Each student receives a pre-school rating as follows:

- 0 – Student has attended pre-school
- 1 – Student has not attended pre-school

For incoming students in grades one and two, students are assessed on the basis of a criterion-referenced assessment instrument published by Curriculum Associates, Inc. This performance assessment is used by the District to assess student development in key areas identified for success in kindergarten and grade one (currently the Brigance test). The individual performance points toward each developmental task are summed for a total performance score. Each student's raw score is converted to a percentile rank. For purposes of the student assignment plan, each student in these grades will receive an academic achievement rating as follows:

- 0 – Student scores at or above the 50th percentile
- 1 – Student scores below the 50th percentile

For incoming students in grades 3-11, students are assessed on the basis of performance on standardized achievement tests administered in grades two and higher (currently SAT9). The academic achievement identifier only assesses general underachievement. Each student in these grades receives an academic

achievement rating as follows:

- 0 – Student scores at or above the 30th percentile in reading and math
- 1 – Student scores below the 30th percentile in reading or math

(3) Mother’s Educational Background (MEB).

Research over a 30-year period consistently indicates that the educational background of a child’s mother is one of the strongest predictors of a student’s educational performance. The social science literature suggests that having a mother with higher educational experience contributes to a child’s academic success for a variety of reasons, including that the mother is more likely to have had good pre-natal care and thus was less likely to have a child with low birth weight or developmental issues. A mother’s higher educational levels may also correlate with early nurturing and developmental exposure that better prepares a child for school and academic challenges. Additionally, a mother (or parents) with higher education levels may be better able to provide a student with academic support during the school years and to assist in negotiating the school experience. While this diversity criteria is not intended as an assessment of particular mothers’ abilities to raise academically successful children, across large student populations it does provide an indicator of potential student differences that can contribute to educationally diverse settings. Mother’s Educational Background is rated as follows:

- 0 – Post-high school experience
- 1 – No post-high school experience

(4) Language Status (LS). In addition to specific

language acquisition instructional strategies, English Language Learner students benefit from, and need, interaction with English-Proficient and Native-English-Speaking students as part of the language acquisition process. The Language Proficiency identifiers only assess the degree to which English Proficiency is *not* attained. Each student receives a language status rating as follows:

- 0 – Student is English Proficient
- 1 – Student is Limited or Non-English speaking (LEP/NEP)

(5) API Ranking of Sending School (ARSS). The State

of California ranks all schools through the Academic Performance Index, which assesses the performance of each school in comparison to all other schools, as well as to other schools with similar student profiles. The District maintains a strong commitment to providing equitable access to high quality educational programs. Students who have attended low-performing schools should be given an enhanced opportunity to attend higher-performing schools. This factor will only apply to students who have previously attended an SFUSD school with an API ranking (and thus will not apply to incoming K students and students new to SFUSD). ARSS is measured as follows for incoming students in grades one and higher:

- 0 – API ranking of sending school is 4 or above
- 1 – API ranking of sending school is 3 or below

(6) Geographic Areas (GA). The District remains committed to ensuring equitable access to quality educational programs for students residing in all geographic areas of the city. This is particularly important in light of existing residential segregation in San Francisco by race, ethnicity, and wealth, and in light of the District's current uneven distribution of student capacity, with some neighborhoods having far fewer seats than SFUSD students residing in the neighborhood, and other neighborhoods having thousands more seats than SFUSD student residents.

The geographic areas will be determined during the 2001-02 School Year based on student populations at that time, with each geographic area having approximately the same number of SFUSD students residing within the area. It is currently envisioned that there will be approximately 10 geographic areas.

(7) Home Language (HL). If the language spoken at home is other than English, it may be assumed that other cultural influences are stronger than in a home that is primarily English-speaking. Therefore, Home Language is considered an indicator of cultural differences that will contribute to the diversity of a school and classroom. The tentative home language groupings are as follows:

- 0 – Home language is English
- 1 – Home language is other than English

f. Racial and Ethnic Diversity. As described above and elaborated upon in the methodology sections, race/ethnicity will generally be used only as a diversity assessment tool and will not be used in assigning students except in the most limited circumstances. Race and ethnicity will be defined as follows:

- African American (AA)
- Arabic (AR)
- Chinese (C)
- Filipino (F)
- Japanese (J)
- Korean (K)
- Latino (L)
- Native American (NA)
- Other White (OW)
- Other Non-White (ONW)
- Samoan (SA)
- Southeast Asian (SE)

2. The New Student Assignment Methodology

Overall, the District will use lottery procedures designed to assign students to schools in ways that create diverse enrollments along multiple characteristics and that avoid concentrations of students with characteristics that the District has determined can create barriers to educational achievement, prevent attainment of the educational benefits of diversity, or be educationally harmful. As discussed in the Program Placement and Student Recruitment sections above, SFUSD will seek to make applicant pools as diverse as possible through vigorous recruitment strategies and by developing strong themes at SFUSD schools.

The proposed student assignment plan will not change several features of student assignment in SFUSD. Every student will continue to have an “assigned school” based upon residence. Non-alternative schools will continue to have one or more geographic attendance areas (no change in boundaries are currently proposed), but will also be open to enrollment from students living outside those boundaries. “Alternative schools” will continue to offer open enrollment to students living anywhere in the District. Parents will continue to have the opportunity to express preferences for school assignment. Typically, students participating in the student assignment process will be those in the incoming grades at each school level (generally K, 6th and 9th). Most students will progress through the grades at a single school, but each student may also elect to seek assignment to a different school through the application process at any point in his or her academic career.

During each of three student assignment periods – the major assignment period in late winter (January-February), a second period in the spring (March-June), and a third in the summer (July-August) – students and parents will have the opportunity to submit an enrollment application designating their preference for up to five schools, including three alternative schools. Of course, because the majority of seats will be filled during the first enrollment period, far fewer seats will typically be available in the spring and summer periods. As described in the Student Recruitment section, the application process for the 2001-02 School Year was significantly simplified to make it easier and more accessible for parents.

Once the enrollment period closes, the District will assign students to available seats according to defined, fair procedures. The District will develop applicant pools for each school based on the preferences listed on the enrollment application, students’ schools of assignment based on home address, and program designations (such as English Language Learner and special education).

If available seats exceed applicants, all will be assigned to the school.

If applicants exceed available seats, then siblings and program students will be placed first, followed by lottery allocation of remaining seats.

Where the applicant pool exceeds seats, the District will run the lottery for available seats using the diversity index for all seven designated diversity characteristics (socioeconomic status, English Language Learner status, academic achievement, and several others described in the prior section), but not including race/ethnicity as a factor in assignment.

Basically, under diversity index lottery procedures, the computer continuously assesses the diversity characteristics of already assigned students for a particular grade (which initially consists of siblings and students assigned based on program needs). For each available seat: (1) the computer looks at the entire applicant pool and tentatively selects the student whose diversity profile will most enhance diversity and avoid negative concentrations (without regard to racial/ethnic diversity). This means the student selected for each seat will generally have characteristics not widely found in already assigned students. Where there is a tie among profiles (meaning multiple students have the same characteristics), one of the students from those sharing the exact same profile will be randomly picked for tentative assignment. (2) After each selection, the grade's diversity index is recalculated for use in filling the next seat. Then step one is repeated. This process continues until all available seats in the school have been filled and all students in the pool have received a tentative assignment rank (in the event that seats become available after all pools have been processed).

In instances where there is no information for a diversity criterion, the factor receives a "0" and the student is considered on the basis of the existing data. Thus, the student is ranked in the eligibility pool on the basis of the characteristics for which information is available, and factors for which no information is available do not adversely drive student assignment.

Based upon trial runs using past application pools, the District expects that the use of diversity index lottery procedures will result in the placement of the most diverse classes possible (given the diversity of the applicant pool) in each grade at each school, as measured by all of the seven diversity criteria discussed above. Even without having used race or ethnicity as a criteria, in all or nearly all instances, assignments will be racially and ethnically diverse (as long as there was some racial/ethnic diversity in the applicant pool).

After running the diversity index lottery without race, the District will evaluate the degree of racial/ethnic diversity among the tentatively assigned students. The District will ensure that its actions at this stage are narrowly tailored and focused on achieving the District's compelling and legitimate interests in racial/ethnic diversity. Thus the District will evaluate the degree of racial/ethnic diversity among the tentatively assigned students using a flexible benchmark evaluation focused on assisting the District in achieving its compelling interests in racial/ethnic diversity.

These compelling interests have several dimensions. Under the current Consent Decree, SFUSD is charged with continuing obligations and goals to eliminate the racial or ethnic identifiability and segregation of its schools, programs, and classrooms, and to achieve the broadest practicable distribution throughout the system of students from the various racial and ethnic groups that comprise SFUSD's student population. Further, the Ho settlement recognized that identifiable racial or ethnic concentrations in a school could adversely impact on SFUSD's educational goals and programs. Research shows that racially and ethnically diverse educational settings have a range of educational benefits, such as reducing stereotypes, enhancing critical thinking, preparing students to live, work, and exercise leadership in racially/ethnically diverse settings, and preparing students to be effective citizens in our pluralistic society. Likewise, research has shown that educational outcomes for all students in a school are jeopardized when a school enrolls high concentrations of certain racial/ethnic groups that include large numbers of educationally at risk students. Moreover, research has shown that when enrollment of certain race/ethnicities exceeds certain levels, a perception may develop among parents, teachers, and others that the school "is" of that race/ethnicity. When the perception is that a school is African American, research has shown some negative consequences may result, including lowered expectations for student achievement at the school, decisions by parents of other races/ethnicities not to send their child to that school, and faculty unwillingness to teach at the school due to the perceived concentration of academic, behavioral, and other problems.

The District's flexible benchmark evaluation will advance these several compelling educational interests by seeking to identify and avoid racial or ethnic concentrations that may deny students access to diverse learning settings and/or that may be educationally harmful. As an overall matter, if no single racial/ethnic group makes up more than 60% of a tentatively assigned group, then no further evaluation will be conducted and the assignment results from the diversity index lottery procedure will be finalized.

If, however, a single racial/ethnic group constitutes 60% or more of the tentatively assigned group, the District will consider the degree to which its legitimate and compelling interests are jeopardized, and the utility of potential alternatives. Among the factors to be evaluated:

- To what degree the tentative enrollment varies from the flexible benchmark. A variation of only a few percentage points might be deemed immaterial in some circumstances, while a 90% tentative enrollment of one particular racial/ethnic group might prompt definite and strong concerns.
- The numeric size of the tentatively assigned group. Thus, greater leeway in the percentage may be warranted when the numeric size

of the group is larger, for example, for high school assignments vs. assignment to a 200-seat elementary school.

- The particular racial/ethnic group that is overrepresented and whether there is evidence that students in that group are educationally at risk or subject to negative stereotypes such that concentrations should be avoided if possible. Particular attention will be given to whether the overrepresented group consists of African American and Latino students in light of the history of past discrimination and current inequitable conditions involving these student groups.

If the above evaluation determines that the degree of racial/ethnic concentration in the tentatively assigned group is of concern, then the District will analyze whether the particular applicant pool has substantial additional racial/ethnic diversity that was not reflected in the tentative results obtained by using the diversity index without race/ethnicity – that is, whether there are a significant number of students of less-represented races or ethnicities remaining in the pool. If so, an additional lottery procedure will be added. The diversity index lottery will be re-run adding race/ethnicity as one among eight diversity criteria simultaneously processed in assigning students to seats.

If the pool does not have additional racial or ethnic diversity, there is no value in adding race/ethnicity to the diversity index. In these circumstances, alternative interventions should be considered for future enrollment periods (such as additional recruitment) or for the following school year (such as program development or modifying attendance boundaries).

As the above paragraphs set forth, SFUSD proposes to use race/ethnicity as a factor in assigning students in very limited fashion and only if stringent preconditions have been satisfied: First, assignment processes that include only race/ethnicity-neutral factors would have been tried and found to result in unacceptable levels of racial/ethnic isolation with adverse educational impacts. Second, the District would have made a careful determination that use of race/ethnicity as a factor would substantially address these problems. Third, even in these very limited instances, race would only be used in a carefully circumscribed manner in which race/ethnicity was never the predominant factor in assigning students to schools and would not unduly cause an adverse impact on other students. Additionally, the District will review its student assignment methodology annually to determine whether race should remain a potential factor.

Because students may identify up to five schools of choice, and will also be included in the pool for their assigned school, an individual student may be “tentatively assigned” to multiple schools during the initial computer runs. To account for this, a reconciliation process will follow after ranked tentative

assignments have been made for all District schools at a particular grade level. Each student who has multiple tentative assignments will be assigned to the school among their five choices to which he or she contributes the most diversity.

An assignment roster will then be generated for each grade and school that fills all available seats and that skips over those students who have been assigned elsewhere. If a student was not tentatively assigned to any of their five choices, they will be assigned to a school based on residence, space allowing. If that school does not have an available seat, students will be assigned to a designated school for which transportation is available and to which the student contributes diversity (without use of race/ethnicity as a factor).

The District will notify parents of assignments shortly after each enrollment period ends, and parents will then have a reasonable time period to accept the assignment and enroll their child in the assigned school. If parents are dissatisfied with their child's assignment after the January-February round, they may reject the assignment and resubmit an application for the March-June enrollment period or complete a new application with different school preferences. Additional applications also may be received in the March-June enrollment period because students moved to the District or within the District. If after receiving the results of the June assignment parents are still dissatisfied, they may file an appeal to be decided during the summer, or may elect to participate in the July-August enrollment process.

After the school year begins, some students will require assignments because they are new to SFUSD, have moved, or are dissatisfied with their current assignment. In these circumstances, parents will complete an enrollment application at a parent center and the information will be immediately entered in the computer. The computer will then generate a list of schools with available space, identifying those for which transportation is available and for which the student will contribute to a diverse educational environment (measured by all diversity factors for which information is available). While the parent may choose enrollment wherever space is available, the parent will be counseled about the different assignment options, including identifying the benefits to the student of being part of a diverse educational setting.

3. The Diversity Index in Action

The "Diversity Index" is a number that indicates the amount of diversity (on any given characteristic) in a group of individuals. In other words, the diversity index tells how likely it is that two individuals selected at random out of a group will be of different types. The index itself is a number between 0 and 1, where the higher the score, the more diverse the group is with respect to that characteristic, and the lower the score the less diverse the group is with respect to

that characteristic. Therefore, the more likely one is to randomly select two individuals who are different, the closer the score is to 1.0; conversely, the more likely one is to randomly select two individuals who are the same, the closer the score is to zero.

To explain how the diversity index works, a simplified example is provided here that uses a single diversity characteristic—socioeconomic status—and assigns students to an individual alternative school. In this example, each student is assessed according to whether or not he or she qualifies for free/reduced meals, CalWorks, or public housing programs. Each student then receives a socioeconomic status rating as follows:

- 0 – Student is not eligible for any of the low-SES programs
- 1 – Student is eligible for one or more of the low-SES programs

From the pool of students listing this particular school as any one of their choices, the student assignment system then proceeds to assign students to seats in the incoming class in the following order:

1. Siblings of students who will be attending the school in the fall;
2. Students requiring special instructional programs;
3. Students who contribute to the diversity of the incoming class (in this example, measured by the single low-SES factor).

Steps one and two are straightforward and assignments are made without regard to the diversity (here, SES only) of the incoming class. However, once these initial assignments are made, the computer will repeat the following steps until the remaining seats are filled:

1. Calculate the diversity of the already-assigned incoming class students as a group based on the SES criteria.
2. Each student in the pool of applicants is ranked mathematically by the computer according to the degree to which s/he contributes to the diversity of the assigned pool.
3. The student that contributes the most to the diversity of the grade is selected by the computer and assigned (or, if multiple students share the exact same profile, the computer randomly chooses one of these students).

The simplified process described above is only for the consideration of one characteristic. In reality, a composite index is calculated by combining all

individual indices that the District defines as characteristics of diversity for that particular grade, but which does not include race/ethnicity as a criterion. The composite diversity index also represents the likelihood of selecting two students who are different considering all of the diversity criteria.

4. Appeals Process

In the past, the appeals process has been labor intensive and required extensive individual decisionmaking. To avoid these problems, the appeals process will be revised in the following manner:

- Any parent who is not satisfied with the school to which his or her child has been assigned may file a written appeal that identifies the reason for the appeal and that provides appropriate documentation of the basis for the appeal.
- Appeals may be filed after the March-June or July-August enrollment periods and must be filed within 10 days of parents' receipt of the assignment in order to permit timely processing of appeals.
- Appeals may be based upon errors in processing an enrollment application (for example, miscoding of information), a students' changed circumstances (for example, relocation within the city), or creation of undue hardship from the assignment.
- A panel of individuals composed of parents, principals, and other District administrators will be created each school year to review all of the appeals and either approve or disapprove the appeal.
- If an appeal is approved by the appeals panel, the student will be assigned to the requested school if space is available or will be placed on a waiting list for the school.

5. Admission to Schools with Entrance Requirements – Lowell and School of the Arts

Currently, there are two non-charter schools in SFUSD with special admissions requirements – the School of the Arts (SOTA) and Lowell High School. For these schools, students must meet the school's entrance requirements to be placed in the eligibility pool. Siblings will only have priority if they meet the eligibility requirements.

a. School of the Arts. The current admissions criteria for SOTA involves an audition and demonstrated proficiency in the area of talent for

the student. SOTA admissions criteria for developing the eligibility pool will remain as it has been in the past. To be placed at SOTA, a student must be in the eligibility pool and file an application. The SOTA applicant pool will then be assessed in a manner consistent with the District's general student assignment methodology to determine diversity and will then follow lottery procedures. Specific details of the assessment procedure will be reviewed annually and will be sent to each student in the eligibility pool whose application for SOTA has been received by a date to be fixed by SFUSD.

Throughout its existence, SOTA has had high white enrollment, and disproportionately low enrollment of students of many other ethnicities, including African American, Latino, and Chinese students. As described in the Program Placement section, SFUSD is seeking to create new arts magnet schools at the elementary and middle school level that will likely broaden the diversity of students applying to SOTA in future years. The recruitment and enrollment process for SOTA must be monitored to determine if there are additional barriers to achieving an equitable and diverse enrollment.

b. Lowell. Lowell High School is a public high school of intense academic rigor. The purpose of admissions criteria at Lowell is to ensure that the student body is prepared to work at a high level. The current Lowell admissions criteria is designed so that 70-80% of the students are admitted on the basis of academic criteria alone (SAT-9 scores and grades). Remaining students are selected based on "value-added" criteria, under which they must meet threshold academic requirements and are then also evaluated on supplemental non-academic information such as participation in extracurricular activities.

The Need for Change. Lowell enrolls very low numbers and percentages of African American and Latino students – in Fall 1995, African American enrollment was just under 5% (about 121 out of over 2,600 students) and Latino enrollment was just under 10% (about 256 students). This past fall, less than 3% of Lowell students are African American (68 students) and 7% are Latino (175 students). Faculty at Lowell in Fall 1997 were only 2.4% African American, while 7.8% of the District's overall teaching staff was African American.

The staff committee on admissions to Lowell examined enrollment and recruitment data for Lowell, as well as reports from staff, parents, and others in the SFUSD community. The committee was informed that some African American and Latino students attending Lowell feel unwelcome there and believe that some faculty and other students view them as less smart or less qualified. Because of such perceptions, the committee was informed that some African American and Latino students who would qualify academically for Lowell admission do not apply. The committee learned that "value-added" students have been sent distinctive admission letters and have been enrolled in separate classes, thus making apparent

to Lowell students, teachers, and others which students were admitted not solely on academic criteria.

Recommendation. The District has no intention of lowering the level of academic rigor and high standard of performance that now characterizes Lowell. However, the District recognizes that there are many students who may successfully work at a high level who are not currently being admitted to Lowell. The committee accordingly recommends creation of a Lowell Admissions Taskforce, under the Superintendent's direction, which is to develop recommendations by September 1, 2001. The committee will include key District-level staff (including from the middle-school and high-school operations department, from curriculum and instruction, and from research and planning), the principal of Lowell, a representative of the Lowell PTA, a representative from Teachers for Social Justice, and other community representatives.

The Lowell Admissions Taskforce should consider a range of options to ensure more diversity at Lowell.

One option that should be carefully examined is patterning admissions upon the admissions policies both for the University of California system in general and for the UC Berkeley campus, which has traditionally been a highly competitive school. In 1999, the University of California system modified its admissions process to ensure that students in the top 4% of every high school graduating class in the state are guaranteed admission to one of the UC campuses. Additionally, UC Berkeley modified its Freshman Selection Criteria for the Fall of 1998. In developing the new guidelines, the Admissions, Enrollment, and Preparatory Education Committee of the Academic Senate strove to adhere to a philosophical approach that included "[a]voidance of specified weights for particular criteria in favor of a comprehensive assessment of each individual applicant's accomplishments and the context in which those accomplishments have been achieved (the exception to this is the assignment of the first 50% of Berkeley's admit spaces based on academic criteria alone, as specified by the Regents' policy); and continued commitment to the goal of achieving academic excellence as well as diversity of personal experience and background in the members of the freshman class." In considering each application as a whole, the Berkeley committee determined that "all achievements, both academic and non-academic, will be considered in the context of the opportunities an applicant has had, any hardships or unusual circumstances the applicant has faced, and the ways in which s/he has responded to them." Recently, the UC President has recommended that the system entirely eliminate reliance on SAT scores.

Another student assignment option that the Taskforce should consider is establishing an eligibility pool of applicants deemed academically qualified to perform the high level work expected of Lowell students, and then using random

selection or the diversity index lottery procedures to select students for placement. The Taskforce should also consider measures to increase faculty and staff diversity at Lowell, which could help overcome African American and Latino students' current negative perceptions of the Lowell atmosphere.

In addition to establishing the Lowell Admissions Taskforce, the committee recommends that the District employ extensive recruitment and support strategies to ensure that a diverse population of students is applying for admission to Lowell, and that support is provided without discrimination to admitted students who may need it to adapt to such a rigorous academic environment. As described in the recruitment section, the District will identify all 8th grade students with grades or test scores indicating that they could qualify for Lowell and will directly communicate with these students and their parents about Lowell. The District will also work with middle school counselors to help 8th grade students access the application process for Lowell. Additionally, the District will monitor its recruitment and admissions procedures for Lowell to ensure that it identifies and addresses barriers to obtaining a diverse and high performing student body.

6. Timeline for Implementation and Future Modifications to the Student Assignment Process

The student assignment methodology described above will be refined during the 2001-02 School Year and will be used in early 2002 for assigning students for the 2002-03 School Year. Based upon the results from this assignment period and the District's success in creating school programs and themes that will enhance school diversity, the Student Assignment Committee will consider additional potential measures to enhance diversity, including creation of multiple "assigned schools" based on a student's home address, changes to attendance boundaries, and combining attendance boundaries.

F. TRANSPORTATION

A comprehensive analysis of current transportation routes will be conducted in 2001. This is necessary to make any changes required by new student placement patterns and to understand the impact of potential loss of Consent Decree funds, which are the primary current funding source for transportation.

The District will explore provision of transportation to students who would otherwise be unable to participate in after-school and extracurricular activities. This is particularly important in those circumstances in which students live in a “satellite zone” where their assigned school is located at some distance from their residence.

School principals will determine whether students are not enrolling in or attending school because of concerns regarding safety in the areas surrounding the school. The principal and the appropriate school-level operations office will work with the San Francisco Police Department, Muni, and other community agencies to develop plans to provide for safe transportation corridors so that students can travel safely to and from school.

G. REORGANIZATION OF MIDDLE AND HIGH SCHOOLS TO IMPROVE SUCCESS FOR ALL STUDENTS

In the process of developing this Working Draft of the Comprehensive Plan, District staff reached the conclusion that the District cannot fully address the inequities and vestiges found at the middle and high school levels without restructuring and reorganizing middle schools and high schools within SFUSD. This conclusion is buttressed by national research showing that many middle schools have failed to address the achievement and developmental needs of their students because many middle schools have not implemented a “true” middle school model. This research also has shown that a school district can improve the academic achievement of both middle and high school students by restructuring middle and high schools into smaller learning communities within each school.

Based on both its findings and the relevant national research, District staff recommends that the District establish two Blue Ribbon Committees – one to make recommendations for restructuring and redesigning middle schools in SFUSD, and the other to do the same for high schools in SFUSD. The recommendations of each Committee should be based on research and best practices for middle schools and high schools. Each Blue Ribbon Committee should be composed of District-level and school-based staff, including principals, teachers, and counselors, as well as parents and community representatives. Each committee should present its recommendations to the Superintendent by November 1, 2001.

III. ACCOUNTABILITY FOR ALL

In order to fully realize the two primary goals of the Consent Decree, that is, increasing academic achievement for African American, Latino, and other disadvantaged students, and preventing racial identifiability and/or isolation in schools and classrooms, this Working Draft of the Comprehensive Plan, like any plan developed to implement the Consent Decree's goals, must be accompanied by a strong accountability system.

Given the difficulties in applying existing accountability systems with respect to certain educational goals, this Working Draft of the Comprehensive Plan will incorporate accountability systems for each of the above-identified goals, including with respect to academic achievement and preventing racial isolation/identifiability. SFUSD is currently in the process of developing such accountability systems at the Board of Education level, the District level, the school level, and even within the community as a whole. The initial accountability systems that are already in place or that will be implemented within the next several months are described below.

A. ACADEMIC ACHIEVEMENT FOR ALL STUDENTS

In the past, SFUSD has developed a number of educational strategies for improving the academic achievement of all students and for closing the gap between students of different races, ethnicities, and English Language Learner status. While prior plans established District-wide achievement goals for targeted groups, it was often unclear how the District's overall goals related to individual schools and individual students. Other prior plans, such as the Special Plan for Bayview Hunter's Point, outlined interventions at specifically identified schools, but did not articulate an educational plan for the District as a whole. Finally, the evaluations of the various outcomes of the educational plans were very generally defined. As a result, there was no specific measure of accountability for achieving student success.

The educational equity goals in the Working Draft of the Comprehensive Plan are unique in that they incorporate specific objectives and benchmarks to measure success and create accountability for realizing educational gains at each school. The District-wide goal of improving academic achievement for all students and closing the gap between different racial/ethnic and language proficiency groups will be realized as each school reaches its objectives as set out in the Working Draft of the Comprehensive Plan.

Targets for improving academic achievement were determined for each school by a leadership team composed of the Superintendent, administrators

supervising schools, and the Research, Planning, and Evaluation Department. These benchmarks are measurable growth targets based on the performance of students at a given school in prior years. These achievement targets have been incorporated into the evaluation process for each principal this year. The renewal of each principal's contract thus is based, in part, on the attainment of the site-specific targets established for his or her school.

Relating achievement goals to the evaluation of the school leadership establishes an accountability system that had not previously existed in the District. This accountability system is a key component of the Superintendent's core beliefs for improving the instructional program for all students. The Principals' Evaluation Criteria and samples of site-specific goals for each level are included in Appendix B.

In addition to the educational equity goals, many of the benchmarks related to these goals call for monitoring and reporting structures, as explicitly stated within the Working Draft of the Comprehensive Plan. These reports and activities provide accountability at both the District and individual site levels.

B. EQUITY IN ALLOCATION OF RESOURCES

A District master plan for facilities and maintenance is currently under development and the equity issues raised in the Working Draft of the Comprehensive Plan will be a cornerstone of the facilities and maintenance master plan that is developed. As with the Working Draft of the Comprehensive Plan, the facilities and maintenance master plan will also have a duration of five years.

Beginning in Fall 2000, a committee of individuals, including central office administrators, principals, teachers, parents, and community members, has been developing a plan for implementing site-based budgeting in conjunction with the development of the Weighted Student Formula (WSF) to be used for allocating funds. This method of allocating funds, which will soon be tested in a pilot program, will help ensure equitable distribution based on student need.

Many of the issues of program development, placement, and student recruitment that are essential to ensuring a diverse student population require the extensive efforts of principals and site managers with the support of central office staff. Site-based staff must also adopt measures to integrate student populations within and across classrooms. While not included in the current Principal Evaluation Criteria, specific accountabilities will be included under the School Leadership Criteria to reflect the measurement of school/principal success in activities related to program development, implementation, and student recruitment, as well as the integration of students in different classrooms and programs to prevent racial/ethnic isolation within schools.

As each component of the Comprehensive Plan is developed, accountability processes and structures will be implemented to monitor, evaluate, and modify actions to ensure that the District remains focused on achieving the goals of the Comprehensive Plan and of the Consent Decree.