STUDENT ASSIGNMENT

SFUSD SAN FRANCISCO PUBLIC SCHOOLS

Preface

The purpose of this report is to help the Board of Education of the San Francisco Unified School District (the Board) monitor student assignment.

The following SFUSD staff worked together to develop this report:

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- Arcadio Fokin, Director, Educational Placement Center
- Chris Frazier, Senior Programmer, Information Technology Department
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- Darlene Lim, Executive Director, Educational Placement Center
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A group of advisors voluntarily help staff monitor the Board's student assignment policy.
- Prudence L. Carter, Professor of Education & (by courtesy) Sociology at Stanford University
- Sean F. Reardon, Professor of Education at Stanford University

Through our partnership with Stanford, and under the supervision of Sean Reardon, Professor of Education at Stanford University, Doctoral Candidate, Matt Kasman, explored how the student assignment system, in conjunction with family choices, shape the degree of racial isolation in SFUSD's schools. The findings from this research where shared with the Board of Education at a public meeting on September 11, 2013.

Executive Summary

The majority of school enrollments are managed centrally by SFUSD's Educational Placement Center (EPC) in accordance with the Board of Education's student assignment policy (P5101) which was unanimously approved by the Board in March 2010. Since then some amendments have been made, and they are described on page seven of this report. Board Policy P5101 calls on the Superintendent to conduct an annual assessment of the student assignment system. 2013-14 is the third school year students were enrolled in schools according to the guidelines set forth in Board policy P5101; it was first used for the 2011-12 school year.

Even though the district is racially/ethnically diverse with no majority group, about a quarter of our schools continue to have an enrollment of more than 60% of a single racial/ethnic group. A total of 28 schools have an enrollment with more than 60% of a single racial/ethnic group; 14 have an API of 3 or lower and 14 have an API of 4 or higher. 82% the schools (23 or the 28 schools) are elementary schools. 75% of the schools (21 of the 28) offer language pathways that reserve up to three quarters of the seats for students who speak the language fluently.

Using choice as a tactic to achieve diversity and equitable access requires families from all racial/ethnic groups to have the same opportunity to understand which schools they like and to submit their choices on-time for the assignment process. Creating these conditions is challenging; it requires schools to invest resources (people, time, money) to develop and support effective outreach and recruitment efforts; it depends upon the strategic placement of programs that will attract a diverse student body; and it requires families to invest significant time and effort.

Participation in SFUSD's choice process varies by racial/ethnic group. The percent of African American and Latino applicants turning in their application after the first round of assignments are made is much higher than the percent of Chinese and White applicants. 21% of African Americans and 15% of Latinos applying to K/6/9 submitted their application late, compared with 4% of Whites and 3% of Chinese. This impacts both the diversity of the applicant pool and equitable access to the range of opportunities offered to students.

The Census Tract Integration Preference (CTIP1) tie-breaker is designed to help meet the Board's goals of reversing the trend of racial isolation and the concentration of underserved students in the same school and providing equitable access to the range of opportunities offered to students. 55% of all African American applicants and 36% of all Latino applicants live in an area of the city with the lowest average test scores, and more than 60% of students with the CTIP1 tie-breaker are African American or Latino. Schools with an enrollment with a large percent of CTIP1 residents tend to be located in or near areas of the city with the lowest average test score.

Most middle schools saw an increase in the percent of students from their elementary feeders who requested them as a first choice / any choice. Only one middle school, Francisco, is racially isolated – 68% of the students enrolled in Francisco are Chinese. The school offers a Chinese language pathway and reserves up to a third of the seats for Chinese speakers. 33% of all fifth graders enrolled in Francisco's elementary feeders listed Francisco as a first choice. It appears the language pathway may have played a larger role in the demographics of the incoming 6th grade class than the elementary feeders.

While the schools in the southeast tend to be under enrolled, the southeast has significantly more kindergarten residents than kindergarten seats. For example, kindergartners living in Carver's attendance area (regardless of their requests) are about four times the number of seats in Carver's attendance area. The schools near Carver (Drew, Malcolm X, and Harte) also have more residents than kindergarten seats. The northeast has significantly fewer kindergarten residents than kindergarten seats; the average number of kindergarten applicants living in Garfield, Chin, Lau, and Spring Valley's attendance areas is approximately half the number of seats in those attendance areas.

The mismatch between where students live and where schools are located is resolved in large part by the choice patterns. Overall, 55% of kindergartners did not request their attendance area school anywhere among their choices, and only 22% of kindergartners requested their attendance area school as their first choice. 65% of kindergarteners are not enrolled in their attendance area school because they are enrolled in a school they prefer more than their attendance area school.

Student assignment has a role to play in reversing the trend of racial isolation and the concentration of underserved students in schools; however student assignment alone cannot overcome the complex elements that contribute to the current state. The demographics of the city, family request patterns, and placement of programs such as language pathways all impact the demographics of our schools.

Table of Contents

INTRODUCTION

Founded in 1851, the San Francisco Unified School District (SFUSD) was the first public school district established in California. Today, SFUSD is the seventh largest school district in California educating over 55,000 PreK-12 students in 139 schools within the 49 square mile area of the City and County of San Francisco.

SFUSD is governed by a Board of Education (Board) comprised of seven elected members, and is subject to local, state, and federal laws. SFUSD's mission is to provide each student with an equal opportunity to succeed by promoting intellectual growth, creativity, self-discipline, cultural and linguistic sensitivity, democratic responsibility, economic competence, and physical and mental health so that each student can achieve his or her maximum potential.

SFUSD's three goals are:

1. *Access and equity* – making social justice a reality by ensuring every student has access to high quality teaching and learning;

2. *Student achievement* – creating learning environments in all our schools that foster highly engaged and joyful learners and that support every student reach her/his potential; and

3. *Accountability* – keeping our promises to students and families and enlisting everyone in the community to join us in doing so.

STUDENT ASSIGNMENT POLICY

The majority of school enrollments are managed centrally by SFUSD's Educational Placement Center (EPC). Admissions to Lowell High School and Ruth Asawa School of the Arts are administered by EPC according to an October 16, 2001 proposal developed by a *Taskforce on Admissions to Lowell High School and School of the Arts* and approved by the Board on October 23, 2001. All other enrollments administered by EPC are implemented according to the Board's student assignment policy (P5101) which was unanimously approved by the Board in March 2010.

SFUSD's Student, Family, and Community Support Department manages enrollment in continuation schools, SFUSD's Early Education Department manages Pre-K enrollment, and each charter school has its own enrollment process.

STUDENT ASSIGNMENT SYSTEM

2013-14 is the third school year students were enrolled in schools according to the guidelines set forth in Board policy P5101; it was first used for the 2011-12 school year. Between 2002 and 2010, SFUSD's assignment system gave families choice and used a 'diversity index' in an effort to provide equitable access to all schools and to promote diversity without using race/ethnicity. P5101 maintained choice as a tactic for achieving the Board's goals, but it simplified the choice system and differentiated it for elementary, middle, and high school.

Here's a quick overview of the student assignment system managed by EPC.

- Families fill out an application form listing the schools they would like to attend in order of preference, and they submit their application to the EPC.
- Students are offered their highest ranked requests as long as there is space.
- If there are more requests for a school than openings, the student assignment system sorts all requests using a series of preferences, called tie-breakers, to assign applicants to schools. A high-level overview of the technical aspects of tie-breakers used for the 2013-14 school year is provided on page 46, and additional information is available online at www.sfusd.edu/enroll.

The student assignment system continues to provide significant opportunities for family choice in enrollment. In 2013-14 and 2012-13, 80% of K-12 applicants received one of their choices and 60% received their first choice.

While choice is a tactic for achieving the Board's goals, it is not the focus of the Board's student assignment policy. The policy is intended to work in alignment with other SFUSD initiatives designed to:

- reverse the trend of racial isolation and the concentration of underserved students in the same school; and

- provide equitable access to the range of opportunities offered to students.

MONITORING STUDENT ASSIGNMENT

Board Policy P5101 calls on the Superintendent to conduct an annual assessment of the student assignment system governed by P5101, and to develop an annual report and present it to the Board of Education each year.

This is the third annual report since P5101 was approved by the Board; the first annual report was shared with the Board and public on March 5, 2012 and the second report was shared on January 25, 2013.

AMENDMENTS TO DATE

This section of the report describes any amendments to policy P5101, as well as changes to the procedures for administering the policy, since it was approved by the Board on March 9, 2010.

POLICY AMENDMENTS

The policy amendments noted below have been incorporated into P5101.

September 28, 2010 Board Meeting (108-24SpE Superintendent's Proposal)
The Board approved the design for **new attendance areas** for elementary schools; an **extension for implementation of elementary-to-middle school feeder patterns**; and middle school attendance areas until the 2012-13 school year, and a **temporary student assignment process for middle school students** for the 2011-12 school year.

June 14, 2011 Board Meeting (1115-24-Sp1 Superintendent's Proposal)
The Board amended student assignment policy P5101 to include **elementary-to-middle school feeder patterns** that operate as a tie-breaking factor in the choice process starting in the 2012-13 school year and for four years thereafter. Beginning with enrollment for the 2017-18 school year, fifth graders will receive an initial assignment to the feeder middle school based on the elementary school they attend, and they will have subsequent opportunities to participate in a choice process. Additional information about the middle school feeders is available starting on page 31.

The Board also amended P5101 to improve the assignment process for **language pathways**, and to **eliminate the density tie-breaker** since it was not working as originally intended.

ADMINISTRATIVE CHANGES

Since the changes noted below are administrative in nature they have not incorporated into Board Policy P5101; instead they have been incorporated into the administrative regulations and enrollment materials maintained by the EPC.

- **Tie-breakers for Transitional Kindergarten (TK)**
  At the August 27, 2012 Ad Hoc Committee on Student Assignment, staff shared that, beginning with the enrollment process for the 2013-14 school year, students enrolled in an SFUSD TK and applying to kindergarten will receive a TK tie-breaker that mirrors the Pre-K tie-breaker policy guidelines set forth in P5101.
    - For attendance area schools, students who live in the attendance area of the school, and are enrolled in an SFUSD TK in the same attendance area, will get a TK tie-breaker if they apply to kindergarten at that attendance area school.
    - For city-wide schools (i.e., elementary schools that do not have an attendance area), students enrolled in an SFUSD TK at a city-wide school will get a TK tie-breaker if they apply to kindergarten at that city-wide school.

  In the second year of implementation of transitional kindergarten (TK) , the eligibility window has expanded by an additional month resulting in a smaller eligibility window for kindergarten applicants. However, there was still an increase of 169 kindergarten applicants over the previous year.

- **Adjustments to the elementary attendance areas: Miraloma and Sunnyside**
  At the August 28, 2012 Board meeting (Agenda U - Other Informational Items), the Superintendent shared that staff planned to adjust the elementary attendance areas prior to launching the enrollment process for the 2013-14 school year. The adjustment reduces the size of Miraloma's attendance area and increases the size of Sunnyside's attendance area by moving the Sunnyside boundary north to encompass Sunnyside Playground and Sunnyside Conservatory. These modifications were recommended by the community and reviewed and approved by staff. Additional information is available in the 2nd Annual Report on Student Assignment.

- **Updated CTIP Map for 2014-15 Enrollment Cycle**
  At the August 14, 2013 Ad Hoc Committee on Student Assignment, staff shared that beginning with the enrollment process for the 2014-15 school year SFUSD would use an updated map to assign students living in areas of the city with the lowest average test score a CTIP1 tie-breaker. Lapkoff & Gobalet Demographic Research, Inc. shared the details of their analysis. Only five changes were recommended, four of which were associated with the shift to 2010 Census tracts, the fifth from improved test scores in one of the original CTIP1 tracts. Additional information is available starting on page 20.

- **Special Education**
  Students who receive special education services in a general education classroom, specifically students with Related Services or Resource Specialist services, have historically participated in the student assignment process with all General Education students.

  For the 2013-14 school year, all students with disabilities that have services identified in their Individualized Education Program (IEP) participated in the student assignment process. The Service Delivery Options (General Education, Resource Specialist, Related Services, Separate Classes) describe the primary settings where special education services are delivered and how students are assigned to schools.

  Students requiring special education services for 49% of the day or less are assigned to the general education classroom for the majority of the day. Any student who receives the service delivery options (General Education, Related Services, or Resource Specialist) may apply for any school as these services are available at all K-12 schools. All appropriate tiebreakers in the student assignment process are applied.

  Students who require special education services for 50% or more of the day are assigned to a Separate Class (Separate Day Class), which are not available at every school. Students must submit applications to schools which offer the settings and services that are identified through the IEP. All applications are then processed through the student assignment process and all appropriate tiebreakers are also applied.

  The results of the student assignment process result in a "tentative assignment" and a transitional IEP meeting between staff at the sending and receiving school must be convened to ensure that appropriate services will be provided at the new school of assignment. The placement and services are then finalized at the IEP meeting.

QUESTIONS EXPLORED

This section of the report explores a series of questions intended to help monitor the impact of the current student assignment system.

- To what degree is SFUSD reversing the trend of racial isolation and the concentration of underserved students in the same school?
  - How diverse is SFSUD's student body, and how diverse are the applicant pools?
  - Who submits their application late – after the first round of offers?
  - How many school have more than 60% of a single race/ethnicity, and what are the request patterns for these schools?

- Does the CTIP1 tie-breaker help reverse the trend of racial isolation and the concentration of underserved students in the same school? Does it help provide equitable access to the range of opportunities offered to students?
  - What are the first choice requests for students living in areas of the city with the lowest average test scores?
  - What are the enrollment patterns?

- Do middle school feeders help reverse the trend of racial isolation and the concentration of underserved students in the same school? Do they help provide equitable access to the range of opportunities offered to students?
  - What are the request and enrollment patterns for middle school feeders?
  - Has the number of elementary schools feeding into middle schools changed?

- Do attendance areas have the capacity to accommodate kindergarten residents?
  - Do kindergartners request their attendance area school?
  - Do kindergartners enroll in their attendance area school, and does it vary by race/ethnicity?

Findings from the analysis will help the Superintendent and the Board determine whether adjustments need to be made to the current student assignment system.

1. TO WHAT DEGREE IS SFUSD REVERSING THE TREND OF RACIAL ISOLATION AND THE CONCENTRATION OF UNDERSERVED STUDENTS IN THE SAME SCHOOL?

As the Board was developing student assignment policy P5101 during the 2009-10 school year, they spent time reviewing enrollment and achievement data, and they expressed concern that the assignment system at the time (i.e., the diversity index lottery) was not meeting the District's longtime goals of reducing racial isolation and improving educational opportunities and outcomes for all students.

- A quarter of schools had more than 60% of a single racial/ethnic group, even though the District was racially/ethnically diverse and did not have a majority group.

- The number of schools with high concentrations of a single racial/ethnic group had increased since the implementation of the diversity index lottery.

- Although SFUSD's standardized test scores had steadily increased over the years, the achievement gap persisted for African American, Latino, and Samoan students.

- Racial isolation and the concentration of underserved students (students whose educational needs have not been met) in the same school was correlated with other school factors that define the quality of a school, such as average years of teacher service, teacher turnover, attendance, and suspension rates.

In response, the Board included the following definitions for racial isolation and underserved students in Board policy P5101.

- **Racial Isolation**: Although SFUSD's enrollment is racially/ethnically diverse and does not have a majority group, many of our schools have more than 60% of a single racial/ethnic group. Some schools with more than 60% of a single racial/ethnic group also have an Academic Performance Index (API) of 1, 2, or 3. The Board considers these schools racially isolated.

- **Underserved Students**: Students performing Below Basic or Far Below Basic on the California Standards Test or other equivalent assessments administered by SFUSD.

In light of the concerns noted above, and the definitions of racial isolation and underserved students, the analysis in this section of the report focuses on schools where the enrollment is more than 60% of a single race/ethnicity and the Academic Performance Index (API) is 1, 2, or 3.

Before looking at the racial/ethnic composition of our schools, we start by exploring the racial/ethnic composition of our student body.

HOW DIVERSE IS SFUSD'S STUDENT BODY?

Chart 1 illustrates the racial/ethnic breakdown of all students (K-12) enrolled in SFUSD in October 2013, and Chart 2 illustrates the racial/ethnic breakdown of all students in October 2008.

The race/ethnicity designations used in Chart 1 (October 2013) conform to Federal/State race/ethnicity designations which were revised last year making it difficult to do a multi-year comparison. In 2008, when the Board began exploring changes to the student assignment system, seven racial/ethnic categories were used to describe our student population, and four of these seven designations are the same as the Federal/State race/ethnicity designations – African American, Filipino, Hispanic/Latino, and White.

This graph indicates that SFUSD's student population in October 2013 is very diverse, with no majority group.

- 39% of our students are Asian
- 26% Hispanic/Latino
- 12% White
- 10% Other
- 8% African American
- 5% Filipino

Chart 1: K-12 Enrollment, October 2013

OBSERVATIONS
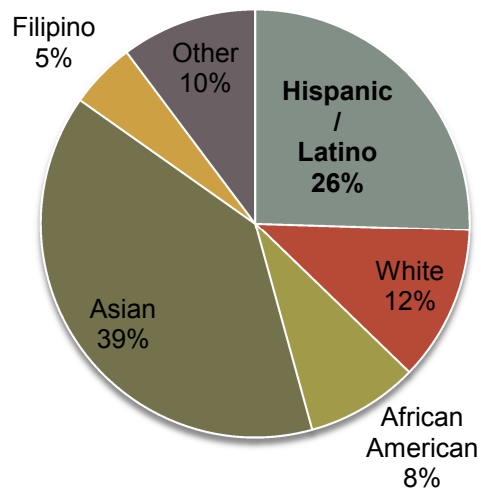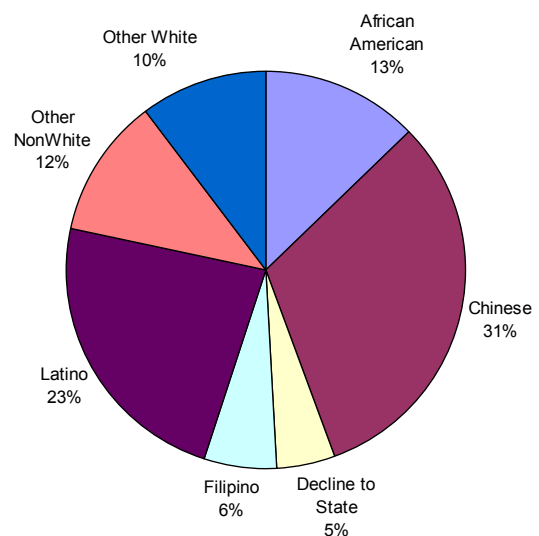
Since 2008,
- African American student enrollment has decreased from 13% to 8%
- Filipino has decreased from 6% to 5%
- Hispanic/Latino has increased from 23% to 26%
- White has increased from 10% to 12%

Chart 2: SFUSD Enrollment Fall 2008

Chart 3 illustrates the racial/ethnic breakdown of students by division – K5 schools, K8 schools, middle schools, and high schools – in October 2013.
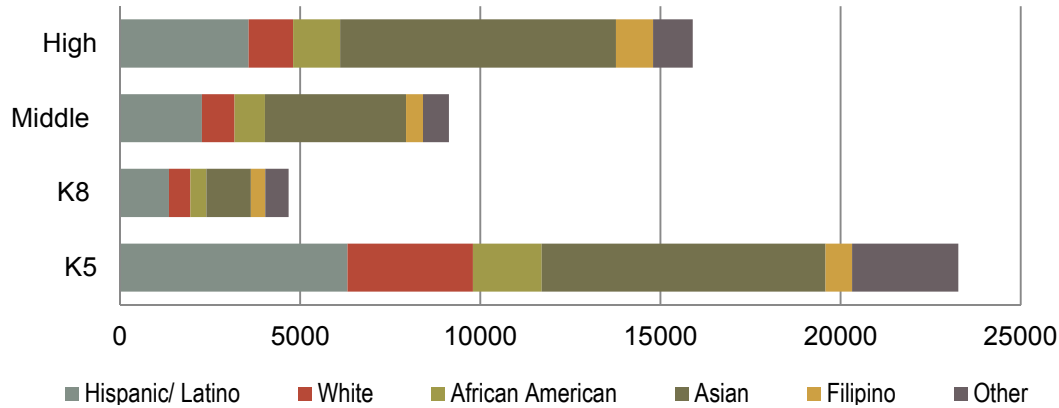

Table 1 indicates the number of student by race/ethnicity by division.

	Hispanic/ Latino	White	African American	Asian	Filipino	Other	Total
K5	6,314	3,483	1,902	7,880	736	2,955	23,270
K8	1,352	602	437	1,240	400	645	4,676
Middle	2,269	906	844	3,920	470	716	9,125
High	3,565	1,234	1,306	7,655	1,029	1,105	15,894

Table 2 indicates the percent of student by race/ethnicity by division.

	Hispanic/ Latino	White	African American	Asian	Filipino	Other	Total
K5	27%	15%	8%	34%	3%	13%	100%
K8	29%	13%	9%	27%	9%	14%	100%
Middle	25%	10%	9%	43%	5%	8%	100%
High	22%	8%	8%	48%	6%	7%	100%

OBSERVATIONS

o The percent of enrollment that is African American is about the same at all levels.

o The percent of students who are Hispanic/Latino, White, and Other is higher at the elementary level than the secondary level. The percent of White students drops significantly at the high school level (8%) compared to the elementary level (15%).

o The percent of students who are Asian is significantly higher at the secondary level than the elementary level.

HOW DIVERSE ARE THE APPLICANT POOLS?

For the 2013-14 school year, EPC received applications from approximately 12,800 families with students entering kindergarten, 6th grade, or 9th grade in the fall of 2013; that was approximately 1,300 more applications than 2012-13.

Chart 4 illustrates the racial/ethnic breakdown of the applicants for the 2013-14 school year.
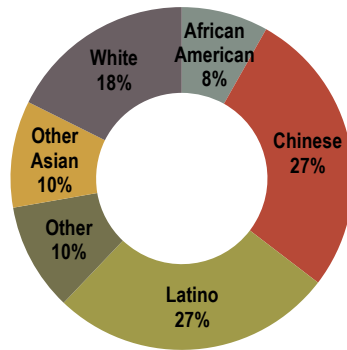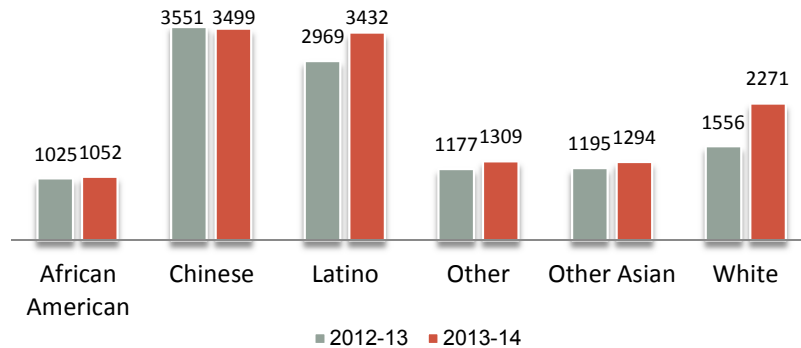

Chart 5 illustrates the racial/ethnic breakdown of the K/6/9 applicant pools in 2012-13 and 2013-14.

OBSERVATIONS

- The applicant pool is diverse.

- There was a notable increase in the number of Hispanic/Latino and While applicants in 2012-13

 o 436 more Hispanic/Latino applicants and 715 more White applicants.

WHO SUBMITS THEIR APPLICATION LATE – AFTER ROUND 1?

Using choice as a tactic to achieve diversity and equitable access requires families from all racial/ethnic groups to have the same opportunity to understand which schools they like and to **submit their choices on-time for the assignment process**.

Creating these conditions is challenging; it requires schools to invest resources (people, time, money) to develop and support effective outreach and recruitment efforts. It also requires families to invest significant time and effort.

Applications received by the first enrollment deadline in January are considered on-time, and applications received after the first enrollment deadline through the first day of school are considered late. Because many schools fill up during the first round of assignment, late applicants do not have the same access to highly requested schools as on-time applicants.

Chart 6 below illustrates the percent of applicants who submitted their application late – after the round one deadline.
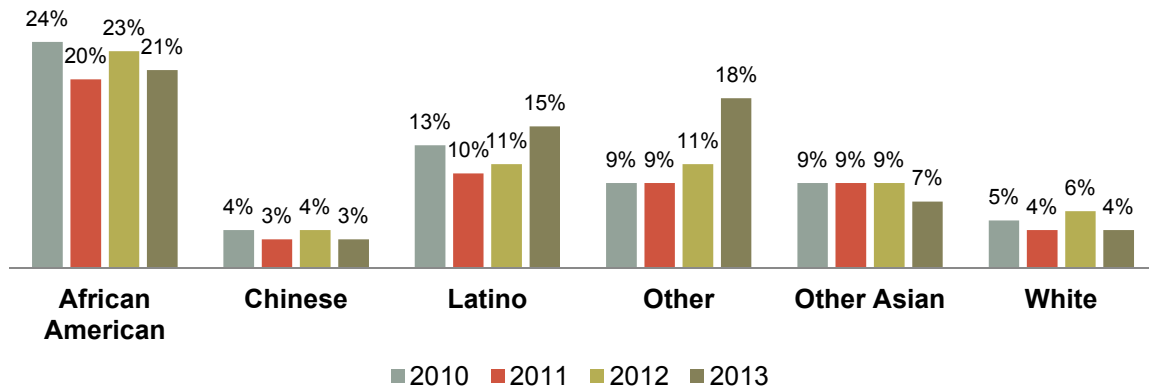
OBSERVATIONS

- Participation in SFUSD's choice process varies by racial/ethnic group.

- Late participation can be a function of mobility, i.e., applicants moving to San Francisco after the January deadline.

- The percent of African American and Latino applicants turning in their application after the first round of assignments are made is much higher than the percent of Chinese and White applicants.

    o 21% of African Americans and 15% of Latinos applying to K/6/9 submitted their application late, compared with 4% of Whites and 3% of Chinese.

- This impacts both the diversity of the applicant pool and equitable access to the range of opportunities offered to students.

HOW MANY SCHOOLS HAVE MORE THAN 60% OF A SINGLE RACE/ETHNICITY?

In October 2013, 28 schools had an enrollment of more than 60% of a single racial/ethnic group, and half of these schools (14), had an API of 1, 2, or 3.

Table 3: Racial/ethnic breakdown of schools with an enrollment of more than 60% of a single racial/ethnic group and an academic performance index (API) of 1, 2, or 3 (October 2013)

Level	School Name	# Enrolled	% Hispanic/ Latino	% White	% African American	% Asian	% Filipino	% Other	API	Language Pathway
ES	Bryant	261	86.2	2.3	4.2	3.1	1.1	3.0	2	Spanish
ES	Chavez	458	86.5	1.1	2.6	3.1	1.5	5.1	1	Spanish
ES	Cleveland	348	82.5	1.1	2.3	5.7	4.0	4.3	1	Spanish
ES	Drew	252	15.1	0.0	66.7	0.8	1.2	16.4	1	
ES	Fairmount	388	71.9	14.4	3.6	2.1	0.3	7.7	3	Spanish
ES	Flynn	472	64.0	13.1	10.2	2.1	1.5	9.1	2	Spanish
ES	Malcolm X	99	10.1	0.0	67.7	3.0	2.0	17.2	1	
ES	Marshall	255	81.2	9.4	2.0	0.8	1.6	5.1	3	Spanish
ES	MEC	91	97.8	0.0	0.0	0.0	0.0	2.2	1	Spanish
ES	Sanchez	244	80.3	2.9	3.7	4.9	0.4	7.7	3	Spanish
ES	Serra	299	70.2	4.3	9.0	7.0	2.7	6.6	1	Spanish
K8	BV/ Mann	563	75.3	14.0	2.3	2.0	0.2	6.3	1	Spanish
MS	Francisco	554	10.8	3.4	7.2	67.5	2.3	8.6	2	Chinese
MS	Lick	567	70.5	11.8	6.7	2.5	1.4	7.0	3	Spanish

Chart 7: Racial/ethnic breakdown of enrollment for schools with an enrollment of more than 60% of a single racial/ethnic group and an academic performance index (API) of 1, 2, or 3 (Oct 2013)
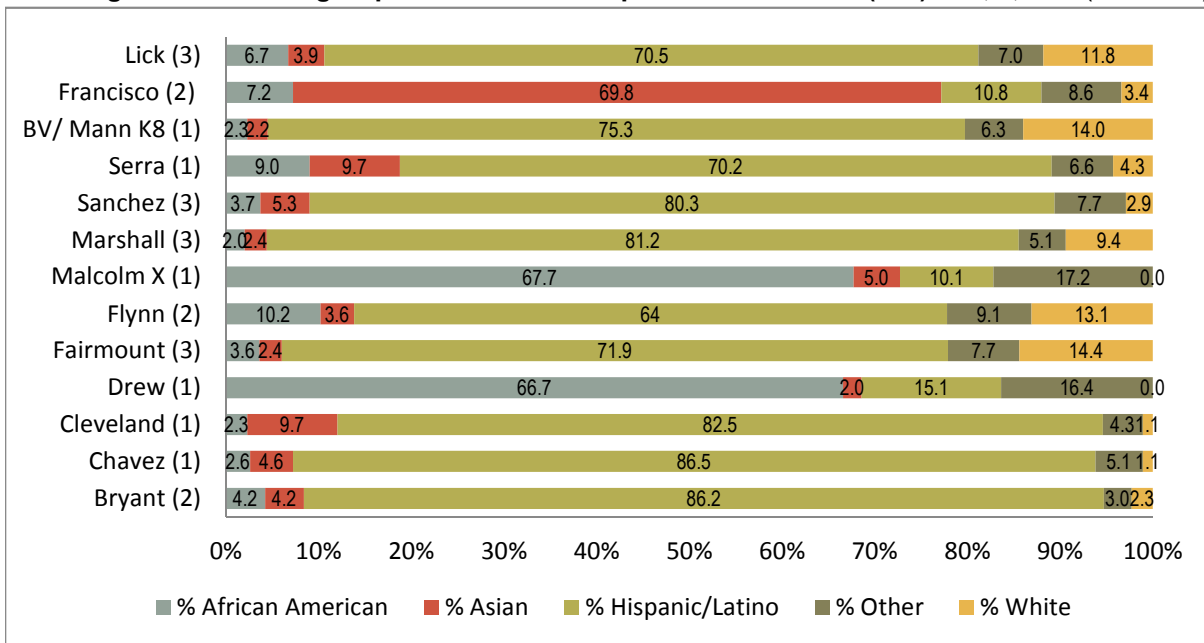
Table 4: Racial/ethnic breakdown of schools with an enrollment of more than 60% of a single racial/ethnic group and an academic performance index (API) of 4 or higher (October 2013)

Level	School Name	# Enrolled	% Hispanic/ Latino	% White	% African American	% Asian	% Filipino	% Other	API	Language Pathway
ES	Chin	268	0.7	2.2	0.7	**87.3**	0.4	8.6	10	Chinese
ES	Key	539	6.1	15.2	0.7	**60.7**	1.5	15.8	9	
ES	Lau	671	4.6	0.6	0.7	**88.2**	0.3	5.5	6	Chinese
ES	Moscone	366	**64.5**	1.1	0.8	26.2	1.1	6.3	4	Chinese Spanish
ES	Parker	269	7.8	1.5	4.5	**79.2**	0.7	6.3	6	Chinese
ES	Stevenson	468	2.6	2.6	0.2	**80.8**	2.6	11.3	10	
ES	Sutro	256	5.5	10.2	0.8	**70.7**	1.6	11.3	8	Chinese
ES	Ulloa	517	4.1	3.9	0.8	**79.1**	1.4	10.8	10	Chinese
ES	West Portal	590	6.4	12.2	1.2	**64.1**	2.9	13.3	9	Chinese
K8	Lawton K8	601	5.3	5.2	3.2	**70.9**	2.7	12.8	10	
K8	Yu K8	578	4.8	5.0	4.0	**63.5**	2.2	20.4	10	Chinese
MS	Giannini	1208	8.9	13.5	5.9	**60.1**	3.1	8.4	9	
HS	Galileo	1938	15.8	3.1	5.0	**68.6**	2.8	4.5	7	Chinese
HS	Washington	2003	13.2	7.4	5.2	**64.1**	4.4	5.6	7	

Chart 8: Racial/ethnic breakdown of schools with an enrollment of more than 60% of a single racial/ethnic group and an academic performance index (API) of 4 or higher (October 2013)
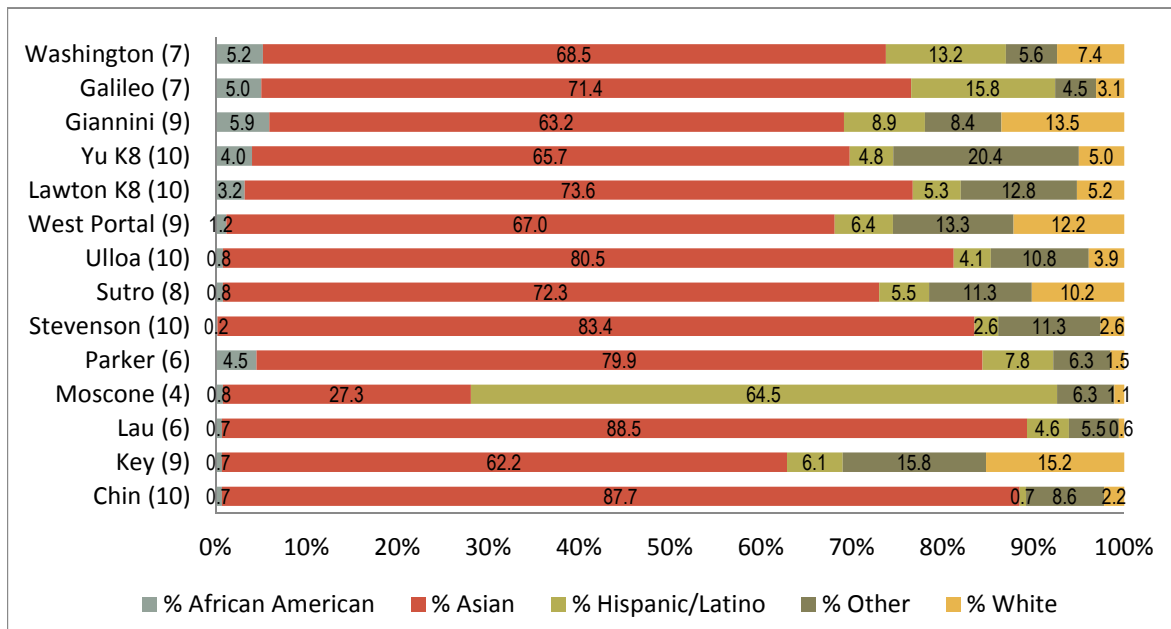
OBSERVATIONS

- A total of 28 schools have an enrollment with more than 60% of a single racial/ethnic group; 14 have an API of 3 or lower and 14 have an API of 4 or higher.

    o 82% the schools (23 of the 28 schools) are elementary schools.

    o 75% of the schools (21 of the 28) offer a language pathway.

- Of these schools, Bryant, Chavez, Cleveland, Drew, Marshall, Sanchez, Serra and BV/Mann have been identified as racially isolated with an API of 3 or lower for the past three years.

- 13 of the 14 schools with more than 60% of a single race/ethnicity and an APRI of 4 or higher are located in the west or north side of the city.

- Two schools with an API of 3 or lower do not offer a language pathway – Drew and Malcolm X.

    o The percent of African Americans enrolled in Drew has decreased each year for the past three years. 77% in 2010, 76% in 2011, 74% in 2012, and 68% in 2013.

    o For Malcolm X, the size of their enrollment and the percent African American has fluctuated over the years – in 2010 it was 56%, in 2011 it was 67%, in 2012 it was 72%, and in 2013 it is 68%.

WHAT ARE THE REQUEST PATTERNS FOR SCHOOLS WITH MORE THAN 60% OF A SINGLE RACE/ETHNICITY?

This section explores how with family choices might shape the degree of racial isolation in SFUSD's schools.

Table 5 illustrates the racial/ethnic composition of the kindergarten applicant pool, kindergarten students living in the attendance area, and kindergarten enrollment at the twelve elementary schools with an enrollment of more than 60% of a single racial/ethnic group and an API of 1, 2 or 3 in October 2013

School		African American	Chinese	Latino	Other	Other Asian	White
BRYANT	Applicant Pool - K	3%	0%	80%	8%	1%	7%
	K Living in Attendance Area	0%	2%	81%	7%	5%	5%
	October Enrollment - K	2%	0%	84%	5%	2%	7%
BV/MANN K-8	Applicant Pool - K	2%	1%	55%	8%	3%	31%
	October Enrollment - K	0%	0%	78%	3%	5%	13%
CHAVEZ	Applicant Pool - K	3%	2%	71%	10%	3%	11%
	K Living in Attendance Area	0%	0%	90%	10%	0%	0%
	October Enrollment - K	0%	1%	87%	5%	3%	4%
CLEVELAND	Applicant Pool - K	4%	4%	72%	8%	6%	6%
	K Living in Attendance Area	0%	6%	84%	0%	4%	6%
	October Enrollment - K	3%	0%	88%	2%	3%	3%
DREW	Applicant Pool - K	49%	4%	18%	16%	3%	9%
	K Living in Attendance Area	24%	14%	31%	17%	10%	3%
	October Enrollment - K	63%	0%	22%	12%	2%	0%
FAIRMOUNT	Applicant Pool - K	3%	1%	53%	8%	3%	31%
	October Enrollment - K	5%	0%	80%	3%	0%	12%
FLYNN	Applicant Pool - K	5%	0%	49%	9%	4%	33%
	K Living in Attendance Area	1%	0%	20%	11%	10%	58%
	October Enrollment - K	5%	0%	68%	11%	3%	14%
MALCOLM X	Applicant Pool - K	37%	2%	16%	33%	0%	12%
	K Living in Attendance Area	38%	0%	0%	63%	0%	0%
	October Enrollment - K	44%	0%	13%	38%	0%	6%
MARSHALL	Applicant Pool - K	2%	0%	63%	8%	2%	25%
	October Enrollment - K	0%	0%	81%	9%	0%	9%
MEC	Applicant Pool - K	0%	0%	80%	20%	0%	0%
	October Enrollment - K	0%	0%	88%	13%	0%	0%
SANCHEZ	Applicant Pool - K	8%	3%	50%	12%	2%	26%
	K Living in Attendance Area	4%	0%	54%	21%	0%	21%
	October Enrollment - K	4%	2%	75%	12%	2%	6%
SERRA	Applicant Pool - K	7%	2%	57%	10%	3%	21%
	K Living in Attendance Area	11%	0%	63%	6%	6%	14%
	October Enrollment - K	10%	0%	78%	8%	0%	5%

Table 6 illustrates the racial/ethnic composition of the 6th grade applicant pool, 5th grade students enrolled in an elementary feeder school, and 6th grade enrollment at the three schools with a 6th grade enrollment of more than 60% of a single racial/ethnic group and an API of 1, 2 or 3 in October 2013.

School		African American	Chinese	Latino	Other	Other Asian	White
BV/MANN K-8	Applicant Pool - 6	4%	0%	**79%**	5%	0%	12%
	October Enrollment - 6	5%	0%	**88%**	0%	0%	7%
FRANCISCO	5th in Middle School Feeder	5%	**71%**	7%	5%	8%	4%
	Applicant Pool - K	12%	**45%**	19%	8%	11%	5%
	October Enrollment - 6	7%	**59%**	13%	9%	9%	3%
LICK	5th in Middle School Feeder	5%	0%	**61%**	3%	2%	30%
	Applicant Pool - 6	10%	2%	**57%**	6%	4%	22%
	October Enrollment - 6	7%	0%	**73%**	4%	2%	14%

OBSERVATIONS

- With exception of Bryant and MEC, schools with language pathways have an applicant pool that is more diverse than the enrollment. For example, the applicant pool for BV/Mann is 55% Hispanic/Latino compared with an enrollment of 78% Hispanic/Latino.

- Malcolm X
    - The applicant pool for Malcolm X (51 students) was more diverse than the enrollment (16 students). The applicant pool is larger than the enrollment because applicants that listed schools higher than Malcolm X on their application form were assigned to higher ranked choices.

    - Very few kindergarten applicants for 2013-14 live in Malcolm X's attendance area – 8 students.

- Drew
    - The applicant pool for Drew (122 students) was more diverse than the enrollment (41 students). The applicant pool is larger than the enrollment because applicants that listed schools higher than Drew on their application form were assigned to higher ranked choices.

    - The attendance area for Drew had 29 kindergarten applicants and the racial/ethnic diversity of these students was greater than the enrollment and the applicant pool.

CONCLUSION

Student assignment has a role to play in reversing the trend of racial isolation and the concentration of underserved students in schools; however student assignment alone cannot overcome the complex elements that contribute to the current state. The demographics of the city, family request patterns, and language pathways all impact the demographics of our schools.

Language assessments and counseling provided by the EPC informs and encourages English Learners to apply for language programs and may have an impact on the applicant pools.

2. DOES THE CTIP1 TIE-BREAKER HELP REVERSE THE TREND OF RACIAL ISOLATION AND THE CONCENTRATION OF UNDERSERVED STUDENTS IN THE SAME SCHOOL? DOES IT HELP PROVIDE EQUITABLE ACCESS TO THE RANGE OF OPPORTUNITIES OFFERED TO STUDENTS?

The Census Tract Integration Preference (CTIP) operates as a preference/tie-breaking factor in the choice student assignment process for children who live in areas of the city with the lowest average test score. Areas of the city with the lowest average test scores are called CTIP1.

The CTIP1 tie-breaker is designed to meet the Board's goals of reversing the trend of racial isolation and the concentration of underserved students in the same school and providing equitable access to the range of opportunities offered to students.

For the first three years, 2011 to 2013, CTIP regions were based on the average score of SFUSD's K-12 students in each Census Tract on the 2006-2009 California Standards Test (CST) English Language Arts (ELA) exams. That was the most current test score data available when the policy was approved in 2010.

UPDATED CTIP MAP FOR 2014-15 ENROLLMENT CYCLE

When the Board approved the method of assigning a preference/tie-breaker based on the characteristics of where a student lives, it was understood that CTIP classifications would be reviewed as additional test score data became available.

During the spring of 2013, Lapkoff & Gobalet Demographic Research, Inc. (LGDR) revised CTIP1 regions based on the latest student data, and they re-evaluated the method used in 2010 to assign Census tracts.

LGDR determined from their analysis that the method developed several years ago to identify areas of the city with the lowest average test scores is still the most appropriate method to use. This method computes the average CST-ELA scores for students living in each census tract, and then ranks the tracts/combined tracts from lowest to highest average scores.

LGDR looked at seven years of test data, and they strongly recommend that all seven years of CST-ELA scores be used to rank the Census tracts and hence to determine the CTIP designation. They suggested that there is too much annual variation in small geographical areas for single-year data to be reliable. By using all seven years of test score data to assign CTIP rankings, random variations are minimized.

LGDR studied the utility of using moving averages of tract/combined tract test scores, and decided not to use this approach because of the strong annual variation in average CST-ELA scores in the relatively small geographical areas.

LGDR concluded that the CTIP1 areas in use from 2010-2013 should be modified a bit, but not much, to take advantage of the more granular Census 2010 tract geography, and to account for the fact that students in one area have improved test scores substantially more than in other areas.

On August 14, 2013 LGDR shared the details of their analysis and recommendations with the Board at a public meeting.

Table 7 shows the lowest and highest average score of residents in each CTIP region (1 being the lowest quintile and five being the highest quintile)

CTIP Region	Description	Shading on Map	Lowest average CST-ELA score of tracts in CTIP region	Highest Average CST-ELA score of tracts in CTIP region	Number of 2006-2012 K-12 student residents with CST scores*	Percent of all K-12 students who were in CTIP region
CTIP 1	lowest quintile	darkest green	309.8	333.6	45,396	20.2%
CTIP 2	next-to-lowest quintile	medium green	336.0	348.9	47,308	19.3%
CTIP 3	middle quintile	lightest green	349.0	358.3	50,882	20.5%
CTIP 4	next-to-highest quintile	lighter purple	359.0	379.0	48,737	19.7%
CTIP 5	highest quintile	dark purple	379.2	413.6	48,995	20.2%
			309.8	413.6	241,318	100%

*There were a total of 359,222 K-12 student records (approximately 71,844 students), and 241,318 had CST scores.
Computations by Lapkoff & Gobalet Demographic Research, Inc. Percentages may seem not to total 100 percent because of rounding.

LGDR's recommendations were very similar to the ones adopted in 2010. Only five changes were recommended for CTIP 1 (the lowest quintile), four of which were associated with the shift to 2010 Census tracts. The fifth change, near Drew elementary school, resulted from improved test scores in one of the original CTIP1 tracts.

Map 1 illustrates the changes to CIP1 areas
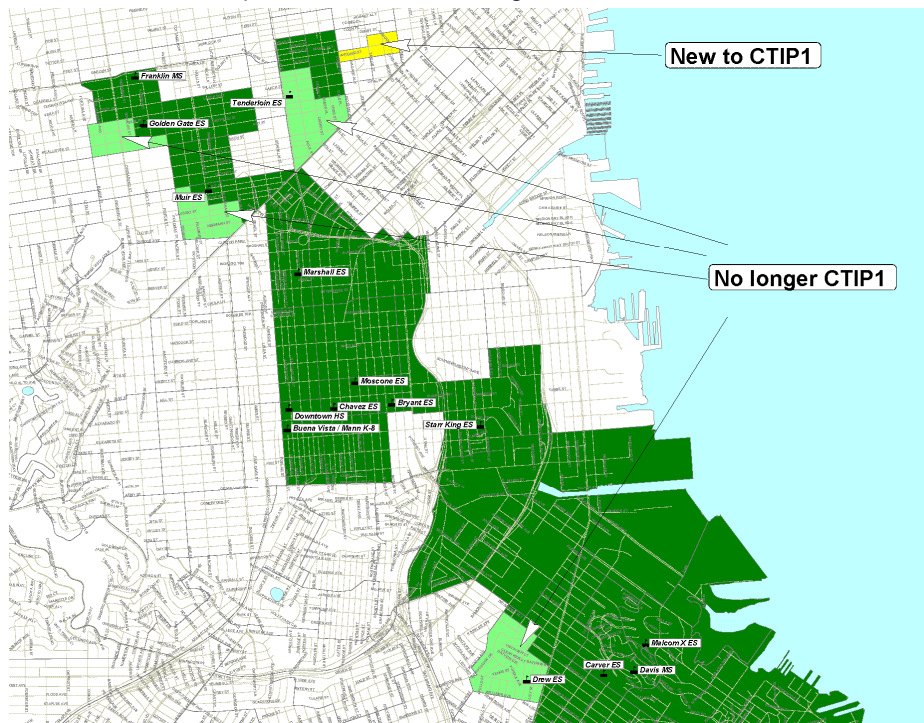
Beginning with the 2014-15 school year enrollment cycle, the updated CTIP classifications will be used to assign a tie-breaker to students living in areas of the city with the lowest average test scores.

Map 2 illustrates the updated CTIP 1 through 5 map going into effect for the 2014-15 school year.
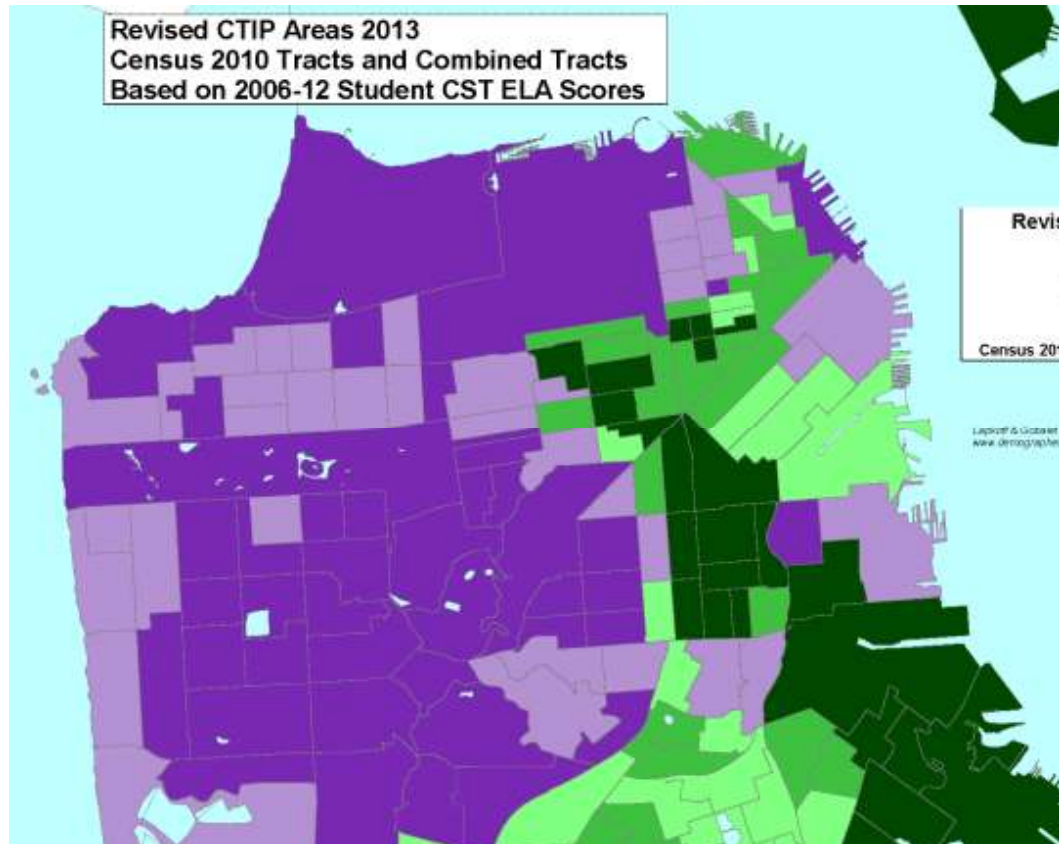
OBSERVATIONS

- Most areas with average CST-ELA test scores in the CTIP1 quintile (dark green on Map 2) are located in the city's southeastern and east central areas.

- Most tracts in the CTIP5 quintiles (dark purple on the map) are found in the western, northwestern, and central portions of the city.

20% GUIDELINES FOR HIGH SCHOOL CHOICE PROCESS

The high school choice process outlined in P5101 gives preference to applicants in transitional years (i.e., students transitioning from eighth to ninth grade) in the following order, with the exception that students applying for programs with eligibility requirements must meet the applicable requirements for those programs:

1. younger siblings of students who are enrolled in and will be attending the school during the year for which the younger sibling requests attendance;

2. CTIP1, with a minimum of 20% of seats reserved at each high school for students who live in CTIP1 census tracts;

3. all other students

If there are fewer requests than reserved seats for CTIP1 students, the Superintendent has the discretion to determine whether and when to release reserved seats to other students.

For each of the past three years, the 20% reserve has been released in the March assignment runs because holding 20% of the seats for CTIP1 residents would have left requested seats unfilled. This is because the demand for seats (i.e., requests from students) from CTIP1 residents was less than the number of seats available in the high school. By releasing the 20% reserve, we were able to offer more students a school they requested without impacting students living in CTIP1 who submitted their application on time for the first round of assignments.

RACE/ETHNICITY OF K/6/9 STUDENTS LIVING IN CTIP1

Chart 9 illustrates the number of students enrolled in our schools who live in areas of the city with the lowest average test scores (CTIP1), and the racial/ethnic breakdown of those students each year since the CTIP1 tie-breaker was implemented - 2011 through 2013.
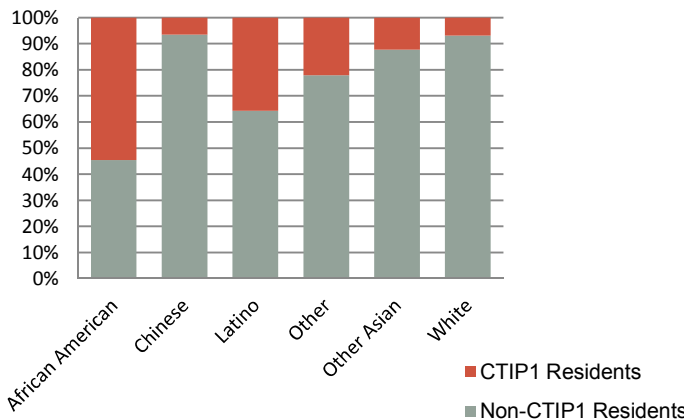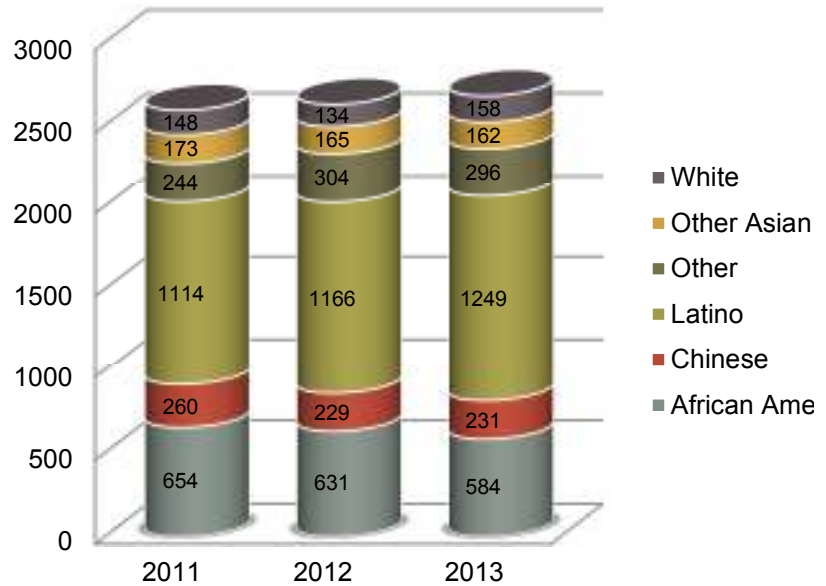

Chart 10 illustrates the percent of each race/ethnicity living in an area of the city with the lowest average test scores (CTIP1).

OBSERVATIONS

- In general, the number of K/6/9 applicants living in areas of the city with the lowest average test scores, and the racial/ethnic diversity of those applicants, has not changed much since the tie-breaker was first used in 2011.
    - The number of Latino has increased from 1,114 in 2011 to 1,249 in 2013.
    - The number of African Americans has decreased 654 in 2011 to 584 in 2013.
- 55% of all African American applicants and 36% of all Latino applicants live in an area of the city with the lowest average test scores.

Charts 11, 12 and 13 below illustrate the racial/ethnic breakdown of K/6/9 applicants living in areas of the city with the lowest average test scores (i.e., CTIP1).

Kindergarten

9th Grade

6th Grade
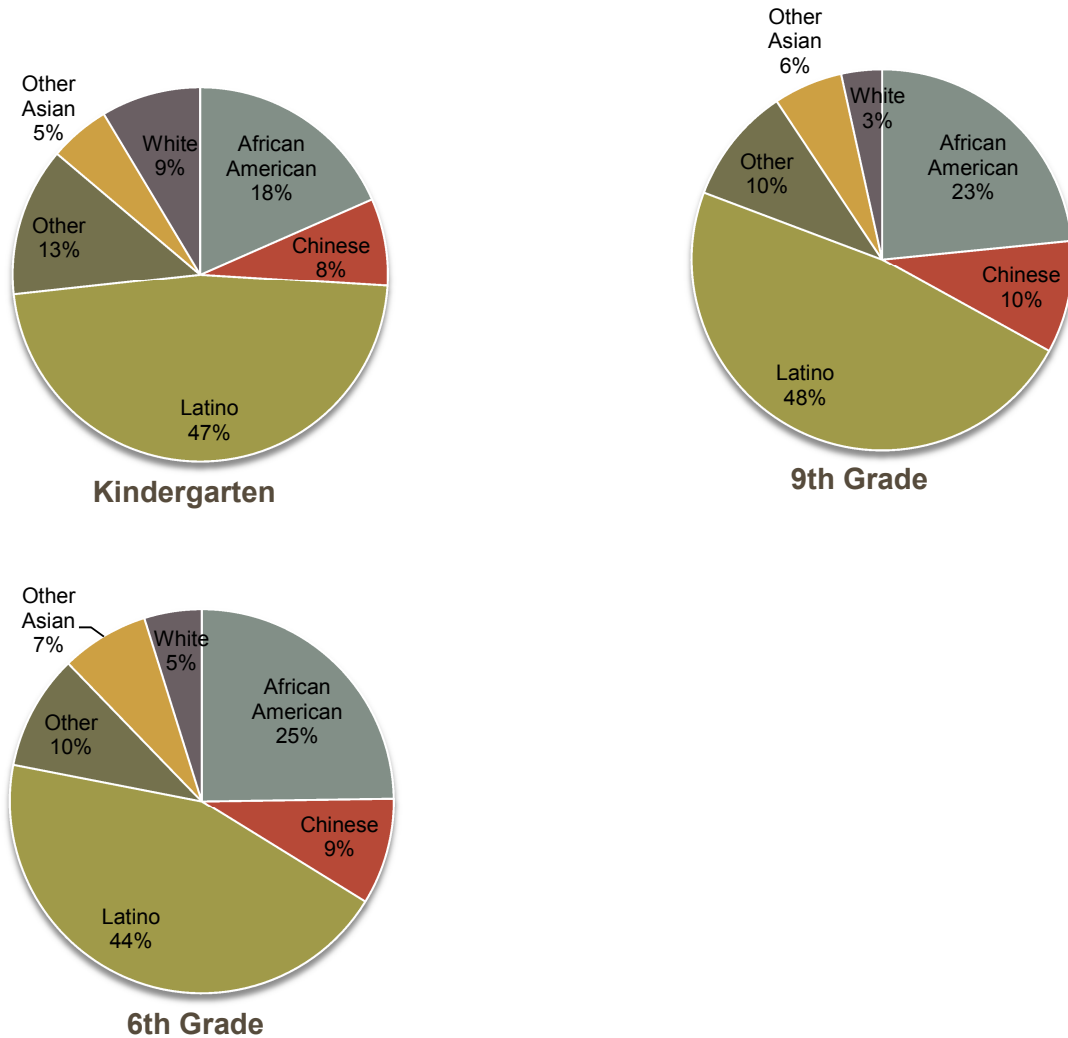
OBSERVATIONS

- More than 60% of k/6/9 students are Latino or African American.

- The percent of applicants who are African American is greater in 6th (25%) and 9th (23%) grade than kindergarten (18%).

- The percent of applicants who are White is greater in kindergarten (9%) than 6th (5%) and 9th (3%) grade.

FIRST CHOICE REQUESTS FOR CTIP1 RESIDENTS

This section of the report analyzes **first choice requests** in the March 2013 assignment run (Round 1) for the 2013-14 school year from kindergarten, 6th grade, and 9th grade applicants who live in areas of the city with the lowest average test scores.

KINDERGARTEN
Approximately 800 kindergarten applicants in Round 1 of the student assignment process for the 2013-14 school year lived in areas of the city with the lowest average test scores (i.e., they received the CTIP1), and collectively they submitted requests for 69 different schools offering kindergarten.

o **25 schools (36%) received five or fewer** first choice requests from kindergarten applicants with a CTIP1 tie-breaker: *Alamo, Argonne, Carver, Cobb, El Dorado, Feinstein, Garfield, Jefferson, Key, Lafayette, Lau, Longfellow, Malcolm X, McCoppin, MEC, Ortega, Peabody, SF Community, Serra, Sheridan, Sloat, Sunnyside, Sunset, Sutro, Ulloa, Wo.*

o **24 schools (35%) received between 6 and 14** first choice requests from kindergarten applicants with a CTIP1 tie-breaker: *Carmichael, Chin, CIS @ DeAvila, Cleveland, Glen Park, Guadalupe, Harte, Lakeshore, Lawton, Lilienthal, Milk, Miraloma, Monroe, Muir, New Traditions, Redding, Revere, Sanchez, SF Motessori, Sherman, Spring Valley, Starr King, West Portal.*

o **20 schools (29%) received between 15 and 67** first choice requests from kindergarten applicants with a CTIP1 tie-breaker. Table 6 shows the racial/ethnic breakdown of these requests.

Table 8 shows the racial/ethnic breakdown of requests from CTIP1 residents at schools that received more than 15 first choice requests from kindergarten applicants with a CTIP1 tie-breaker

School	Total	African American	Chinese	Latino	Other	Other Asian	White
BV/MANN	67	0	0	51	6	3	7
MOSCONE	46	1	1	40	4	0	0
MARSHALL	36	0	0	34	2	0	0
ROOFTOP	36	13	2	5	6	0	10
TAYLOR	35	5	13	12	1	4	0
CHAVEZ	32	1	0	29	1	1	0
ALVARADO	31	0	0	22	0	0	9
CLARENDON	26	6	2	4	3	2	9
BRYANT	23	1	0	21	1	0	0
DREW	22	15	0	2	4	1	0
FAIRMOUNT	22	3	0	18	0	0	1
TENDERLOIN	21	0	1	10	1	9	0
FLYNN	19	2	0	16	1	0	0
HILLCREST	19	5	1	11	1	1	0
GRATTAN	16	1	1	4	1	0	9
MCKINLEY	16	2	0	3	3	0	8
VIS VALLEY	16	3	7	2	2	2	0
YU	16	5	5	3	2	0	1
PARKS	15	1	0	4	4	5	1
WEBSTER	15	1	0	6	3	0	5

OBSERVATIONS

- Only four schools received first choice requests from five or more African American kindergarten applicants with a CTIP1 tie-breaker: Drew (15 kindergartners); Rooftop (13); New Traditions (7); and Clarendon (6).

- Seven schools received first choice requests from five or more White kindergarten applicants with a CTIP1 tie-breaker: Rooftop (10); Clarendon (9); Grattan (9); Alvarado (9); McKinley (8); BV/Mann (7); Webster (5).

- Schools offering Spanish language pathways received the greatest number of first choice requests from Latino families: BV/Mann, Moscone, Marshall, Chavez, Alvarado, Bryant, Fairmount, and Flynn.

- Chinese applicants requested 30 schools, and Taylor received the greatest number of first choice requests from Chinese applicants with a CTIP1 tie-breaker (13 applicants).

6TH GRADE

Approximately 640 6th grade applicants in Round 1 of the student assignment process for the 2013-14 school year lived in areas of the city with the lowest average test scores (i.e., they received the CTIP1 tie-breaker).

Table 9 shows the racial/ethnic breakdown of requests from CTIP1 residents at schools that received more than 15 first choice requests from 6th grade applicants with a CTIP1 tie-breaker

School	Total	African American	Chinese	Latino	Other	Other Asian	White
APTOS	114	32	11	56	5	2	8
BV/MANN	24	0	0	23	0	0	1
CARMICHAEL	8	2	0	5	1	0	0
DENMAN	23	8	1	11	2	1	0
EVERETT	61	12	0	35	6	4	4
FRANCISCO	14	2	5	5	2	0	0
GIANNINI	42	10	4	14	7	5	2
HOOVER	53	7	9	30	3	2	2
KING JR	22	8	2	4	4	4	0
LAWTON	4	1	0	2	0	1	0
LICK	72	6	0	55	4	1	6
LILIENTHAL	1	1	0	0	0	0	0
MARINA	41	15	3	14	3	5	1
PRESIDIO	57	12	17	11	6	7	4
REVERE	3	1	0	2	0	0	0
ROOFTOP	14	6	0	3	4	1	0
ROOSEVELT	59	11	14	13	3	14	4
S F COMMUNITY	3	2	0	1	0	0	0
VIS VALLEY	17	9	1	1	5	1	0

OBSERVATIONS

- Aptos, Lick, and Everett were the three most requested schools from students with the CTIP1 designation.

- Aptos was one of the top most requested schools by African American, Latino, and White applicants with a CTIP1 tie-breaker.

- Roosevelt and Presidio were the two most requested schools by Chinese applicants with a CTIP1 tie-breaker.

9TH GRADE

Approximately 750 9th grade applicants in Round 1 of the student assignment process for the 2013-14 school year lived in areas of the city with the lowest average test scores (i.e., they received the CTIP1 tie-breaker).

Table 10 shows the racial/ethnic breakdown of requests from CTIP1 residents at schools that received more than 15 first choice requests from 9th grade applicants with a CTIP1 tie-breaker

School	Total	African American	Chinese	Latino	Other	Other Asian	White
AAS @ SOTA	20	5	0	14	0	0	1
ASAWA SOTA	27	13	2	6	1	1	4
BALBOA	120	23	9	61	15	8	4
BURTON	27	8	1	7	6	5	0
GALILEO	72	13	16	33	3	6	1
ISA	2	1	0	1	0	0	0
JORDAN	16	5	0	10	0	0	1
LINCOLN	118	33	15	55	10	0	5
LOWELL**	142	20	22	58	15	16	11
MARSHALL	11	2	2	4	2	1	0
MISSION	56	19	0	32	4	0	1
O'CONNELL	34	3	0	28	2	1	0
S F INTERNATIONAL	3	0	0	3	0	0	0
WALLENBERG	31	13	2	11	2	3	0
WASHINGTON	79	15	14	36	7	6	1

OBSERVATIONS

- Balboa was the most requested school by 9th grade applicants with a CTIP1 tie-breaker, and Lowell was the second most requested, and Lincoln was the third most requested school. Over 50% of all applicants with the CTIP1 tie-breaker applied to one of these three schools.

** CTIP doesn't apply to Lowell

## ENROLLMENT PATTERNS FOR CTIP1 RESIDENTS

Eleven schools had a kindergarten enrollment of more than 50% CTIP1 residents: *Drew, Malcolm X, Carver, Chavez, Marshall, Bryant, BV/Mann, Moscone, Harte, Tenderloin, Rooftop*

Fifteen schools had a kindergarten enrollment between 25% and 49% CTIP1 residents: *Sanchez, Muir, Fairmount, Flynn, Vis Valley, Clarendon, Redding, Taylor, Alvarado, Starr King, Cobb, El Dorado, Parks, Revere, Webster*

Twenty one schools had a kindergarten enrollment between 10% and 24% CTIP1 residents: *Milk, Spring Valley, Grattan, Hillcrest, Glen Park, Yu, McKinley, SF Montessori, New Traditions, Guadalupe, Lawton, Serra, Cleveland, Carmichael, Sheridan, Sherman, Lilienthal, Chin, Miraloma, SF Community, Monroe*

Twenty schools had a kindergarten enrollment between 1% and 9% CTIP1 residents: *Peabody, Longfellow, West Portal, Lakeshore, Sloat, Garfield, Wo, Ulloa, Sunnyside, Sunset, Lau, Alamo, Key, Sutro, Feinstein, Jefferson, McCoppin, Ortega, Argonne, CIS @ DeAvila*

Chart 14 shows the racial/ethnic breakdown of the 11 schools with a kindergarten enrollment of more than 50% CTIP1 residents.
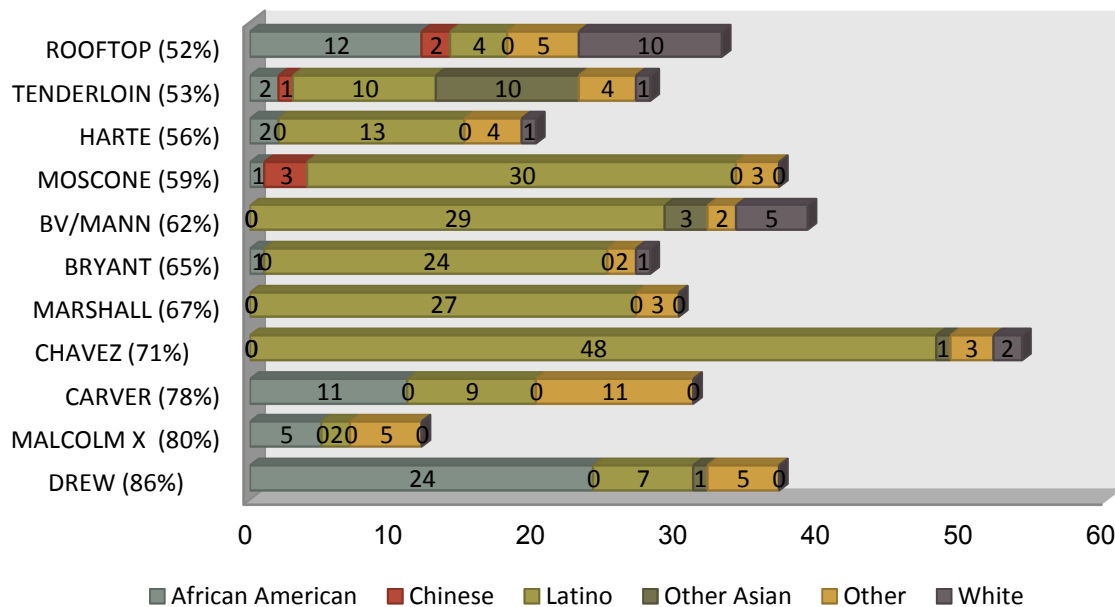
Map 3 shows the areas of the city with the lowest average test scores and the geographic location of schools with a kindergarten enrollment of more than 50% CTIP1 residents.
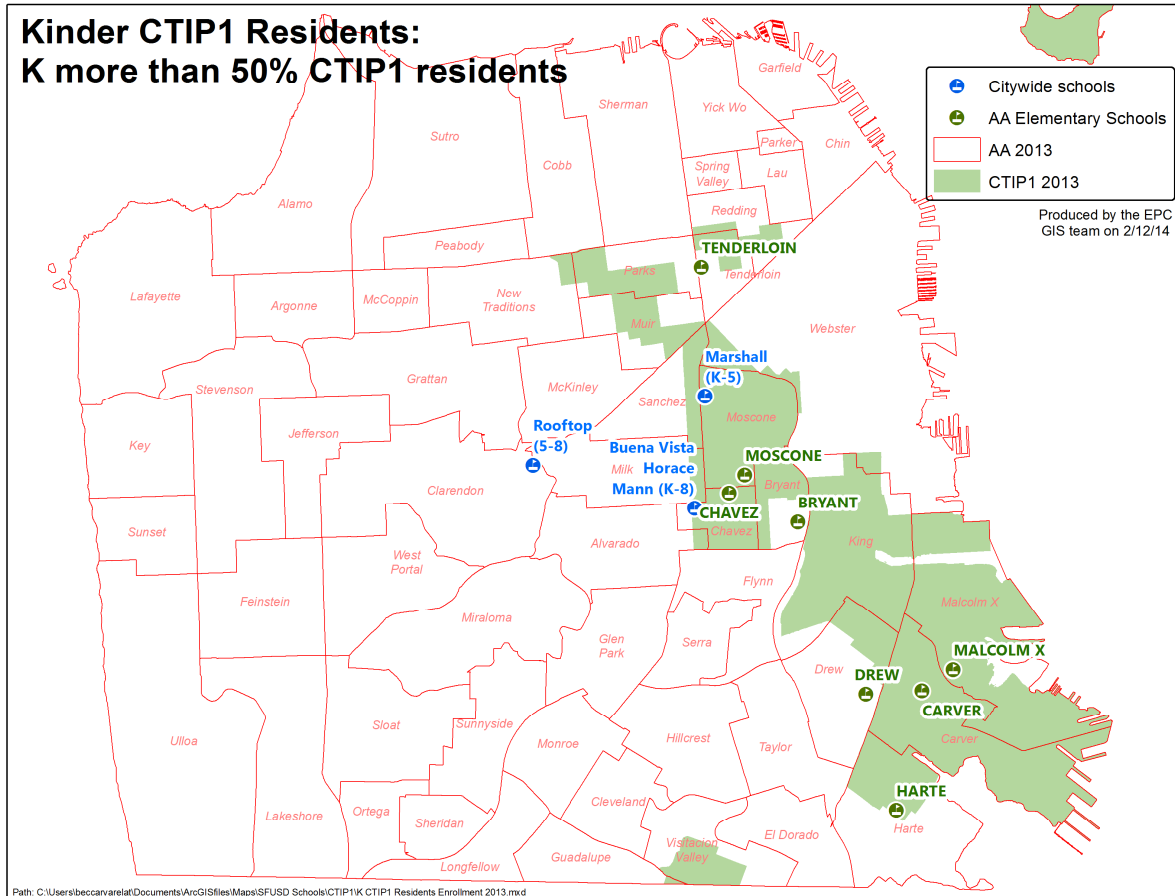
OBSERVATIONS

- 10 of the 11 schools with a kindergarten enrollment of more than 50% CTIP1 residents are located in or near areas of the city with the lowest average test score.
    - Rooftop is the only school that is not located in or close to CTIP1.

4. DO MIDDLE SCHOOL FEEDERS HELP REVERSE THE TREND OF RACIAL ISOLATION AND THE CONCENTRATION OF UNDERSERVED STUDENTS IN THE SAME SCHOOL? DO THEY HELP PROVIDE EQUITABLE ACCESS TO THE RANGE OF OPPORTUNITIES OFFERED TO STUDENTS?

On June 14, 2011, the Board of Education approved staff's recommendation to develop elementary to middle school feeder patterns. Starting with the 2012-13 school year, and for four years thereafter, the elementary-to-middle school feeders will operate as a preference/tie-breaking factor in the choice process. This section of the report explores the impact of the middle-school tie-breaker on middle school demand and enrollment patterns.

REQUESTS FOR MIDDLE SCHOOL FEEDERS

Chart 15 below compares the percent of students who requested their middle school feeder **as one of their choices** in the first round of the assignment process over three years, and Chart 16 compares **first choice requests**. The middle school tie-breaker did not exist in 2011, but it did apply in 2012 and 2013.
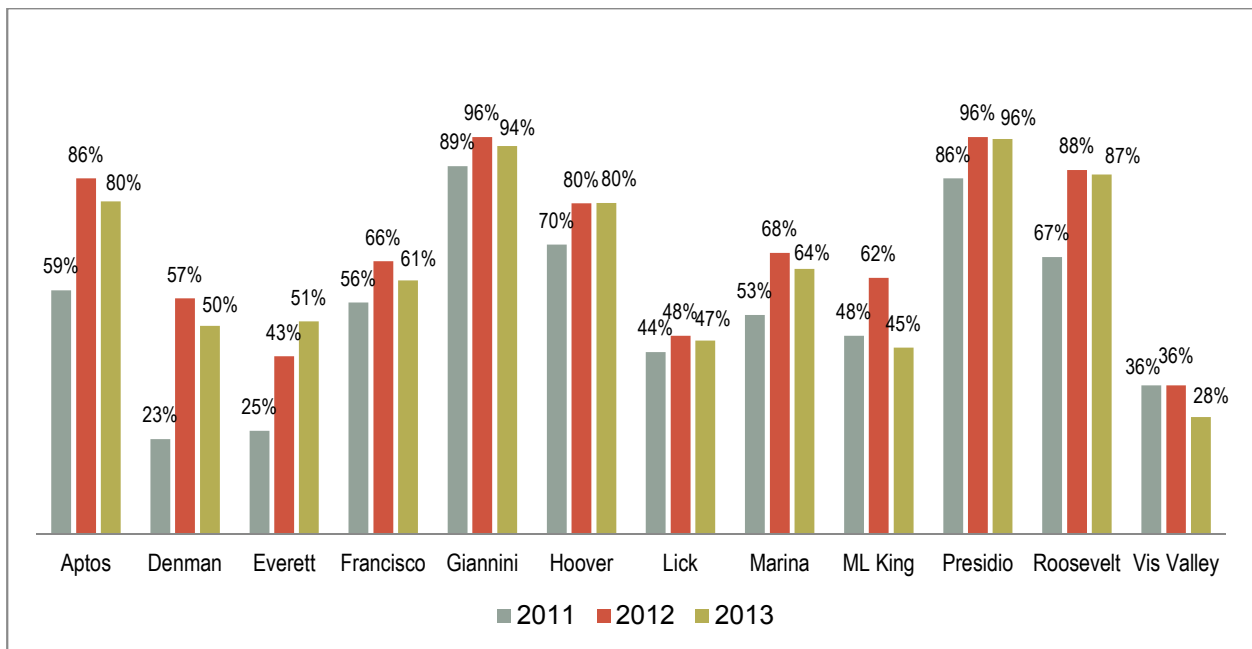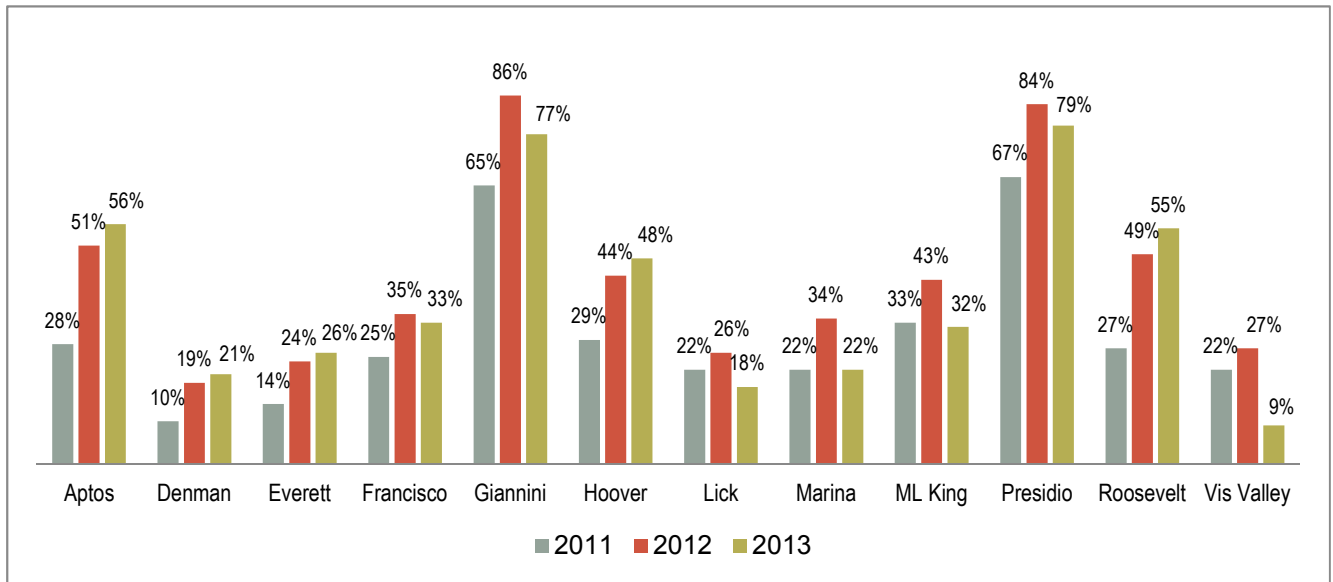
Chart 16: Percent of **5th grade families requesting** their middle school feeder as their __first choice__

OBSERVATIONS

- King middle school experienced an increase in the percent of students from its elementary feeders who listed King as a first choice and as any choice the first year the tie-breaker was available. However, for the second year, the percent of students from the elementary feeders requesting King dropped below the percent before the tie-breaker was introduced.

- Vis Valley MS also experience a decline in the percent of students from its elementary feeders who listed it as a choice/first choice; it's gone from 22% to 9%.

- Aptos, Denman, Everett and Roosevelt experienced a significant increase in the percent of students from their elementary feeders listing them as a first choice and as any choice. In year two, they experienced an increase in the percent listing them as a first choice, and, with the exception of Everett, a decrease from the prior year in the percent who listed them as any choice.

   o For the 2011-12 SY, before the tie-breaker, 25% of students enrolled in the elementary feeders listed Everett as a choice and 14% listed it as a first choice. For the 2013-14 SY, the second year with the tie-breaker, 51% listed it as a choice and 26% listed it as a first choice.

- Over 70% of children enrolled in the elementary feeders for Giannini, Hoover, and Presidio requested the school before the tie-breaker existed. Since the tie-breaker the percent requesting them has increased.

- Lick has not seen much of an increase in the percent of elementary students requesting them as a choice, and it's seen a decrease in the percent requesting them as a first choice.

   o For the 2011-12 SY, before the tie-breaker, 22% of students enrolled in the elementary feeders listed Lick as a first choice, and for the 2013-14 SY, the second year with the tie-breaker, 18% listed it as a first choice.

Table 11 shows the outcomes for students who requested their middle school feeder for the 2013-14 school year. Students fall into one of three categories: 1) assigned to their middle school; 2) assigned to a school ranked higher than their middle school as a choice on their application form; or 3) assigned to a non-choice school (i.e., they requested their middle school feeder, and they did not get assigned to any of their choices).

Middle School	Outcome of Request	Total	African American	Chinese	Latino	Other	Other Asian	White
APTOS	Assigned to feeder	162	28	46	20	11	19	38
APTOS	Assigned to a higher choice	84	20	15	12	11	7	19
DENMAN	Assigned to feeder	106	13	16	27	10	33	7
DENMAN	Assigned to a higher choice	181	28	38	41	11	16	47
EVERETT	Assigned to non-choice	3			3			
EVERETT	Assigned to feeder	85	8	1	40	9	6	21
EVERETT	Assigned to a higher choice	164	15	4	109	5	10	21
FRANCISCO	Assigned to feeder	117	7	74	9	5	13	9
FRANCISCO	Assigned to a higher choice	111	7	52	17	6	25	4
GIANNINI	Assigned to feeder	326	15	167	24	36	28	56
GIANNINI	Assigned to a higher choice	69	23	21	6	8	1	10
HOOVER	Assigned to feeder	197	4	108	38	12	18	17
HOOVER	Assigned to a higher choice	125	3	39	59	6	10	8
ISA	Assigned to feeder	10	2		7	1		
ISA	Assigned to a higher choice	40	5		32	1	1	1
KING JR	Assigned to feeder	80	4	26	25	6	17	2
KING JR	Assigned to a higher choice	95	9	40	34	3	7	2
LICK	Assigned to feeder	58	2		34	3	1	18
LICK	Assigned to a higher choice	175	35	2	89	19	14	16
MARINA	Assigned to feeder	127	3	69	21	10	12	12
MARINA	Assigned to a higher choice	116	4	59	24	9	11	9
PRESIDIO	Assigned to feeder	309	15	102	23	32	51	86
PRESIDIO	Assigned to a higher choice	68	12	12	12	5	11	16
ROOSEVELT	Assigned to feeder	114	10	35	11	15	20	23
ROOSEVELT	Assigned to a higher choice	42	18	8	7		4	5
VIS VALLEY	Assigned to feeder	75	17	22	21	5	9	1
VIS VALLEY	Assigned to a higher choice	132	8	28	65	5	25	1

OBSERVATIONS

- Only 3 students requested their middle school but did not get assigned to it or to a higher choice; in each of these cases the student had program requests (immersion or special education) and those programs did not have openings in their middle school feeder school).

- 56% of students requested and received an assignment to their middle school feeder.

- 44% of students were assigned to a school ranked as a higher choice than their middle school feeder on their application form.

NUMBER OF ELEMENTARY SCHOOLS FEEDING INTO EACH MIDDLE SCHOOL

In creating middle school feeders, it was assumed the feeders would reduce the number of elementary schools each middle school received students from, and this would provide an opportunity to build connections between families and students and to create seamless academic pathways for students transitioning from elementary to middle school.

Table 12 shows the number of sending elementary schools for each middle school the year before the tie-breaker (2011-12) and the two years the tie-breaker has been used.

|	# ES Feeders	2011-2012 SY Enrollment (without tie-breaker)	2012-2013 SY Enrollment (with tie-breaker)	2013-14 SY Enrollment (with tie-breaker)	Comment
A P GIANNINI	6	50	43	36	declining
APTOS	5	49	45	46	varies
DENMAN	5	42	31	25	declining
EVERETT	6	44	30	29	declining
FRANCISCO	5	36	23	19	declining
HOOVER	5	49	42	38	declining
LICK	6	25	27	28	increasing
MARINA	5	52	50	41	declining
ML KING	3	38	29	27	declining
PRESIDIO	5	48	38	38	decline + steady
ROOSEVELT	6	42	37	32	declining
VIS VALLEY	4	44	25	40	Varies
AVERAGE	**5**	**42**	**34**	**33**	**declining**

OBSERVATIONS

- While in general the number of elementary schools feeding into middle schools is declining, middle schools continue to receive students from a significant number of elementary schools.

- Francisco and Denman have seen the largest decline in the number of elementary schools feeding into their 6th grade class. Students from 36 elementary schools fed into Francisco before the tie-breaker, and after two years with the tie-breaker students from 19 elementary schools fed into Francisco. Students from 42 elementary schools fed into Denman before the tie-breaker, and after two years with the tie-breaker students from 25 elementary schools fed into Denman.

- Students from 44 elementary schools fed into Everett before the tie-breaker, and after two years with the tie-breaker students from 29 elementary schools feed into Everett. The drop for Everett happened the first year the tie-breaker was used – students from 14 fewer elementary schools fed into Everett.

- Vis Valley saw a significant drop during the first year – it went from 44 to 25 elementary schools. However, by the second year it was back up to 40 schools. (The designation process may have played a role in this outcome.)

- Overall the number of elementary schools feeding into a single middle school has declined.

5. DO ATTENDANCE AREAS HAVE THE CAPACITY TO ACCOMMODATE KINDERGARTEN RESIDENTS? DO KINDERGARTNERS REQUEST THEIR ATTENDANCE AREA SCHOOL?

Map 4 below shows kindergarten residents as a percent of kindergarten seats in each attendance area. All students living in the attendance area who submitted an application for kindergarten are considered residents, regardless of the choices they made and regardless of the date they submitted their application from. All kindergarten seats available in the attendance area are counted, including seats for citywide schools and programs.

Red circles mean the number of kindergarten applicants living in the attendance area is greater than the capacity of that attendance area regardless of school choice (note: applicants may not choose their own attendance area school). Yellow means the number of kindergarten applicants living in the attendance area is less than or equal to the capacity of that attendance area. The circles are relative to the number of kindergarten applicants; the bigger the circles, the more applicants there are.

Map 4: Kindergarten applicants living in each attendance area relative to kindergarten capacity at all schools in the attendance area
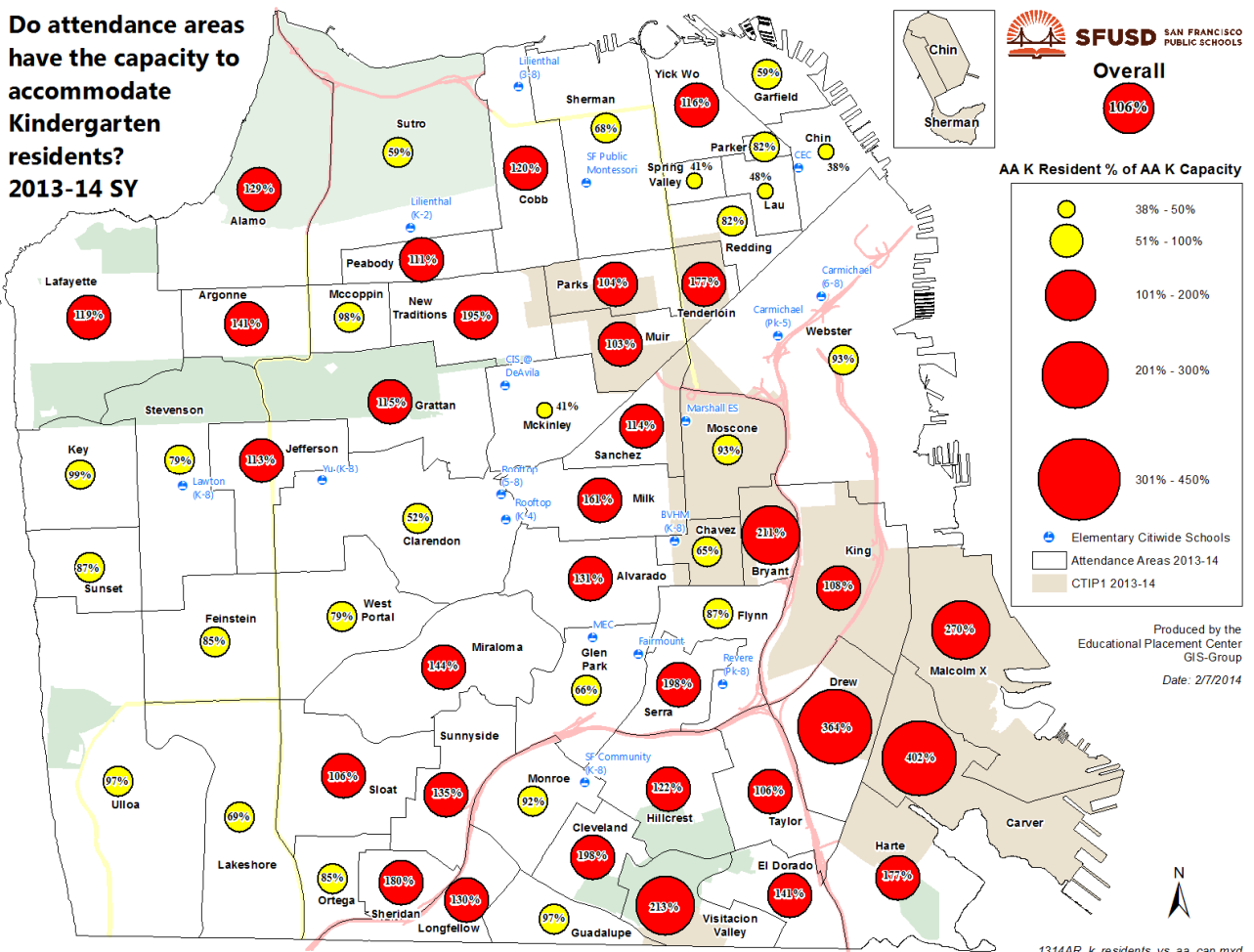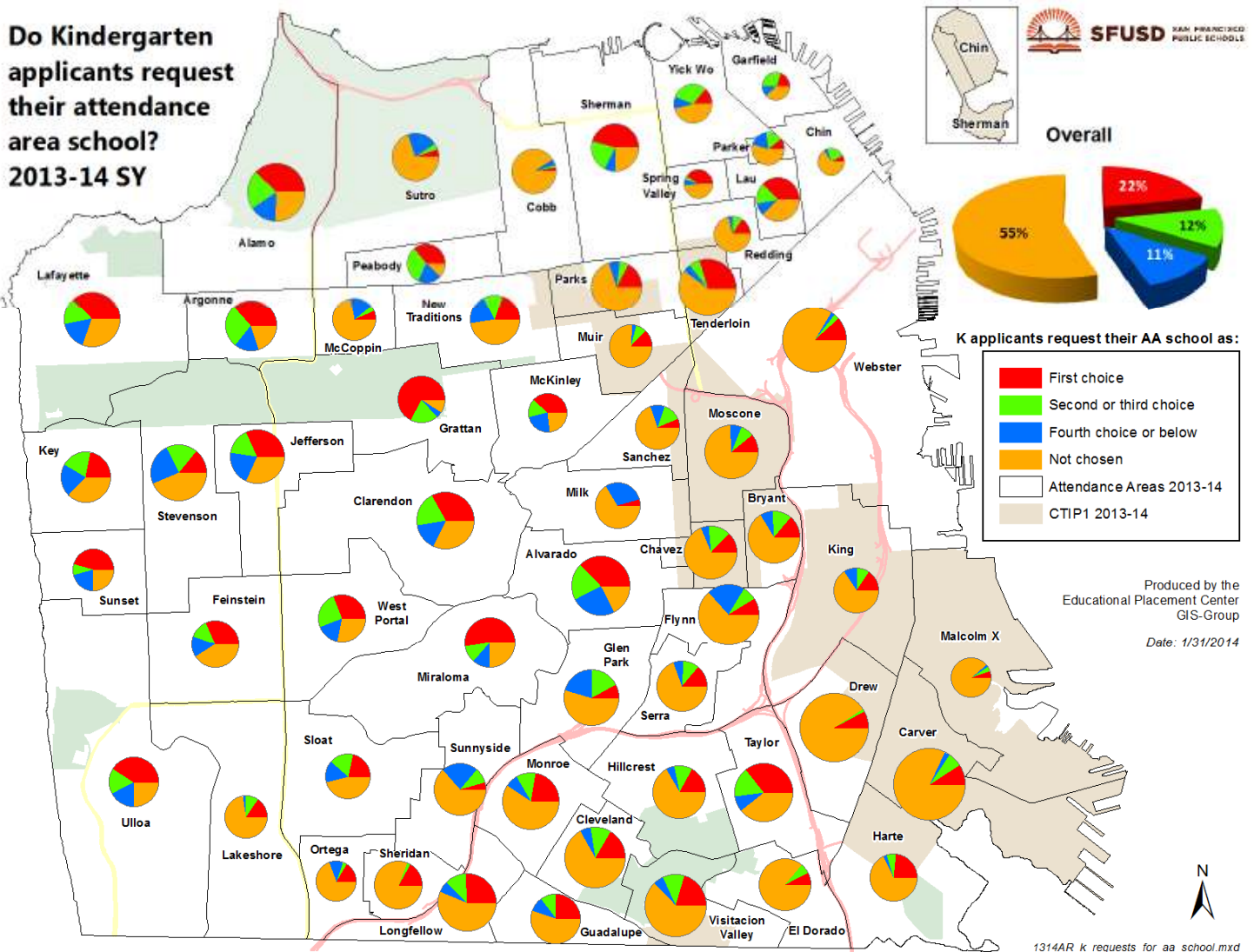
OBSERVATIONS

- During the development of the boundaries approved by the Board in September 2010, we identified a mismatch between where students live and where schools are located, and discovered that given the size and distribution of schools throughout the city it's not possible to create attendance areas that can accommodate all students living in them. The residential patterns of kindergarten applicants for the 2013-14 school year is consistent with those findings.

- Overall, the number of students who applied for kindergarten in 2013-14 exceeded the number of kindergarten seats available in the district. 4,976 students applied and there were 4,706 seats, which means the demand for kindergarten was 106% of seats. This percentage is the same as last years. Because 100% of applicants don't end up enrolling in our schools, we were able to accommodate all kindergartners who wanted to enroll in our schools.

- Technically, 26 out of 58 attendance areas (45%) had the capacity to accommodate all kindergarten applicants living in the attendance area (yellow circles), and 32 attendance areas (55%) had more residents than seats (red circles).

- Many attendance areas with more kindergarten seats than kindergarten residents (yellow circles) are concentrated in the west, southwest, and northeast of the city.

- The southeast has significantly more kindergarten residents than kindergarten seats. Kindergarten applicants living in Carver's attendance area (regardless of their requests) are about four times the number of seats in Carver's attendance area. The schools near Carver (Drew, Malcolm X, and Harte) also have more residents than kindergarten seats.

- The northeast has significantly fewer kindergarten residents than kindergarten seats. The average number of Kindergarten applicants living in Garfield, Chin, Lau, and Spring Valley's attendance areas is approximately half the number of seats in those attendance areas.

DO KINDERGARTEN APPLICANTS REQUEST THEIR ATTENDANCE AREA SCHOOL?

Map 5 below has a color coded pie in each attendance area to illustrate **request patterns** for all kindergarten applicants for the 2012-13 school year (both on-time and late) **living in the attendance** area – regardless of the school they enrolled in. The larger the pie the greater the number of kindergarten applicants living in the attendance area.

Red indicates the percent of kindergarten applicants living in the attendance area who requested their attendance area school as a first choice; green indicates second or third choice; blue indicates fourth or lower choice; and orange indicates the percent who did not request their attendance area school.

Map 5: % Kindergarteners who requested their attendance area school – 2013-14 SY

OBSERVATIONS

- Overall, 55% of residents did not request their own attendance area school anywhere among their choices.
    - Over 50% of residents in 34 of the 58 attendance areas did not request their attendance area school anywhere among their choices. Many of these attendance areas are located on the east and southeast of the city.

    - Less than a quarter of residents in Carver, Cobb, Drew, El Dorado, Malcolm X, Muir, Sheridan, and Webster's attendance areas requested their attendance area school as one of their choices.

    - Cobb (9%) and Drew (10%) had the lowest percent of requests from students living in the attendance area.

- 22% of applicants requested their attendance area school as their first choice.
    - Grattan had the greatest percent of residents requesting their attendance area school as a first choice; 67% of all kindergarten residents of Grattan's attendance area listed Grattan as a first choice.

    - More than half of the residents in Grattan (67%), and Miraloma (52%) requested their attendance area school as a first choice.

- More than 75% of residents in 7 of the 58 attendance areas listed their attendance area school somewhere among their choices: *Grattan, Peabody, Alvarado, Argonne, McKinley, Sherman, and Ulloa*.
    - Grattan had the greatest percent of residents requesting their attendance area school; 91% of all applicants living in Grattan's attendance area listed Grattan among their requests.

DO KINDERGARTEN APPLICANTS ENROLL IN THEIR ATTENDANCE AREA SCHOOL?

Map 6 below has a color coded pie in each attendance area to illustrate whether kindergarteners **living in the attendance area are enrolled in**:

- a school of their choice ranked higher than their attendance area school – including students who did not request their attendance area school (red);
- their attendance area school because they requested it (blue);
- their attendance area school because they did not get any of their choices and were offered their attendance area school (orange);
- a choice ranked lower than their attendance area request (green); or
- a school other than their attendance area that they did not request (yellow).

The larger the pie the greater the number of kindergarten residents. The **larger the blue and orange areas of the pie** the greater the percent of residents enrolled in their attendance area school.

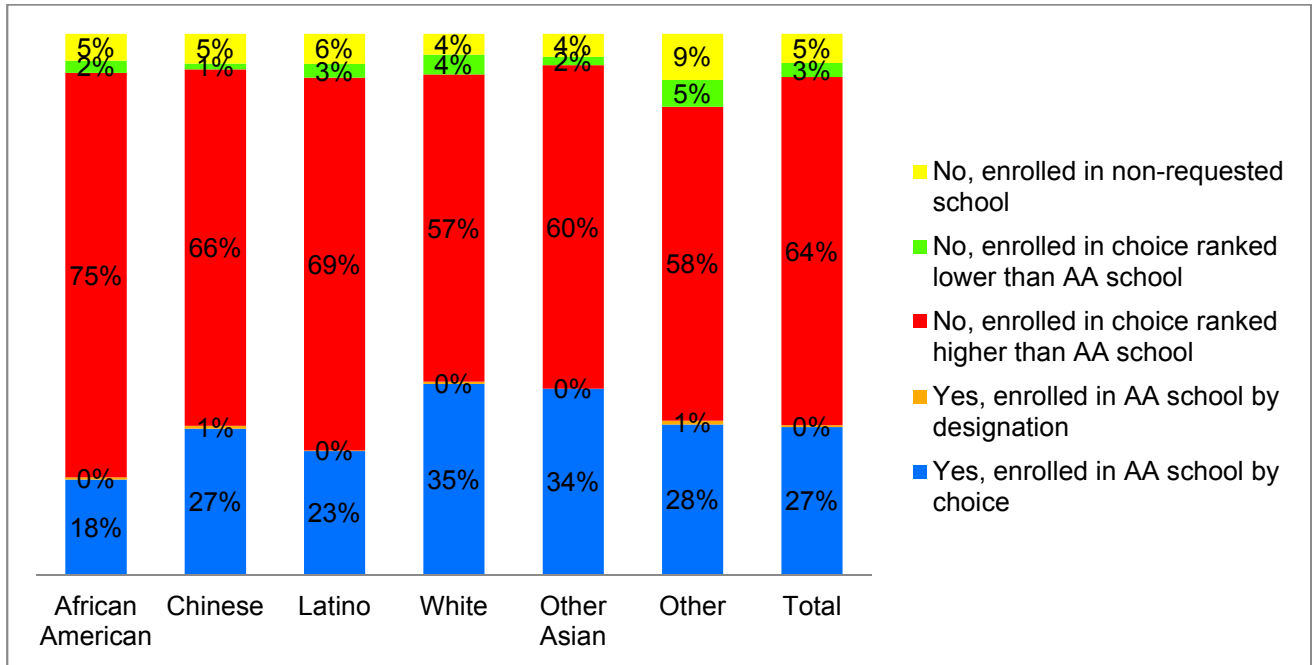Map 6: % Kindergarteners enrolled in their attendance area school – 2013-14 SY
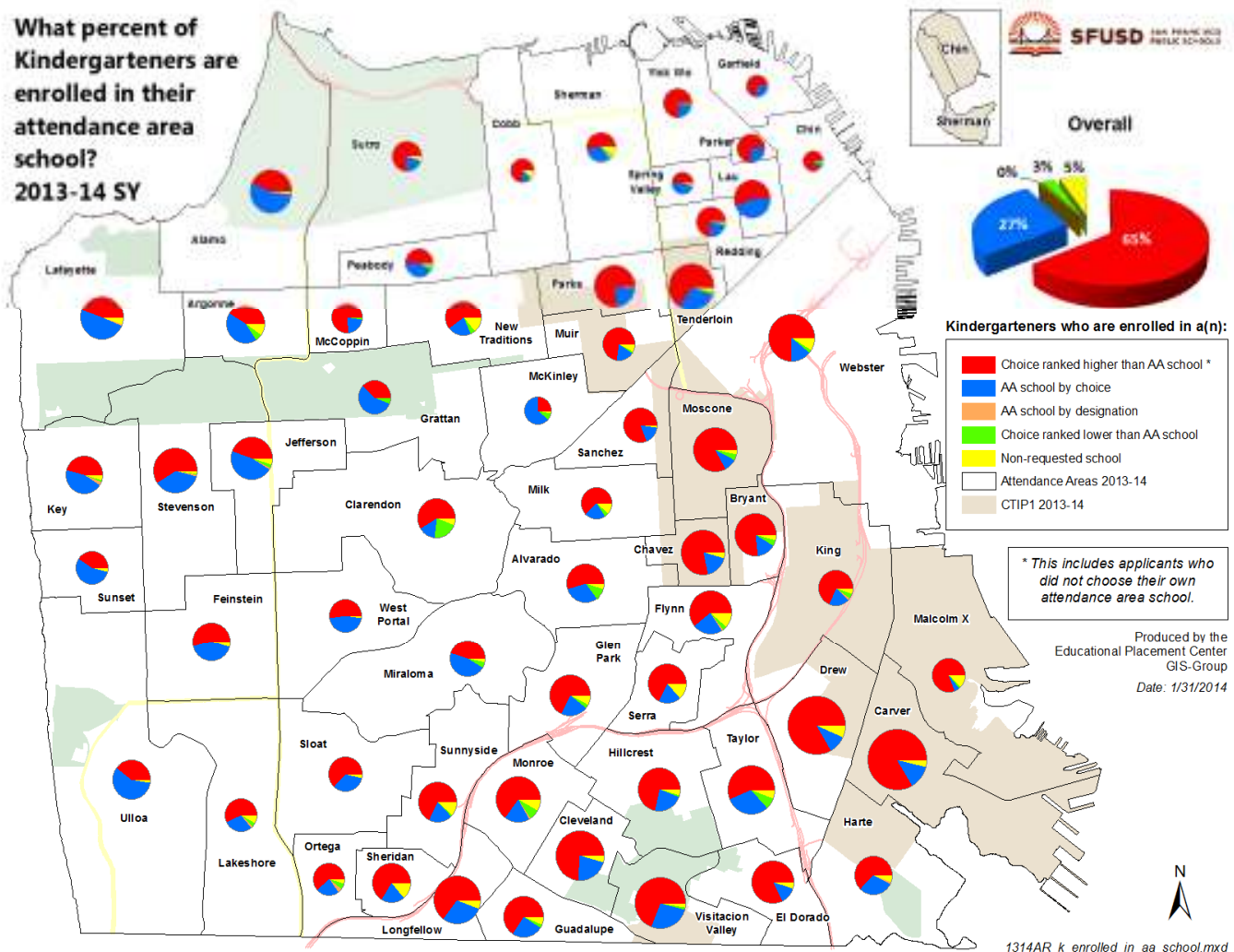
OBSERVATIONS

- Overall, 27% of all kindergarteners in October 2013 were enrolled in their attendance area school by choice (blue).

  - Alamo (54%), Grattan (57%), McKinley (63%), Sunset (55%), and Ulloa (57%) had more than 50% of enrollment from attendance area residents who chose the school.

  - Very few residents (less than 10%) in Malcolm X (6%), and Moscone (9%) attendance areas are enrolled in their attendance area school (blue and orange).

  - Almost nobody is enrolled because they didn't get any of their choices and were designated to their attendance area school (orange).

- 65% of kindergarteners were enrolled in a school listed higher than their attendance area school – this includes students who did not list their attendance area school and got assigned a requested school (red).

- 3% of kindergarteners requested their attendance area school but were offered a school ranked lower than their attendance area school (green).

  - Residents of Clarendon's attendance area had the greatest percent of students enrolled in a school they ranked lower than their attendance area school (21%).

- 5% of kindergarteners were enrolled in a non-requested school (yellow).

DOES THE PERCENT OF KINDERGARTEN APPLICANTS ENROLLED IN THEIR ATTENDANCE AREA SCHOOL VARY BY RACE/ETHNICITY

Chart 17 shows the percent of kindergartners enrolled in their attendance area school.

OBSERVATIONS

- 65% of kindergarteners are not enrolled in their attendance area school because they are enrolled in a school they prefer more than their attendance area school (red).

    o The percent of African Americans and Latinos enrolled in a school they prefer to their attendance area school is greater than the overall percent – 75% and 69% respectively.

- 27% of kindergarteners are enrolled in their attendance area school (orange and blue). Overall, a very small number of kindergarteners (13 out of 3,959 applicants) received a designated offer (i.e., non-requested offer) to their attendance area school.

- 3% are enrolled in a school ranked lower than their attendance area school (green).

- 5% are enrolled in a non-requested school that is not their attendance area school (yellow).

APPENDIX

1. HISTORICAL CONTEXT

CONSENT DECREE

In 1978, the San Francisco NAACP brought a case against SFUSD and the State of California. The NAACP argued that the SFUSD and the State engaged in discriminatory practices and maintained a segregated school system in violation of the U.S. Constitution, federal statues, and the State of California Constitution.

In 1983, the U.S. District Court approved a type of agreement between the parties called a "Consent Decree" which had two primary goals for the SFUSD:

- continued and accelerated efforts to achieve academic excellence for all students with a particular focus on African American and Latino students; and
- elimination of racial/ethnic segregation or identifiability in any school, program, or classroom to the extent practicable.

In implementing the 1983 Consent Decree, SFUSD created a student assignment plan and a transportation system designed to support SFUSD's efforts to desegregate its schools. The student assignment plan used a combination of schools with both contiguous and noncontiguous attendance areas, alternative schools (without attendance areas), and optional enrollment requests which allowed students to transfer to schools outside of their attendance area school. In addition, no school could have fewer than four racial/ethnic groups, and no racial/ethnic group could constitute more than 45% of the students at attendance area schools or 40% at alternative schools.

In 1994, a group of San Francisco families sued the SFUSD for using race as a factor in school assignment, and as part of a 1999 settlement, SFUSD was prohibited from using race or ethnicity as a consideration in student assignment. In attempting to comply with that agreement, SFUSD initially proposed an assignment plan that used a lottery process in which race/ethnicity was one factor, but the Court rejected that plan.

In 2001, the Court approved a settlement agreement that included a new student assignment method called the **Diversity Index**, which was implemented for the 2002-03 school year and was used through the 2010-11 school year. The Diversity Index was designed to:

- give families choice;
- ensure equitable access; and
- promote diversity without using race/ethnicity.

On December 31, 2005, the Consent Decree expired, and for the first time in 22 years the SFUSD student assignment process was not regulated by the courts.

DIVERSITY INDEX

The Board had many concerns about the diversity index, not least of which was that it was not meeting the Board's longtime goal of reducing racial isolation and improving educational opportunities and outcomes for all students. The number of schools with high concentrations of a single racial/ethnic group increased over the years under the diversity index. In 2008, a quarter of SFUSD's schools had more than 60% of a single racial/ethnic group, even though SFUSD's overall enrollment was racially/ethnically diverse and did not have a majority group.

In addition, although SFUSD had opened, closed, merged, and redesigned schools, the attendance area boundaries had not been revised since the 1980s. The Board was also concerned that some schools were over enrolled while others were under enrolled, and that the participation rates in the choice process varied greatly by race/ethnicity. Finally, many families reported finding the system time consuming, unpredictable, and difficult to understand.

HEARING FROM THE COMMUNITY

SFUSD partnered with different community members and organizations over the years to gather feedback on the student assignment system. SFUSD has heard from thousands of families and other community members regarding their experience, concerns, and suggestions for student assignment. Families consistently report wanting quality schools and a fair and equitable system that is easy to understand.

While families consistently report wanting quality schools, there are many divergent perspectives on what student assignment should prioritize and support. For example, some families want a school close to home, while others feel that choosing a school with particular programmatic features is more important than having a school close to home.

Here is a high-level summary of key findings from the community reports. For the purposes of the summary, we have pulled out findings that relate only to the student assignment system.

- Most families want their school communities to reflect San Francisco's socioeconomic and cultural diversity. But for families across the city, diversity is often trumped by a school's location, academic quality, and their own feeling of belonging.
- Even families who are happy with their children's schools want more predictability in the enrollment process and are uncomfortable with a process that feels excessively complicated or random.
- Families want SFUSD to provide clear and accessible information that will help them choose a school that is a good fit for their child.
- Families want to participate fully in the enrollment process, but many encounter significant language, time, and information barriers.

CURRENT POLICY

In December 2008, the Board convened an Ad Hoc Committee on Student Assignment to provide a regular and public way for the Board to conduct public policy discussions with staff about the redesign of student assignment. Between December 2008 and January 2010, the Board held monthly Ad Hoc Committee meetings, and staff, with assistance from local and national partners and guidance from the Board, analyzed current conditions, explored different student assignment options, and gathered additional feedback from the community.

Key findings from the research and analysis captured the complexity of designing a student assignment system that could meet the Board's goal of reversing the trend of racial isolation and the concentration of underserved students in the same school.

- Neighborhood schools are limited in their ability to reverse the trend of racial isolation and the concentration of underserved students in the same school, although under a neighborhood system some schools might be less racially concentrated than they are today, and many schools might have a more robust enrollment.

- Different choice systems are limited in their ability to reverse the trend of racial isolation and the concentration of underserved students in the same school because the applicant pools for individual schools are racially isolated, and all families do not have the same opportunity to understand which schools they like and to submit their choices on-time for the assignment process.

- To reverse the trend of racial isolation and the concentration of underserved students in the same school through student assignment alone, the Board would need to assign students to schools they have not historically requested and to schools far from where they live. For example, some students living on the west side of the city and in the north of the city would need to be assigned to schools on the east side of the city and the southeast side of the city, and vice-versa.

SFUSD staff concluded that a new student assignment system is one part of creating educational environments in which all students can flourish. School quality is the paramount concern, and a student assignment system alone cannot ensure school quality, although it does have a role to play in creating diverse learning environments and robust enrollments in all SFUSD schools.

In March 2010, the Board unanimously approved a student assignment policy (P5101) that maintained choice as a tactic for achieving its goals, but that simplified the system and differentiated it for elementary, middle, and high school. A copy of Board Policy P5101 is provided in Appendix 2.

Per Board Policy P5101 the student assignment system places students in their highest ranked requests as long as there is space. If there are more requests for a school than openings, the student assignment system sorts all requests using a series of preferences, called tie-breakers, to assign applicants to schools. An overview of the student assignment tie-breakers used for 2013-14 school year enrollments is provided in Appendix 3.

2. STUDENT ASSIGNMENT TIE-BREAKERS: 2013-14 SCHOOL YEAR

SFUSD's student assignment system is a school choice system designed to place students in schools within SFUSD in adherence to Board of Education Policy 5101. This summary provides a high-level overview of the tie-breakers used to make school assignments in March 2013 for the 2013-14 school year.

TIE-BREAKERS

Students are placed in their highest ranked choice as long as there are openings. If there are more requests for a school than openings, the student assignment system sorts requests using a **series of preferences, known as tie-breakers,** to place applicants in schools.

The following tie-breakers are **request level tie-breakers**, which means they are applied to specific requests from students.

- *AA & PreK or TK*. Requests from students who live in the attendance area of the school and are also enrolled in an SFUSD preK or TK in the same attendance area.

- *AA*. Requests from students who live in the attendance area of the school requested.

- *CL*. Requests from students who are enrolled in and wish to continue in a language program.

- *CLS*. Request from students who are enrolled in and wish to continue in a language program AND who are the younger sibling of a students who is enrolled in and will be enrolled in the language program at the school at issue.

- *MSF*. Requests from students who attend an elementary K-5 which is identified as a school that feeds into a specific middle school.

- *PreK or TK*. Requests from students who attend an SFUSD preK or TK program at the city-wide school they are applying to.

- *Sibling*. Requests from a younger sibling of a student who is enrolled in and will be attending the school.

The following tie-breakers are **student level tie-breakers**, which means they are applied to all requests submitted by a student who meets the parameters for the tie-breaker in question.

- *CTIP1*. Students who lived in areas of the city with the lowest quintile of average test scores.

- *NCLB*. Students who attended a Program Improvement school or an Open Enrollment School.

COHORTS SETS

To determine the order in which requests are sorted, each request is assigned to one or more "cohort". A cohort is a group of students or requests that shared a tie-breaker. For example, requests submitted to a school by students who have older siblings attending the school are part of the "sibling" cohort.

For each type (citywide or attendance area) and level (elementary, middle, high) of school and program, a different list of cohort orders is used – these are called "Cohort Sets."

The following is a list of the *10 different Cohort Sets used in the March 2013 student assignment run*.

1. Kindergarten, non-citywide
   a. Sibling
   b. AA & PreK or TK
   c. CTIP 1
   d. AA

2. Kindergarten, citywide
   a. Sibling
   b. PreK or TK
   c. CTIP 1

3. Kindergarten, citywide language pathway
   a. CLS
   b. CL
   c. Sibling
   d. PreK
   e. CTIP 1

4. Non-transitional elementary grades, non-citywide
   a. Sibling
   b. NCLB
   c. CTIP 1
   d. AA

5. Non-transitional elementary grades, citywide
   a. Sibling
   b. NCLB
   c. CTIP 1

6. Non-transitional elementary grades, citywide language pathway
   a. CLS
   b. CL
   c. Sibling
   d. NCLB
   e. CTIP 1

7. Middle transitional grade
   a. Sibling
   b. MSF
   c. CTIP 1

8. Non-transitional middle
   a. Sibling
   b. NCLB
   c. CTIP 1

9. High transitional grade
   a. Sibling
   b. CTIP 1

10. Non-transitional High
   a. Sibling
   b. NCLB
   c. CTIP 1

For more information about other aspects of SFUSD's student assignment system, please visit our website at www.sfusd.edu.