



# SF RISE

## STUDENTS AND FAMILIES RISE (RECOVERY WITH INCLUSIVE AND SUCCESSFUL ENRICHMENT)

Final Recommendations  
April 2022



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# Acknowledgments

This report reflects the work of the SF RISE Working Group with the support of many partners throughout the City, San Francisco Unified School District, and the network of community-based organizations. Members of the Working Group in seat order are:

Seat	Description	Recommended by Rules Committee
1	Shall be held by a member of the United Educators of San Francisco	Leslie Hu - SFUSD Community Schools coordinator
2	Shall be held by a member of the Service Employees International Union Local 1021	Rafael Picazo - SFUSD Chapter President of SEIU 1021
3	Shall be held by a parent or guardian of a youth enrolled, at the time of appointment, in an SFUSD school, at any grade level from pre-kindergarten through 12th grade	Efrain Barrera - SFUSD Parent and Education Manger for Mission Promise Neighborhood
4	Shall be held by a person who works as, or has substantial experience working as, a service provider delivering services to youth and families in San Francisco	Carol Hill - Executive Director of the SF Beacon Initiative
5	Shall be held by a person with expertise or substantial experience in the field of public health	Joyce Dorado - Clinical Professor of child psychology at UCSF; focus on student trauma and mental health
6	Shall be held by a person with expertise or substantial experience in the field of education research, preferably focused on student achievement and retention	Jacob Leos-Urbel - SFUSD parent, 20-yr education research, Director of Evaluation at Tipping Point
7	Shall be held by a person representing a philanthropic organization, foundation, or network	Emily Garvie - SFUSD parent, Heller Foundation Program Officer managing education grants
8	Shall be held by a person 19 years old or younger at the time of appointment for the term who is either enrolled in, or has recently graduated from a SFUSD school	Marcus Wong – SFUSD student, Member of CPA's Youth MOJO Program
9	Shall be held by an employee of the Department of Children, Youth, and their Families (“DCYF”), appointed by the Mayor.	Maria Su – Director of DCYF
10	Shall be held by a Commissioner serving on, and designated by, the SFUSD Board of Education	Kevine Boggess – SFUSD Board of Education Commissioner
11	Shall be held by the SFUSD Superintendent of Schools (“the Superintendent”) or the Superintendent’s designee	Jill Hoogendyk – SFUSD Chief of Staff

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This report was prepared by Penelope Huang, founder and principal consultant of Clarity Social Research Group in collaboration with Heather Imboden, founder of Communities in Collaboration. We are particularly grateful for the strong partnership with DCYF and for Jasmine Dawson's leadership throughout this process.



# Executive Summary

There is a critical and urgent need for the entire community, including schools, CBOs, city departments, students, and families, to work together now to ensure that all students have what they need to learn and thrive. San Francisco’s response to take swift collective action is demonstrated in the SF RISE Ordinance that established the Students and Families Recovery with Inclusive and Successful Enrichment (SF RISE) Working Group.

The SF RISE Ordinance directs the SF RISE Working Group to identify possible solutions for the short and long term to help students and families recover from negative impacts of school closures and distance learning during the COVID-19 public health emergency. Since May 2021, the SF RISE Working Group has met twice monthly to review data, hear from experts, and consider the quickly changing local conditions to better understand the challenges faced by families and the schools that serve them. The resulting recommendations make up the bulk of this report.

## THE CONTEXT

The groups most impacted by Covid distance learning are the same groups that were already most marginalized and vulnerable to begin with. Year after year, academic performance data reveal persistent achievement gaps, identifying groups of students for whom the traditional, business-as-usual model of schooling and learning does not adequately serve. Compounding historical inequalities, distance learning during the pandemic has only widened these gaps, making an even greater case for innovative, holistic solutions.

In addition, SFUSD – like many urban school districts – has seen declines in enrollment. The resulting loss of per-student state revenues has led to a fiscal crisis for the District that further complicates recovery efforts. To support students and families in their recovery, the City, the District, and community-based partners must all come together to implement solutions.

## THE OPPORTUNITY

As San Francisco slowly resumes pre-pandemic life, there is a need and opportunity for the entire community, including schools, CBOs, City departments, students, and families, to work together to ensure that all students have the opportunities and supports they need to learn and thrive. Over the course of the SF RISE engagement, the Working Group has recognized that student and family recovery will not be achieved by a single entity working alone. Only through partnership, collaboration, and coordination will students and families be fully supported to thrive in San Francisco. The Group also acknowledges the strong parallel work of the [Mayor's Children & Family Recovery Plan](#) (Recovery Plan) and points to areas of alignment throughout.

Stakeholder engagement with students, parents, and caregivers, SFUSD administrators and site staff, and staff from community-based organizations informed the process throughout. Top priority was given to recommendations that were most urgent, that best aligned with priority areas identified in community engagement, and that presented opportunities for shared responsibility with city agencies and partnering community-based organizations.

## THE RECOMMENDATIONS

The Working Group narrowed their recommendations to four priority areas that will lead to greatest impacts in student and family recovery:

- **systems alignment and capacity development**
- **academic growth**
- **social-emotional health and wellness**
- **safe transit.**

While the recommendations are organized within these four areas, there is significant overlap in reach and impact of these areas. These recommendations represent the Working Group's best thinking on the broad task of addressing student and family recovery, based on careful review of available data, community engagement input, and presentations from a number of student- and family-serving community-based organizations, SFUSD administrators, and researchers all focused on addressing student needs in response to Covid learning interruptions. The recommendations are offered with the intention of citywide collaboration and are not directed solely at the district. While the district is not currently in a position to provide additional funding to support the recommendations offered here, additional fundraising efforts by citywide partners is anticipated to support prioritized recommendations.

The Recommendations	
Systems Alignment and Capacity Building in Support of Student Academic Growth and Social-Emotional Wellness	Foster partnership and collaboration between school site and CBO by: <ul style="list-style-type: none"> <li>• establishing vocal champions of school-community partnerships to share bright spots and best practices, and</li> <li>• integrating after-school academic support and school day learning more intentionally.</li> </ul>
	To achieve a more integrated and aligned system, the following sub-recommendations follow: <ul style="list-style-type: none"> <li>• Establish policies districtwide for regular and frequent venues for shared decision-making and planning between community partners and school sites.</li> <li>• Establish and maintain streamlined policies, practices, and structures for sharing information between CBO and school site to improve visibility and understanding of student needs and to ensure appropriate support.</li> <li>• Develop joint CBO and SFUSD staff professional development opportunities to increase alignment in serving student needs.</li> </ul>
	Longer-term recommendations include: <ul style="list-style-type: none"> <li>• Create staffed capacity within SFUSD to provide coordination and assistance for intentional school-community partnerships.</li> <li>• Draft policy and provide funding to help CBO service providers attract and retain staff.</li> <li>• Provide integrated access to city services for students and families.</li> <li>• Address equity concerns by identifying sustained and dedicated funding to expand program opportunities for students with special needs.</li> </ul>
Academic Growth	<ul style="list-style-type: none"> <li>• Provide targeted interventions for students by funding on-site staff for intensive tutoring, either one-on-one or in small groups.</li> </ul>
	<ul style="list-style-type: none"> <li>• Train/hire CBO partner staff to provide support in after school and extended learning opportunities.</li> </ul>
	<ul style="list-style-type: none"> <li>• Integrate after school academic support and school-day learning more intentionally, including establishing and maintaining streamlined structures for sharing information between CBO and school site staff.</li> </ul>
Social and Emotional Health & Wellness of Students and Staff	Increase in-school social and emotional wellness supports by: <ul style="list-style-type: none"> <li>• retaining and increasing funding to support staff for small-group and one-on-one social-emotional wellness supports for students on each school site - prioritizing high-needs sites</li> <li>• ensuring universal availability of age-appropriate curricula for building social and emotional wellness skills for students, including professional development to support effective implementation. And,</li> <li>• providing capacity development for teachers, school and CBO staff to support student well-being as well as their own.</li> </ul>
	Integrate trauma-informed, healing-centered, and culturally responsive practices into all aspects of school operations, wellness services, and academic supports by: <ul style="list-style-type: none"> <li>• Adopting a trauma-informed, healing-centered, culturally-responsive lens when drafting policy to reverse, rather than perpetuate harms.</li> <li>• Continuing to provide training and consultation for staff and others who work with children in trauma-informed, healing-centered, culturally responsive approaches.</li> <li>• Allocating dedicated and sustained funding to retain coordinated trauma-informed systems throughout City and district programming.</li> </ul>
Safe and Accessible Transit	<ul style="list-style-type: none"> <li>• Extend transit access to sites where routes are overcrowded or canceled by coordinating with MTA and SFUSD.</li> </ul>
	<ul style="list-style-type: none"> <li>• Improve passenger safety by hiring and training more Muni Transit Assistance Program (MTAP) Coordinators at MTA and/or transit operators or other personnel to handle and de-escalate disruptions.</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify gaps in service lines to after school sites to ensure transit access to priority offsite after school programs, including for students with special needs.</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure ongoing funding to sustain free MTA passes for students.</li> </ul>

A young boy with short dark hair, wearing a white shirt, is smiling broadly and looking upwards and to the right. He is seated in a wheelchair, with the backrest and armrest visible. In the background, another person is blurred, suggesting a classroom or school setting with large windows.

## Introduction

“Every student in America deserves a high-quality education in a safe environment.”

The above statement leads President Biden’s Executive Order on Supporting the Reopening and Continuing Operation of Schools and Early Childhood Education Providers<sup>1</sup> and demonstrates a strong commitment to children and youth in a time of crisis. Young people all over the country have been asked to adapt to new ways of learning and teachers, school staff, administrators, and community-based organizations (CBOs) across the country have gone above and beyond to respond to this call to support our young people. Yet, this promise of a safe, high-quality learning environment was already out of reach for so many students well before “Covid-19” entered our lexicon, and is quickly slipping away for many more if collective action with particular attention to equity is not taken immediately.

There is a critical and urgent need for the entire community, including schools, CBOs, city departments, students, and families, to work together now to ensure that *all* students have what they need to learn and thrive. San Francisco’s response to take swift collective action is demonstrated in the Ordinance<sup>2</sup> that established the Students and Families Recovery with Inclusive and Successful Enrichment (SF RISE) Working Group. The Group is comprised of 11 seats, representing<sup>3</sup> a diversity of stakeholder groups, including members of the United Educators of San Francisco, Service Employees International Union Local 1021, parents of SFUSD students, service providers, public health experts, leaders in the field of education research, philanthropy, SFUSD students and graduates, Mayor-appointed City representatives, SFUSD Board of Education members, and representatives of the SFUSD Superintendent. From the ordinance:

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<sup>1</sup> Exec. Order No. 14000, 86 Fed. Reg. 7,215 (Jan. 26, 2021)

<sup>2</sup> Ordinance No. 24-21, establishing the Students and Families RISE Working Group (Mar. 2, 2021). See Appendix A.

<sup>3</sup> See Appendix 2 for a complete list of Working Group members



## SF RISE WORKING GROUP PURPOSE AND GOALS

The purpose of the Working Group is to advise the Board of Supervisors, the Mayor, and the San Francisco Unified School District (“SFUSD”) on the coordination and expansion of academic and literacy supports, enrichment services, post-secondary education enrollment, summer learning and transition supports, justice services, mentorship, out of school time programming, youth workforce development, and family empowerment programs, to assist San Francisco youth whose academic achievement and personal development have been negatively impacted by school closures and distance learning during the COVID-19 public health emergency.

The primary goals of the Working Group shall be to increase student proficiency so that students are performing at grade level, increase SFUSD enrollment to mitigate the negative impacts of family flight during distance learning, and create and expand full scale, in-school enrichment programs, including mental health and family support programs, and programs in arts, music, sports, and libraries, which fully nurture the minds and development of our students, consistent with a community schools model.

The Ordinance directs the Working Group to use data from SFUSD and other sources, input from San Francisco youth, and information on best practices for in- and out-of-school interventions to meet student needs. While the Ordinance called for monthly convenings, this Working Group collective pushed to meet twice monthly, in recognition of the urgency of the moment and acknowledging that distance learning in response to the Covid-19 public health emergency has deepened the need for student learning acceleration and exacerbated historically disproportionate impacts on outcomes for students in priority populations<sup>4</sup> and their families, resulting in an increased need for coordinated and seamless learning support, mental health services, and resources for families. At the same time the public health emergency has shone a light on the ongoing challenge of families leaving SFUSD.

Since May 2021, the Working Group has been reviewing data, hosting guest speakers, and considering quickly changing local conditions to better understand the challenges faced by families and the schools that serve them and to identify possible solutions for the short and long term to help students and families recover.

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<sup>4</sup> SFUSD defines priority populations as African American, Pacific Islander, Latinx, English Learners, and Socioeconomically Disadvantaged.

## THE CHALLENGING LANDSCAPE

### Covid-19

The Covid-19 pandemic has been experienced by many if not most people as an ongoing collective trauma, and the adverse consequences of this trauma have been widespread. Across the country, parents and students alike have been concerned with learning loss and impacts on social-emotional wellbeing due to distance learning during the pandemic. Polls in California indicate that 9 out of 10 parent respondents worry their child has fallen behind academically.<sup>5</sup> During the year of distance learning, Latinx and African American parents had greatest concerns about not having the resources or supplies to help their child stay academically on track. African American parents were least likely to have been contacted by their child's teacher compared to other parents, and one-quarter of non-English respondents indicated their child's school did not provide materials in languages needed.

Mental health concerns have also been on the rise over the course of the pandemic. Since the beginning of the pandemic, children and adolescents have increasingly struggled with anxiety, depression, stress, and addiction to technology. Indeed, the U.S. Centers for Disease Control and Prevention reports a 24% increase in children ages 5 to 11 visiting an emergency department due to a mental health crisis between April and October of 2020 and a 31% increase in rates among 12 to 17-year-olds.<sup>6</sup>

Nationally, more than one million students who were expected to enroll in school in 2020 did not materialize - neither in person nor online. And the steepest declines in enrollment were in neighborhoods below and just above the poverty line, where average household incomes are \$35,000 or less for a family of four.<sup>7</sup> Like many school districts around the country, SFUSD has seen a 6.6% decrease in enrollment since before the pandemic (Fall 2019), representing a decrease of more than 3,500 TK-12 students across the District.<sup>8</sup> While we cannot know what motivated this enrollment decline, particularly in San Francisco, a city that is famously high-cost, and in a pandemic moment when virtual work opportunities paved the way for an exodus to lower-cost neighboring suburbs, a commitment to improving the school experience for SFUSD students can only lead to better outcomes across the district.

In an effort to monitor the wellbeing of SFUSD students and families while the distance learning policy was in effect, the district conducted "Family Wellness Checks", surveying families as to their wellness needs four times between April 2020 and April 2021.<sup>9</sup> While the wellness of most groups remained stable from fall to spring, some did not do as well as white and Asian families in the district did: staff indicated that upwards of 80% of these groups indicated doing "pretty good" or "great" compared to roughly 70% of African American and Hispanic/Latinx families across time points, and fewer American Indian families were doing well in spring as compared to the fall. Families of high school students were also less likely to be doing "pretty good" or "great" in the fall, but they were doing better in the spring. High school students also missed significant amounts of school.

The groups most impacted by Covid distance learning are the same groups that were already most marginalized and vulnerable to begin with. Year after year, academic performance data reveal persistent achievement gaps, identifying groups of students for whom the traditional, business-as-usual model of schooling and learning does not adequately serve. Compounding historical inequalities, distance learning during the pandemic has only widened these gaps, making an even greater case for innovative, holistic solutions.

## School District Financial Distress

Schools and school districts across the country typically receive nearly half of their funding from state revenues. Due in part to limitations on property tax revenues, in California state, a larger proportion (57%) of total public school revenue comes from the state.<sup>10</sup> As such, state education funds are heavily reliant on more volatile income tax which is more vulnerable to economic conditions.<sup>11</sup> In addition, many school districts - particularly urban school districts - have been experiencing enrollment declines that have been sharply exacerbated by the pandemic. This decline in enrollment is associated with a loss in per-student state revenues, while school sites and districts are often unable to reduce staffing and other facilities and maintenance expenses at a corresponding rate.<sup>12</sup>

Fortunately, a better-than-expected state budget coupled with robust federal stimulus funds have led to new financial resources available through the state's Local Control Funding Formula than has been seen in the past.<sup>13</sup> And while school districts across the state have benefitted from increased state and federal funds for pandemic relief and expanded learning, SFUSD's nearly two-year-long budget crisis has meant that the relief funding has had to be spent on stemming shortfalls, preventing deeper cuts to staffing and programming, rather than on expanding learning opportunities.<sup>14</sup>

Multi-year projections estimate deficits of at least \$125M+ for FY 2022-23 after accounting for enrollment declines. These fiscal shortfalls must be addressed in order to maintain solvency and meet the needs of students. As expenditures continue to exceed revenue as it has over a number of years, difficult decisions are having to be made as to how to sustain critically needed staffing, programming, and supportive services.

## THE OPPORTUNITY

Now more than ever, as San Francisco slowly attempts to resume pre-pandemic life, there is a need and opportunity for the entire community, including schools, CBOs, city departments, students, and families, to work together to ensure that all students have the opportunities and supports they need to learn and thrive.

With the SF RISE Ordinance specifically naming the community school model, the City has an opportunity to closely examine and enhance school-community partnerships in SFUSD by recognizing the strengths and challenges of varying models and identifying solutions to reinforce

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<sup>5</sup> Costa, Kristin. 2020. Poll: California Parents Very Concerned About Children Falling Behind During School Closures. April 2020. <https://west.edtrust.org/press-release/poll-ca-parents-concerned-about-school-closures-caused-by-covid-19/>

<sup>6</sup> Sparks, Sara. 2021. Data: What We Know About Student Mental Health and the Pandemic. Education Week Special Report. <https://www.edweek.org/leadership/data-what-we-know-about-student-mental-health-and-the-pandemic/2021/03>

<sup>7</sup> As reported in the *New York Times*, enrollment declines were 28% larger in these communities compared to the rest of the country.

<sup>8</sup> SFUSD 2022-23 Budget and LCAP Capacity Setting website: <https://www.sfusd.edu/about-sfusd/budget-and-lcap/2022-23-capacity-setting>

<sup>9</sup> This section reports on publicly available data from SFUSD provided by Devin Corrigan, Supervisor of Analytics.

<sup>10</sup> National Center for Education Statistics. Public School Revenue Sources. <https://nces.ed.gov/programs/coe/indicator/cma#fn3>

<sup>11</sup> Hahnel, C., H. J. Hough, and J. Willis, 2020. Securing and Protecting Education Funding in California. September, Policy Analysis for California Education (<https://edpolicyinca.org/publications/securing-and-protecting-education-funding-california>). As cited in: <https://edpolicyinca.org/publications/californias-education-funding-crisis-explained-12-charts>

<sup>12</sup> Mehlotra, R., J. Lafortune, and P. Warren, 2020. *Changes in K-12 Enrollment across California's Counties*, February, 2020. Public Policy Institute of California (<https://www.ppic.org/interactive/changes-in-k-12-enrollment-across-californias-counties/>). Retrieved from: <https://edpolicyinca.org/publications/californias-education-funding-crisis-explained-12-charts>

<sup>13</sup> Lafortune, Julien. 2021. Targeted K-12 Funding and Student Outcomes Evaluating the Local Control Funding Formula" Public Policy Institute of California report. Retrieved from PPIC website: <https://www.ppic.org/publication/targeted-k-12-funding-and-student-outcomes/>

<sup>14</sup> As reported in the S.F. Chronicle online on Oct. 5, 2021: <https://www.sfchronicle.com/bayarea/article/State-intervenes-to-address-S-F-school-16510787.php>

what works well and to reimagine and redesign those elements that aren't in order that students and families might be better supported to thrive. Recognizing that student and family recovery from Covid will require sustained, collaborative efforts between a variety of stakeholders across City departments, the Ordinance calls on stakeholders to formulate a plan to accelerate learning and expand enrichment and wraparound services consistent with a community school model.

## THE COMMUNITY SCHOOL MODEL IN SAN FRANCISCO

In SFUSD, DCYF funds the implementation of the Beacon community school model in 27 SFUSD schools, including all middle schools, 11 elementary schools, and three K-8 sites, supported by the San Francisco Beacon Initiative (SFBI). This school-community partnership is designed to support the implementation of the SFUSD Comprehensive Community Schools Framework utilizing the [Beacon Model](#).

While the Beacon Initiative model was designed for elementary and middle schools, high school students across the city are served by a diverse array of programming such as through the SFUSD San Francisco Wellness Initiative and DCYF's High School Partnerships Strategy. Additionally high school students are served both on SFUSD campuses as well as in community based after school programs. These investments include alternative education programs designed to provide opportunities for youth to obtain their high school diplomas and targets youth who are off-track, have attended multiple schools, are suspended or expelled for disruptive and/or delinquent behavior, or have generally been unsuccessful at learning in a mainstream or traditional educational environment.

High school students also participate in academic support programs designed to provide programming that helps them get back on track academically and make successful transitions within their academic careers. And enrichment, leadership and skill building programs provide opportunities to learn specialized skills, build positive personal identities, increase their social and emotional learning skills and improve their leadership abilities through project and curriculum-based programming. There are mentorship programs as well as programs that offer a continuum of services for justice system-involved youth aimed at preventing further contact with the justice system and reducing rates of youth recidivism. And finally high schoolers participate in youth workforce programs that include a continuum of tiered career exposure and work-based learning opportunities that are developmentally appropriate and meet the needs of youth. In addition, many core elements of the community school model are also present to varying degrees at non-Beacon Initiative schools at all grade levels across the district.

Lifting up the community school model is a recognition by the Ordinance that strategies to support student and family recovery will need to be collaborative, multi-faceted, and equity driven. The members of the Working Group include a deep bench of knowledge and expertise in the school district, public health, CBOs, and community schools. Importantly, community engagement efforts have been threaded throughout the planning process and will continue to feature prominently to ensure that community voice is centrally represented in this work.

Over the course of the Working Group's engagement, the Group has recognized that student and family recovery will not be achieved by a single entity working alone. As such, school-community partnerships hold great promise for collective impact if done well. Building on the successes of the Beacons, the Emergency Child & Youth Care Program, the Community Hub Initiative during the pandemic year of virtual learning, Summer Together, and the collaborative

spirit and relationships between community-based anchor organization<sup>15</sup> and City departments including the Mayor's Office, San Francisco Recreation and Parks, the Department of Children, Youth, and Their Families (DCYF), San Francisco Public Libraries, HOPE SF, the Department of Public Health (DPH), the Department of Technology, and the San Francisco Beacons Initiative (SFBI) that were strengthened through shared commitments to center equity in the collective response to support the city's students and families through these efforts, the Working Group offers the recommendations in this report to expedite student recovery.

In the spirit of citywide collaboration, it must be emphasized that the recommendations offered here are not meant to be shared across City agencies. Only through partnership, collaboration, and coordination will students and families be fully supported to thrive in San Francisco. The Group also acknowledges the strong, parallel work of the [Mayor's Children & Family Recovery Plan](#) (Recovery Plan) and points to areas of alignment throughout.

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<sup>15</sup> See Appendix B for a complete list of community-based anchor agencies



# Methodology

The Working Group’s purpose is to assist San Francisco youth whose academic achievement and personal development have been negatively impacted by distance learning during the COVID-19 public health emergency by advising the Board of Supervisors, the Mayor, and SFUSD on the coordination and expansion of:

- Academic and literacy supports,
- Enrichment services,
- Post-secondary education enrollment,
- Summer learning and transition supports,
- Out of school time programming,
- Youth workforce development,
- Family empowerment programs, and
- Behavioral and physical wellness supports

The SF RISE Working Group met twice monthly, beginning in May 2021<sup>16</sup> to discuss the issues facing young people and their families, to review focus group and other engagement findings, to learn from subject matter experts about the issues and their possible solutions, and to propose and refine recommendations. Working group members, nominated to represent a diverse range of expertise and experience, each brought their own perspective to the process. Stakeholder engagement informed the process throughout in several ways.

## STAKEHOLDER ENGAGEMENT SUMMARY

Stakeholder group	Engagement strategy			
	Focus groups	Surveys	Interviews	YPAR
Students	√	√		√
Parents and caregivers	√	√		
SFUSD administrators and site staff	√		√	
CBO staff	√	√	√	

Note: Youth Participatory Action Research (YPAR) was conducted in the summer and again in the fall semester of 2021. Themes from the summer research were presented to the Working Group, however the fall research findings have not yet been synthesized.

<sup>16</sup> All meeting agendas, presentations, and recordings are available at the SF RISE website (<https://www.dcyf.org/sfrise>).

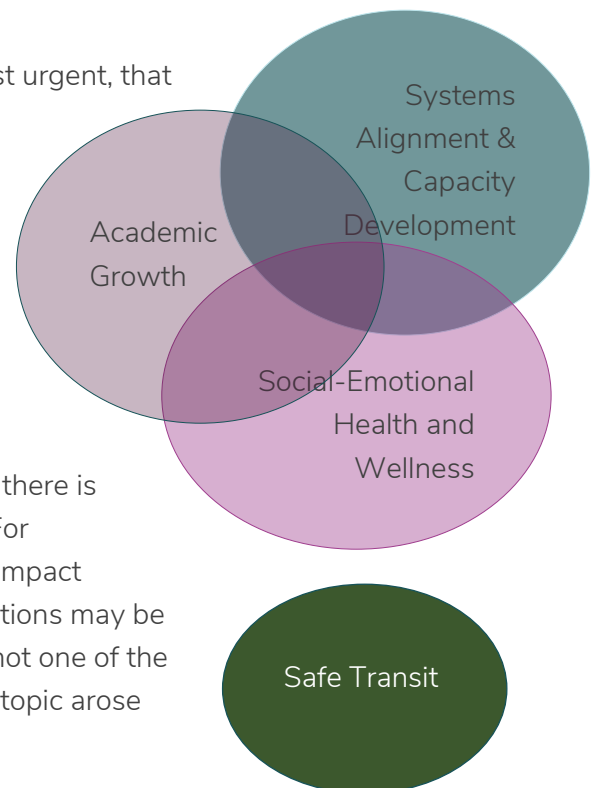
## PROCESS FOR REFINING RECOMMENDATIONS

A broad set of more than 50 recommendations, covering all service areas identified in the SF RISE ordinance were eventually proposed and the Working Group refined and prioritized those recommendations based on several criteria that were developed by the group, as listed below.

- Was it identified as a priority by community members?
- Does it respond to an urgent and ongoing need?
- Does it align with the charge of the SF RISE Ordinance?
- Is this a best practice that should be adopted on an ongoing/permanent basis?
- What would best support young people given that the pandemic is not ending?
- Is it realistic given current staff capacity at CBOs and in the District?
- Is the recommendation actionable?
- Is it attending to the needs and wishes of communities who have been systematically marginalized or excluded?
- Is it economically feasible?
- Can the recommendation be directed toward a particular agency/agencies?
- After this process, can we clearly and succinctly articulate the change we are trying to see?
- What is the timeframe for implementation? How soon could it start? How long would it be needed?

Top priority was given to recommendations that were most urgent, that best aligned with priority areas identified in community engagement, and that presented opportunities for shared responsibility with city agencies and partnering community-based organizations.

The Working Group narrowed their recommendations to four priority areas: **academic growth, social-emotional health and wellness, systems alignment and capacity development, and safe transit**. While the recommendations are organized around these four topics, there is significant overlap where recommendations may impact. For instance, an improvement in systems alignment may also impact academic outcomes. For this reason, specific recommendations may be mentioned in more than one area. While safe transit was not one of the original focus areas outlined in the SF RISE ordinance, the topic arose consistently in stakeholder engagement.





## The Recommendations

Over the course of a nine-month engagement, the Working Group met to consider the changing landscape, hear from stakeholders and community members, and learn from experts to arrive at a core set of recommendations to put forth to best support students to recover and thrive in SFUSD. The Working Group acknowledges that change requires commitments of time and resources, and offers these priority recommendations in four primary areas to focus on that will lead to greatest impacts in student and family recovery:

1. Systems alignment and capacity building in support of student academic growth and social-emotional wellness
2. Academic growth
3. Social-emotional health & wellness of students and staff
4. Safe transit

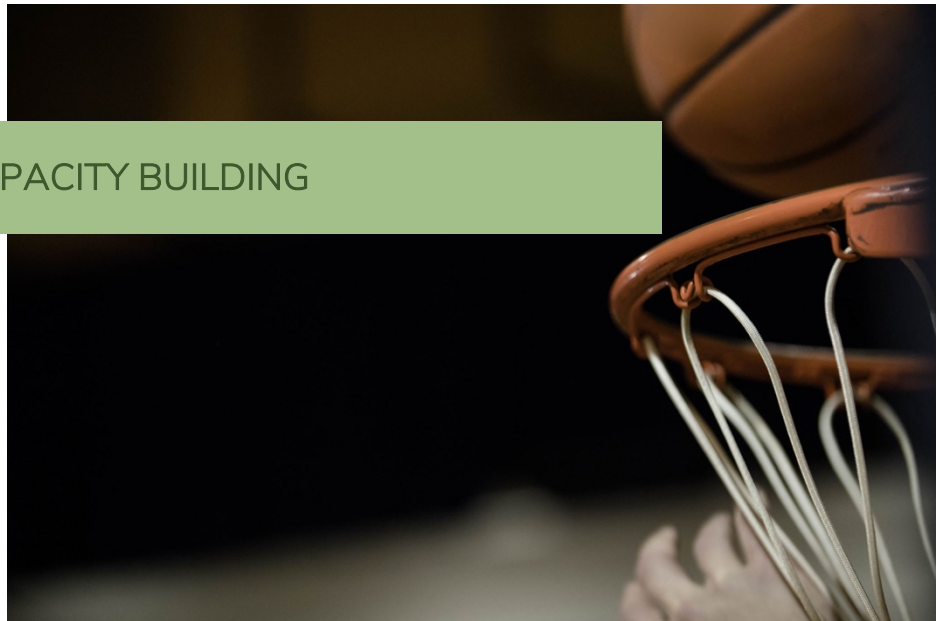
A first step in developing a strategy around these recommendations will be to understand the baseline conditions and clearly articulate the change in the system outputs and/or processes needed to achieve the specific endpoint outcomes each recommendation is driving at. These recommendations represent the Working Group's best thinking on the broad task of addressing student and family recovery, based on careful review of available data, community engagement input, and presentations from several student- and family-serving community-based organizations, SFUSD administrators, and researchers all focused on addressing student needs in response to Covid learning interruptions. Again, it must be highlighted that the recommendations are offered with the intention of citywide collaboration and are not directed solely at the district. Moreover, the Working Group understands that the district is not currently in a position to provide additional funding to support some of the recommendations offered here. As such, it is anticipated that additional fundraising efforts by citywide partners will be engaged in on behalf of the collaborative efforts to support prioritized recommendations.

Each recommendation offered in this report is meant to apply broadly across grade levels, attempts to present the current state as we know it, and articulates a path forward as specifically as possible. However, it must be noted that given timing and resource constraints, the Working Group was not able to gain access to all the data necessary to present all relevant current states and to make each recommendation equally specific and actionable.



## SYSTEMS ALIGNMENT AND CAPACITY BUILDING

No one entity can meet *all* the needs of even a single student, who is embedded within a family, within a community, each with its own unique strengths and challenges. Only through collaborative partnerships can multifaceted strengths be leveraged, and needs met.



### Why it Matters

Intentional, collaborative partnerships between schools and community-based organizations (CBOs) and agencies can help school districts meet the needs of all students, especially those most marginalized by our current political and social systems, particularly at a time when those needs have been exacerbated by the social, emotional, health, and economic consequences of the pandemic. Schools and school districts across the country are being asked to provide more and more support for students as needs have changed and amplified in recent years. As such, school-community partnerships are an increasingly critical tool to help SFUSD weather the current storm and thrive into the future.

Studies have shown that strong, effective school-community partnerships can lead to stronger social and emotional skills development, enhanced student engagement (reduced chronic absenteeism across grade levels, improved on-time grade progression in elementary and middle school, and on-time graduation for high school students),<sup>17</sup> and improved academic outcomes, especially in mathematics.<sup>18</sup> Other research also finds that additional high-quality academic enrichment activities in after school and summer programs lead to higher math and reading achievement and better social and emotional skills development.<sup>19</sup>

Moreover, strong school-community partnerships have been shown to cultivate and nurture family and community engagement, which also have positive effects on student achievement.<sup>20</sup>

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<sup>17</sup> Johnston, William R., John Engberg, Isaac M. Opper, Lisa Sontag-Padilla, and Lea Xenakis, *Illustrating the Promise of Community Schools: An Assessment of the Impact of the New York City Community Schools Initiative* (Santa Monica, CA: RAND Corporation, 2020).

<sup>18</sup> Adams, Curt M. 2010. *The Community School Effect: Evidence from an Evaluation of the Tulsa Area Community School Initiative* (Tulsa, OK: University of Oklahoma, The Oklahoma Center for Educational Policy, 2010); Anna Maier, Julia Daniel, Jeannie Oakes, and Livia Lam, *Community Schools as an Effective School Improvement Strategy: A Review of the Evidence* (Washington, DC: Learning Policy Institute, 2017); Rachel E. Durham and Faith Connolly, *Baltimore Community Schools: Promise and Progress* (Baltimore, MD: Baltimore Education Research Consortium, 2016); Linda S. Olson, *A First Look at Community Schools in Baltimore* (Baltimore, MD: Baltimore Education Research Consortium, 2014).

<sup>19</sup> Durlak, Joseph, Roger P. Weissberg, and Molly Pachan, "A Meta-Analysis of After-School Programs that Seek to Promote Personal and Social Skills in Children and Adolescents," *American Journal of Community Psychology* 45, 3–4 (2010): 294–309; Yael Kidron and Jim Lindsay, *The Effects of Increased Learning Time on Student Academic and Nonacademic Outcomes: Findings from a Meta-Analytic Review (REL 2014–015)* (Washington, DC: U.S. Department of Education, Institute of Education Sciences, National Center for Education Evaluation and Regional Assistance, Regional Educational Laboratory Appalachia, 2014).

<sup>20</sup> Maier, Daniel, Oakes, and Lam (2017); Anne T. Henderson and Karen L. Mapp, *A New Wave of Evidence: The Impact of School, Family, and Community Connections on Student Achievement* (Austin, TX: National Center for Family and Community Connections with Schools, 2002); William H. Jeynes, "A Meta-Analysis of the Efficacy of Different Types of Parental Involvement Programs for Urban Students," *Urban Education* 47, 4 (2012): 706–742.

Even before students and families enter into the school district, strong school-community partnerships can enhance a young child’s readiness to start school. The transition from early childhood education settings to school settings can have a lasting impact on a student’s learning and development.<sup>21</sup> When a student transitions successfully, they are more likely to enjoy their schooling experience, demonstrate steady growth in academic and social-emotional learning, and have families that are more engaged.<sup>22</sup>

### What are the Challenges?

In the current context of a budget deficit amidst increasing needs, a strong network of coordinated, collaborative partners is critical in providing the opportunities necessary for students and families to thrive.

However, in San Francisco, the SF RISE Working Group identifies a **lack of resources to sustain a robust**

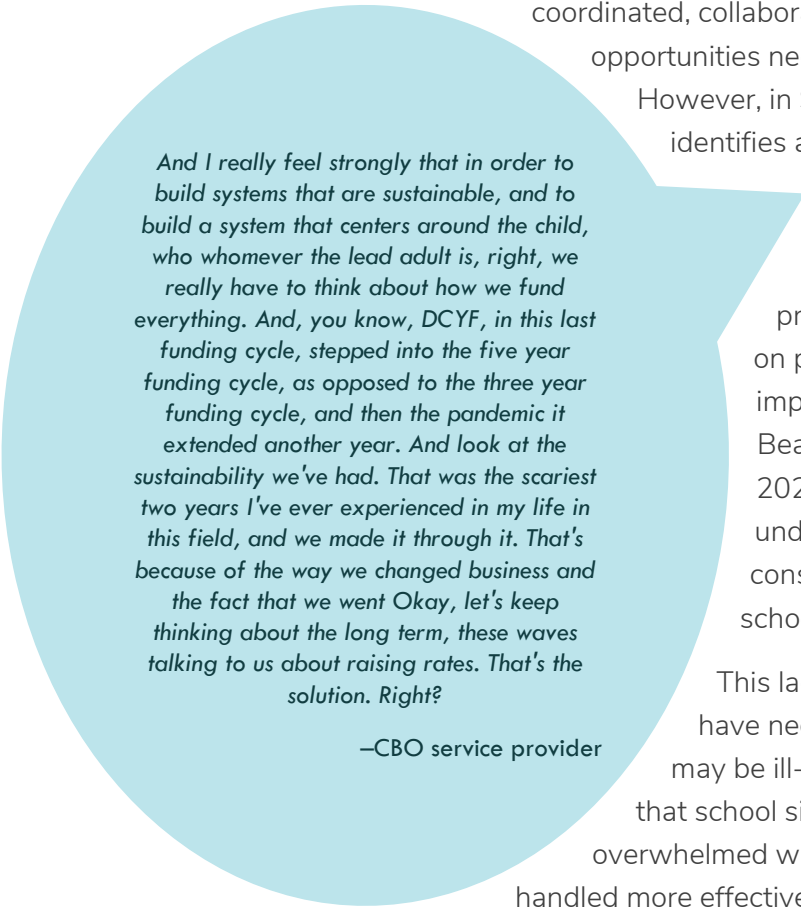
**infrastructure to support strong school-community coordination** at the systemic

level to provide for the infrastructure, policies, procedures, and practices necessary to deliver on positive student and family outcomes. An early implementation evaluation of the San Francisco Beacon Community Schools prepared in June 2020 concurred that there was a lack of shared understanding of the Beacon model and what constitutes school-day of alignment among key school stakeholders (Lewis-Charp, et al., 2020).<sup>23</sup>

This lack of resources to create strong alignment can have negative spillover effects such that CBO staff may be ill-prepared to meet students’ specific needs, or that school site staff and administrators may be overwhelmed with tending to tasks that can otherwise be handled more effectively by CBO staff, leading not only to system

inefficiencies, but to poorer outcomes for students and staff.

Inconsistent alignment is also a challenge for young children transitioning from early childhood education settings into the school district, particularly for those whose pre-k experiences are outside of SFUSD, in the general community. While the expansion of transitional kindergarten



*And I really feel strongly that in order to build systems that are sustainable, and to build a system that centers around the child, who whomever the lead adult is, right, we really have to think about how we fund everything. And, you know, DCYF, in this last funding cycle, stepped into the five year funding cycle, as opposed to the three year funding cycle, and then the pandemic it extended another year. And look at the sustainability we’ve had. That was the scariest two years I’ve ever experienced in my life in this field, and we made it through it. That’s because of the way we changed business and the fact that we went Okay, let’s keep thinking about the long term, these waves talking to us about raising rates. That’s the solution. Right?*

—CBO service provider

<sup>21</sup> Atchison, Bruce and Sarah Pompelia. 2018. Transitions and Alignment from Preschool to Kindergarten. Education Commission of the States Special Report, Sept. 2018.

<sup>22</sup> Melissa E. DeRosier and Stacey W. Lloyd, “The impact of children’s social adjustment on academic outcomes,” Reading & Writing Quarterly 27, no. 1-2 (2010): 25-47. 10; Laura Lee McIntyre et al., “Transition to kindergarten: Family experiences and involvement,” Early Childhood Education Journal 35, no. 1 (August 2007): 83-88, as cited in above.

<sup>23</sup> Lewis-Charp, H., R. Estrella, M. Clark, J. Carlos Pina, M. Chen Cuellar, S. Rae, E. McCaffrey. 2020. Beacon Community Schools Evaluation: Early Implementation Mini-Report.

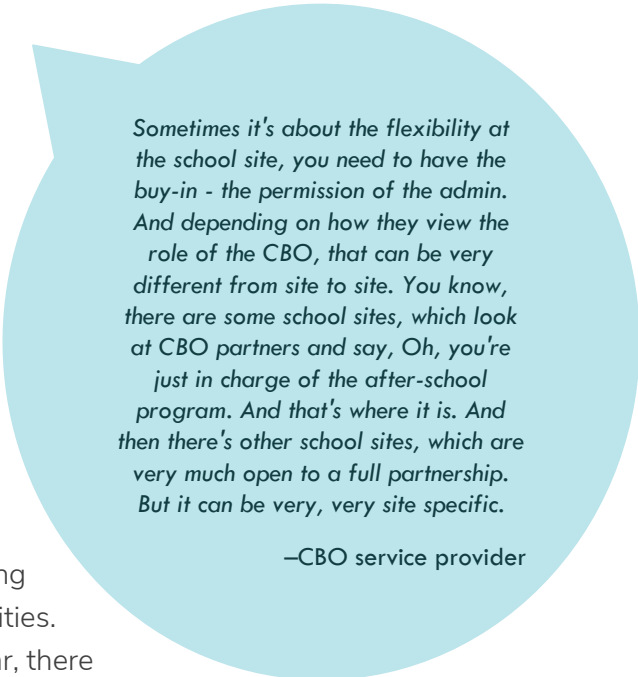
statewide will bring access to the benefits of ECE to all families of four-year-olds, the need for transition coordination with ECE educators continues, and becomes potentially more challenging, as families with younger children may not be as attuned to school readiness preparation needs when their children are only three years old, yet a transition into TK and into the school district is nonetheless on the horizon.

At a broader level citywide, the city’s services for children and families are siloed, inconsistent, and service gaps and barriers to access leave some students and families particularly vulnerable, especially children with disabilities and English language learners. This is acknowledged and taken up in the Mayor’s Children & Family Recovery Plan, but these issues are raised in the SF RISE work as well, as they pertain more narrowly to school-community partnerships and impacts on students. Across school sites, CBO providers acknowledge wide variation in the quality of site-CBO partnerships and level of cooperation and integration.

The stressors of the pandemic have further exacerbated pre-pandemic challenges around coordination and integration. Further, SFUSD and its affiliated CBOs and city services are in many cases severely under-staffed as people leave their jobs due to factors such as burnout, illness, and/or a need to live in a location that is less expensive than the Bay Area.

In addition to the need for improved coordination at the systems level, another challenge in this time of pandemic economic uncertainty is the chronic and systemwide staffing shortages observed in the ECE, CBO and SFUSD communities.

For example, two-thirds of the way through the school year, there are after school programs in the district that can still only accommodate half of the students they enrolled pre-pandemic, due to an inability to staff the programs. Through community engagement efforts, the SF RISE Working Group learned of living wage limitations and chronic turnover challenges that ECE, CBO, and SFUSD staff all face. Recent research also finds that staffing shortages have led to disruptions in childcare and that this in turn has negative repercussions on parents’ emotional wellbeing, as parents who have experienced childcare disruptions report higher levels of depressive, anxiety, stress, and loneliness symptoms.<sup>24</sup>In those households that have had disruptions to their childcare, parents also report increased behavioral problems in their young children. Staffing shortages also have an impact on fellow staff, who



*Sometimes it's about the flexibility at the school site, you need to have the buy-in - the permission of the admin. And depending on how they view the role of the CBO, that can be very different from site to site. You know, there are some school sites, which look at CBO partners and say, Oh, you're just in charge of the after-school program. And that's where it is. And then there's other school sites, which are very much open to a full partnership. But it can be very, very site specific.*

—CBO service provider

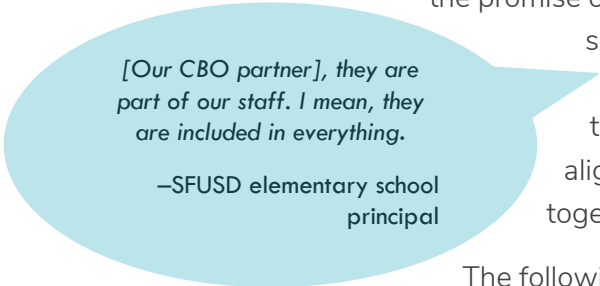
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<sup>24</sup> Rapid-EC fact sheet. November 2021. Child Care Shortages Weigh Heavily On Parents And Providers. <https://static1.squarespace.com/static/5e7cf2f62c45da32f3c6065e/t/61a51257cb3aea5591b7aedd/1638208087990/child-care-shortages-nov2021.pdf>

experience greater stress, burnout, and anxiety.<sup>25</sup> These challenges require systems-level solutions.

### What is the Current State?

Whether or not it is referred to as a “community school”, several school sites across the district successfully foster robust, well-integrated school-community partnerships. To maximally realize the promise of such partnerships, these collaborations must be supported and aligned at a systems level, with infrastructure, processes, and procedures governing them to facilitate and maintain intentional, ongoing alignment of school and community partnerships working together toward common goals.



*[Our CBO partner], they are part of our staff. I mean, they are included in everything.*  
—SFUSD elementary school principal

The following example comes from an interview with an elementary school principal, who shared ideas and practices illustrative of the embedded and integrated partnership that a community school model exemplifies, but whose school is not a Beacon site:

*[Our CBO partner], they get my weekly messages to directors on the care team, we have regular meetings with the site coordinator, who oversees more of the academic piece, and the wellness coordinators. A lot of times we're discussing recess and needs, and also being here on campus, the teachers having a room when students need a break. Because they have such a strong relationship, especially for those students who are also in the after-school program, if that's their person, you know, they're able to go during the day and check in or have a talk. Because [the CBO partner staff] are here all day, and they know our kids, they know our teachers, they know they can just pop in and say what's going on with this kid or that kid? Or, you know, hey, can you stop by? Because that's, I think the overload with teachers comes from, too, when there's issues that spill into the classroom.*

This principal's experience demonstrates the varied ways in which a robust partnership with a CBO can be woven into the day-to-day operations of the school day, and how CBO staff can provide support to teaching and administrative staff, increase student engagement with caring adults, and provide continuity for learning enrichment throughout the school day, into after school activities. The Beacons implementation evaluation also points to bright spots where alignment between school-day and after school operations and curricula are embedded into the ways that schools and their partner CBOs do business together. These kinds of partnerships are currently happening in a piecemeal fashion across the district, and with varying degrees of success. With greater coordination, these efforts can be streamlined, and their impact can be amplified to improve student outcomes across the district.

The City and district have already established a shared vision of school-community partnerships, which is embodied in the [San Francisco Community Schools Toolkit](#). This toolkit offers a roadmap

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<sup>25</sup>ibid.

for SFUSD and City partners to work collaboratively toward shared goals of improved student outcomes.

At the early childhood level, SFUSD has operated a mix of early education stand-alone sites and elementary schools that offer pre-k and/or TK, each offering its own unique programs and enrichment opportunities. Within SFUSD, the transition from early education to elementary school is smooth - educators understand kindergarten expectations, their curricula are aligned to district standards, pre-k students have the opportunity to visit their elementary school and meet their kindergarten teachers - particularly when the ECE site is co-located on the elementary school. Outside of SFUSD, a robust community of ECE providers operates hundreds of ECE centers and family childcare homes across the city. It is with these providers that transition supports are far more variable.

As transitional kindergarten rolls out across the state this fall, coordination with early childhood educators at the pre-k and younger levels will become increasingly necessary to ensure successful transitions from early care settings to school settings. This will require intentional programs, policies, and procedures that include strategies at the child, family, and program levels to outreach to pre-k sites that are not co-located on SFUSD school campuses, and to communicate with families about how to prepare for the transition into SFUSD.

### **Current Investments**

As the San Francisco Office of Early Care and Education (OECE) and First 5 San Francisco align and unify their efforts under the **Department of Early Childhood**, plans are underway to allocate funding to support salary increases to stabilize the early childhood educator workforce. This **ECE Compensation Initiative** will provide for living wages commensurate with the cost of living in the city.

## What is Recommended?

Much of what partner CBOs do to support schools occurs at the program level, as they typically provide direct services to students. But schools and districts working to create more effective, equitable and holistic learning environments for all students should further consider how to foster partnerships at the staff level and the structural and policy levels, to make sure partners and schools are working in alignment.<sup>26</sup> In that spirit, the recommendations are offered from a place of collaborative partnership between SFUSD and other City departments.

### **Immediate recommendations**

Foster partnership and collaboration between school site and CBO by:

- **Establishing vocal champions of school-community partnerships to share bright spots and best practices.** Prior experience from other large districts suggests that having a champion of the community school model - whether that is at the Mayor's Office, at the City leadership level, superintendents, or others - helps galvanize support. When local leaders make a point of talking about the value of school-community partnerships in public, they can help build a constituency for them.<sup>27</sup> In addition, because the SFUSD Central Office provides support to sites in meeting priorities set by the Board of Education, support at the top levels of the district will be critical to achieving successful school-community partnerships. If district and City leadership understand and communicate more frequently and publicly about the value of school-community partnerships, this will raise awareness and galvanize stakeholders toward building and eventually expanding such partnerships, and dedicating resources to ongoing sustainability becomes more widely possible.

City and district partners are reminded of the work that has already been put into the [San Francisco Community Schools Toolkit](#) that created a vision for school-community partnerships in the city. This toolkit provides a roadmap for thriving partnerships and represents shared problem-solving that has already taken place. Building on this work can provide solutions to the multiple and varied challenges facing student and family recovery today. With a new superintendent on the horizon, sustainable resources and allocation provides an opportunity to refresh this toolkit and begin the work of integrating it into practice.

- **Integrating after-school academic support and school day learning more intentionally.** In order to achieve a more integrated and aligned system, the following sub-recommendations follow:

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<sup>26</sup> Sepanik, Susan. Kevin Thaddeus Brown, Jr. 2021. School-Community Partnerships. SOLUTIONS FOR EDUCATIONAL EQUITY THROUGH SOCIAL AND EMOTIONAL WELL-BEING series brief. November 2021.

<sup>27</sup> Sepanik, Susan. Kevin Thaddeus Brown, Jr. 2021. School-Community Partnerships: Voices from the Field. SOLUTIONS FOR EDUCATIONAL EQUITY THROUGH SOCIAL AND EMOTIONAL WELL-BEING series brief. December 2021.

- **Establish policies districtwide for regular and frequent venues for shared decision-making and planning between community partners and school sites.** In the most

successful and seamless school-community partnerships,

CBO staff are present at decision-making tables at their school sites. This might come in the form of CBO staff participating in School Site Council meetings, and/or in regular staff meetings or other internal communications a school site might conduct. However it is implemented, inclusion and integration are key to shared school-community decision-making and integrated planning.

*And based on the relationships that programs have with specific principals, administrators, school, the staff is able to access young people in the school day with services that might support them academically but are not in that traditional academic mold. There's often a debate of like, how much time out of class is too much time out of class, but if they're really receiving a support that might help them be in class, all the all throughout the rest of the day, then... Right? – CBO service provider*

- **Establish and maintain streamlined policies and structures for sharing information between**

**CBO and school site** to improve visibility and

understanding of student needs and to ensure appropriate support. Perhaps due to a lack of visibility as to what specific needs students have,<sup>28</sup>community input and an initial Beacons implementation evaluation suggest that after school supports could use some more training on academic content and more targeted alignment with student needs. Currently, even with formalized data sharing agreements and memoranda of understanding in place, district and CBO staff are not leveraging shared information about students' academic performance or behavioral needs in a systematic way that could better serve students' needs. Once such *intentional* data sharing practices are in place between school sites and CBOs, appropriate staffing for specific after school support can be provided, based on specific student needs.

More resources are required for the district to support school sites and CBOs to **identify the critical data elements to collect, analyze, and share regularly** that can inform all staff as to the areas of student support needed at each site. This not only helps all staff better understand the students they work with but can also help target school day and after school programming that will speak most directly to students' needs. By sharing data with CBOs, the district and/or school site might set **shared performance goals** in collaboration with the CBO partner, in order that data-driven decisions, accountability, and measurement of success can be shared. This work might be accomplished within the context of the annual School Plan for Student Achievement (SPSA) processes where

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<sup>28</sup> Lack of data sharing was found in the Beacons Community Schools Early Implementation Evaluation to limit the ability of CBOs to work effectively with students and families. Lewis-Charp, Heather, Rachel Estrella, Mika Clark, Juan Carolos Pina, Marianne Chen Cuellar, Savannah Rae, and Emily McCaffrey. 2020. Beacon Community Schools Evaluation: Early Implementation Mini-Report. Social Policy Research Associates, June 2020.

school sites determine areas of need, set goals, and draft plans to address those needs for the year. Performance goals might be set with CBOs at the site in order that CBO and school staff might work together to contribute to shared success of achieving those goals. The SPSAs themselves might more intentionally integrate school-community partnerships into the annual goals and action plans to ultimately institutionalize the practice.

- **Develop joint CBO and SFUSD staff professional development opportunities to increase alignment in serving student needs.** Community partner staff will be best positioned to provide needed support if they have an understanding of what students need at their site, as well as a shared understanding of school and/or district goals, pedagogy, curricula, and any other operations or even philosophical underpinnings that drive how the school/district operates. While high-quality professional development opportunities are offered to both SFUSD and CBO staff, those opportunities currently offered to CBO staff are separate and independent from those offered to school district staff. And while CBOs and SFUSD staff may currently be invited to one or the other training opportunity, both would be well-served by the **design and implementation of joint CBO and SFUSD staff professional development and training opportunities** both from SFUSD and from the City (DCYF) to ensure everyone is on the same page. All staff working with students would benefit from shared professional development opportunities that are culturally responsive, trauma informed, and inclusive of students with special needs.

### **Recommendations to implement in the next 1-2 years**

- **Secure City funding to provide for at least one full-time CBO staff to integrate into the school day** at each school site to provide more seamless support for students during and after school and alleviate some teacher and administrative stress by having CBO staff available to provide the social-emotional support their students need. Providing a full day's work for CBO staff also addresses staffing shortage challenges that have chronically plagued CBOs, and which have been exacerbated by the pandemic (See more on this below). As a starting place, the district might **assess how many schools currently have at least one full time CBO staff member integrated into the school day**, and then use this information to set goals for expansion such that every school site can eventually hire one full-time CBO partner staff to integrate school-day and after school activities, curricula, and relationships. Understanding that each school site has access to different sources and levels of sustainable funding for hiring support staff, this recommendation also includes a call to SFUSD central office to communicate the importance of integrating CBO staff into the school day.
- **Revive and expand Principal Breakfasts beyond schools with Beacons** on a quarterly basis to unify and strengthen cohesion across the district by providing opportunities for



all schools across the district to come together onto the same page on a regular basis. During such convenings, the district might consider delivering training to principals and other school administrators on how to best engage community partners and how to sustain and nourish community partnerships. It may not always be easy to bring multiple and different voices into the school space. Guidance around best practices and space for troubleshooting can optimize community partnerships for each school site.

- **Create staffed capacity within SFUSD to provide coordination and assistance for intentional school-community partnerships.** Currently, the district does not have the financial resources to maintain any central administration staff member dedicated to coordinating school-community partnerships. In order to act on the above recommendations for systems coordination, sustained and dedicated funding and staffing must be available to effectively implement and maintain the structural and cultural shifts necessary to achieve desired outcomes.
- Currently, due in part to the ubiquity of part-time positions and an inadequate hourly wage, the majority of CBO direct service staff earn only 42% of what is considered self-sufficient for a single adult without dependents living in San Francisco.<sup>29</sup> In order to stem the chronic churn and current shortage of CBO staff, **draft policy and provide funding to help CBO service providers attract and retain staff**, including following Service Provider Working Group recommendations on finding ways to build sustainable staffing models and provide service provider living wages, such as by hiring providers for full-time employment (and integrating service provider staff more intentionally into the school day, as noted above) with benefits, and developing career pathways with opportunities for career longevity and advancement to service providers. Stabilizing, professionalizing, and standardizing the CBO workforce is also highlighted in the Recovery Plan.
- **Support early childhood education (ECE) providers in transitioning students into SFUSD.** The SFUSD Early Education Department can work with the Department of Early Childhood to outreach to non-SFUSD ECE providers to support the transition to/enrollment into SFUSD pre-k, transitional kindergarten, and/or kindergarten. Communicating SFUSD standards and expectations for school readiness to the citywide ECE community can help early educators better prepare young children for school entry, ease their transition into SFUSD, and set them up for early academic success.

### **Longer-term recommendations**

Improve access to after school and summer programming by:

- **Providing integrated access to city services for students and families.** DCYF is currently engaged in a pilot test of centralized enrollment for City-funded summer programming. In partnership with SFUSD, DCYF could build on this to create a single, centralized

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<sup>29</sup> Presentation provided by the SPWG to the SF RISE Working Group in December 2021.

enrollment process for any after school or summer program across the city would facilitate families' awareness and access to needed programs. This need for greater coordination of services and centralization of resources is also highlighted in the Children & Families Recovery Plan.

- Addressing equity concerns by identifying sustained and dedicated funding to **expand program opportunities – in and out of school – for students with special needs**. Parents of students with special needs spoke at length about the lack of after school and summer programming that is appropriate and accessible for their children. In addition, parents expressed the need to **create structures to support coordination of services through transitions**, particularly for students with special needs transitioning into transitional kindergarten/kindergarten, from elementary to middle school, from middle to high school, and beyond.

In addition, a collaboration between City departments such as the Department of Children, Youth, and Their Families, the Department of Public Health, the Department of Early Childhood, and SFUSD working together to **provide training for service providers, teachers, and other staff in meeting the needs of students with special needs** will help address the gap observed by parents between the promise their school site holds and their and their children's lived experiences.

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## ACADEMIC GROWTH

The research on this is clear: the Covid-19 pandemic has dramatically stalled learning in math and reading, and the setbacks persist even as students returned to learning in-person after Covid forced everyone into virtual learning environments.



### Why it Matters

One nationwide K-12 study finds learning losses amounting to an average of five months in mathematics and four months in reading by the end of the 2020-21 school year, as compared to assessment performances in previous school years. Moreover, the pandemic hit historically disadvantaged students hardest: students who were most negatively impacted by the pandemic were already behind their peers to begin with. These additional losses have set them even further behind. In math, students in majority Black schools ended the year six months behind, and students from low-income schools were behind by seven.<sup>30</sup> And this is likely an underestimate of the pandemic impact, as the study relies on student assessment scores that effectively exclude those students who may have experienced the greatest disruption to their schooling and experience chronic absenteeism or are otherwise less engaged with schooling, thus not participating in the assessments. This study suggests that unless steps are taken to address unfinished learning, today's students are projected to earn \$49,000 to \$61,000 less over their lifetime due to the cumulative impact of the pandemic on their schooling. Lower levels of educational attainment leads to less income and less innovation and all of these lead to decreased economic productivity. By 2040 the majority of this cohort of K-12 students will be in the workforce. The impact on the US economy could amount to \$128 billion to \$188 billion every year as this cohort enters the workforce.<sup>31</sup>

### What are the Challenges?

Previous studies of the impact of school closures as a result of natural disasters find that in Pakistan, for example, after an earthquake closed schools for an average of 14 weeks, children in the affected areas were not just three months behind in their achievement; they were 1.5 years of schooling behind.<sup>32</sup> Another study that statistically modeled learning loss of a simulated 3rd

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<sup>30</sup> Dorn, Emma, Bryan Hancock, Jimmy Sarakatsannis, and Ellen Viruleg. 2021. COVID-19 and education: The lingering effects of unfinished learning. <https://www.mckinsey.com/industries/education/our-insights/covid-19-and-education-the-lingering-effects-of-unfinished-learning>

<sup>31</sup> Ibid.

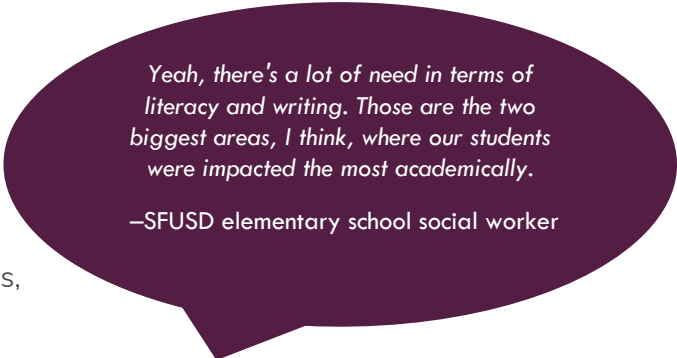
<sup>32</sup> Their test scores were 0.24 standard deviations lower than unaffected children and the average annual gain was only 0.15. The study also finds that, due to government and international relief efforts, affected households were no worse off economically than unaffected households (in terms

grade cohort projects that if learning in third grade is reduced by one-third, by the time those students reach grade 10, that loss of learning has grown to the equivalent of 1.5 years lost,<sup>33</sup> suggesting that stalled or incomplete learning may result in cumulative negative impacts that become increasingly difficult to ameliorate.

However, there is some good news to be found: Contrary to what the term “learning loss” implies, researchers find that nearly all students did make learning gains during the pandemic moves to virtual learning, just at a slower pace than in a typical year. Rather than “learning loss”, the pandemic brought about “unfinished learning”.<sup>34</sup> Researchers also agree that recommitting and reimagining education systems to truly meet students where they are will improve outcomes for students over the long term.<sup>35</sup>

## What is the Current State?

Data from SFUSD released in February 2022 examines student achievement on several academic milestones, comparing levels from Fall 2021 to pre-pandemic levels from Fall 2019. Results were examined for a variety of grades and student groupings, leading to the following observations:



*Yeah, there's a lot of need in terms of literacy and writing. Those are the two biggest areas, I think, where our students were impacted the most academically.*

—SFUSD elementary school social worker

Achievement of the youngest students is lagging in comparison to pre-pandemic levels.

- Kindergarten readiness in Fall 2021 was lower than pre-pandemic levels (58% vs. 63%), with the decline notable for Latinx, African American, English Learner, and Special Education students. Readiness gaps between these groups and students overall remain broad.<sup>36</sup>
- Lower percentages of first and second graders are meeting or exceeding the Fountas & Pinnell Benchmarks in Fall 2021 (60% and 56%, respectively) versus Fall 2019 (68% and 59%, respectively).<sup>37</sup>
- Lower percentages of children in grades K through 3 are reading at grade level, according to SBRC ELA trimester 1 marks, with the greatest drops observed for kindergarten and first grade students (11% points and 7% points, respectively).<sup>38</sup>

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of wealth, consumption, or infrastructure), so the learning effects are not consequences of economic hardships. Tahir Andrabi, B. Daniels, J. Das. 2005. Human Capital Accumulation and Disasters: Evidence From the Pakistan Earthquake of 2005. RISE Working Paper Series, 20/039

<sup>33</sup> Michelle Kaffenberger. 2021. Modelling the long-run learning impact of the Covid-19 learning shock: Actions to (more than) mitigate loss. International Journal of Educational Development, vol. 81. <https://www.sciencedirect.com/science/article/pii/S0738059320304855#bib0010>

<sup>34</sup> Dorn, Emma, Bryan Hancock, Jimmy Sarakatsannis, and Ellen Viruleg. 2021. COVID-19 and education: The lingering effects of unfinished learning. <https://www.mckinsey.com/industries/education/our-insights/covid-19-and-education-the-lingering-effects-of-unfinished-learning>

<sup>35</sup> Dorn, Emma, Bryan Hancock, Jimmy Sarakatsannis, and Ellen Viruleg. 2021. COVID-19 and education: The lingering effects of unfinished learning. <https://www.mckinsey.com/industries/education/our-insights/covid-19-and-education-the-lingering-effects-of-unfinished-learning> and Michelle Kaffenberger. 2021. Modelling the long-run learning impact of the Covid-19 learning shock: Actions to (more than) mitigate loss. International Journal of Educational Development, vol. 81. <https://www.sciencedirect.com/science/article/pii/S0738059320304855#bib0010>

<sup>36</sup> See Appendix C for a brief synthesis of available SFUSD data. See also page 7 of the [SY2021-22 Mid-Year Data Summary](#). Participation in kindergarten readiness assessments was high (>90%) in both years.

<sup>37</sup> See page 8 of the [SY2021-22 Mid-Year Data Summary](#). Participation in Fountas & Pinnell Benchmarks was high (>88%) in both years.

<sup>38</sup> See SBRC T1 2019-2021 Reads\_At\_Grade\_Level.pdf referred to on page 4 of the [SY2021-22 Mid-Year Data Summary](#).

While standardized test scores are not yet available for the 2021-22 academic year, a comparison of reading and math milestones in fall of the 2020-21 pandemic school year to fall of pre-pandemic school years 2018-19 and 2019-20 finds that overall, more students in grades 3-10 were proficient or above on the standardized Reading Inventory in fall 2020 than in previous years: 56% were proficient or above in 2020, compared to 50% in 2019 and Fall 2018. While nearly all grades demonstrated gains in reading scores as compared to previous years, this increase was most marked for students in Grades 9 and 10, who jumped 17 percentage points (51% in 2019 to 68% in 2020).

Our first graders are in the worst shape social-emotionally, academically, because they had online kindergarten, which is crazy, right? They don't know their letters and sounds, they don't know how to make friendships, they're fighting, punching, and I worry that the damage will carry them to fifth grade. ...What can we do to catch them up? –SFUSD staff

In math performance, students in K-5 had lower scores in 2020 compared to 2019 (69% proficient in 2020 vs. 72% in 2019), with fifth-graders experiencing the steepest declines (69% in 2019 to 63% in 2020). In the higher grades, students demonstrated more stability, as the proportion of students proficient in math in grades 6-8 increased from 63% proficient in 2019 to 69% in 2020, with a substantial increase in the proportion of sixth graders achieving proficiency in 2020 (76% in 2020, compared to just 47% in 2019). However, a smaller percentage of seventh graders scored proficient in math in 2020 (61% compared to 69% in 2019). High

school performance remained stable between 2018-2020.

However, when these findings are disaggregated by race/ethnicity, we find that the proportion of Native Hawaiian students testing proficient in reading declined between fall 2019 and fall 2020, and the proportion testing proficient in math dropped precipitously from 70% in 2019 to 42% in 2020. Indeed, the proportion of students meeting or exceeding math standards declined between fall 2019 and 2020 for all but white and Asian students. Students identified as socio-economically disadvantaged were also less likely to meet standards in 2020 (58% vs. 62% in 2019).<sup>39</sup>

Moreover, it must be noted that these findings are likely underestimating the impact of Covid on achievement, as they rely on standardized test scores, which excludes the scores of those students who did not participate in testing during the Covid year.

Student attendance makes addressing these persistent gaps even more of a challenge.<sup>40</sup> Chronic absenteeism has grown among elementary and middle school students, with 26% of TK-5 students and 15% of Grade 6-8 students missing at least 10% of school days as of Fall 2021. Of particular concern, over 30% of African American, Latinx, and Pacific Islander students are

<sup>39</sup> See [SY2021-22 Mid-Year Data Summary..](#)  
<sup>40</sup> See Slide 3 of the [SY2021-22 Mid-Year Data Summary..](#)

chronically absent. Lower rates of in-school learning time will make it especially difficult for these students to catch up.

The groups most impacted by Covid distance learning are the same groups that were already most vulnerable to begin with. Year after year, academic performance data reveal persistent achievement gaps, identifying groups of students for whom the traditional, business-as-usual model of schooling and learning does not adequately serve. Compounding historical inequalities, distance learning during the pandemic has often widened these gaps, making an even greater case for more innovative, holistic solutions.

### **Current Investments**

Each summer, in preparation for each new school year, SFUSD hosts a **Summer Institute** pre-service training where data are presented to SFUSD staff on standardized test scores, grade-level progression, attendance, and other indicators of academic achievement, to “shine a light” on where greatest needs are to build capacity for administrators to gain a fuller understanding of the particular needs of their students.

In summer 2021, the Department of Children, Youth and Their Families, in partnership with SFUSD, San Francisco Public Library, the Department of Recreation and Parks, community-based organizations and philanthropic entities came together to create the **Summer Together Initiative**. Summer Together is a coalition of community organizations, nonprofits, businesses, schools, and City departments working together to offer in-person summer experiences for our highest need and hardest to reach youth to address the devastating impact of the pandemic. The initiative focused on capacity building for after school providers to provide academic, social/emotional and health and wellness support. Summer Together will continue in Summer 2022 with a focus on literacy and math, social and emotional supports, health and wellness, credit recovery, career and college, and overall academic supports.

The **Summer Bridge Summer Program** supports rising 9th grade students in preparation for their 9th grade year. Students attend daily workshops during summer school and offers Math and Language Arts Enrichment, High School Readiness and College and Career Awareness and also earn elective credits towards their high school graduation and receive educational awards. The **Summer Youth Academic and Employment Program (SYAEP)** supports rising 10th and 11th grade students attending summer school by offering a 5-week summer program at various sites. Supports include class support, academic tutorials, life and work readiness training, college and career exploration, field trips, and financial literacy and educational awards.

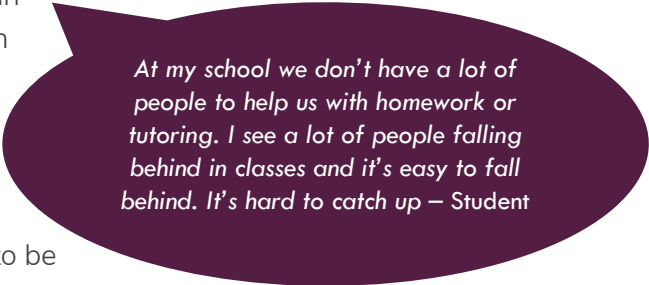
The **Citywide Tutorial Program**<sup>41</sup> provides a safe, rigorous after-school program to bridge the achievement gap for Black students enrolled in the SFUSD, grades K-12 through peer tutoring and mentorship, support in specialized subjects, and through one-on-one tutoring. The district also supports tutoring through the **AVID** (Advancement Via Individual Determination) program, which closes opportunity gaps by preparing historically underserved middle and high school students for college and postsecondary careers.

The early implementation evaluation of **Beacon Community Schools** points to several programs that are already implementing **tutoring programs** where staff are assigned to a grade level group to help students with their assignments and who move through the grade levels with the same students to cultivate a nurturing, supportive relationship. At least 7 programs provide **individual tutoring support** and at least 2 programs use a **homework tracker** to support communication between school day and Beacon staff about students' homework and academic needs. And at least 9 Beacons offer grade-level-specific **expanded learning opportunities** after students complete their homework to strengthen math and reading skills.

### What is Recommended?

Despite existing available supports, many students are unable to access them for a variety of reasons, which touch on issues already discussed above (e.g., greater access through systems alignment and streamlining) and additional issues discussed further below (e.g., transportation). As such, this section will focus more narrowly on recommendations to address academic growth.

Despite the grim and dire projections of the impact of Covid on learning, the research also provides hope and guidance: short-term remediation<sup>42</sup> can recover about half of the learning loss incurred, and when short-term remediation is paired with longer-term solutions, including high-dosage, high-impact tutoring and reorienting pedagogy to adapt to Covid impacts and teaching at the level that students are prepared to absorb, the learning losses owed to Covid are projected to be fully mitigated over a 6-year span.<sup>43</sup> As such, the following actions are recommended to guide coordinated City efforts towards learning recovery and further academic growth and achievement.



*At my school we don't have a lot of people to help us with homework or tutoring. I see a lot of people falling behind in classes and it's easy to fall behind. It's hard to catch up – Student*

**Provide targeted interventions for students by funding on-site staff for intensive tutoring**, either one-on-one or in small groups, and training/hiring CBO partner staff to provide support in after school and extended learning opportunities. With the decline in math and reading outcomes

<sup>41</sup> See: <https://www.canva.com/design/DAEsYeP8S2w/4A7iXgqSPqh100QpJn5k-w/view#3>

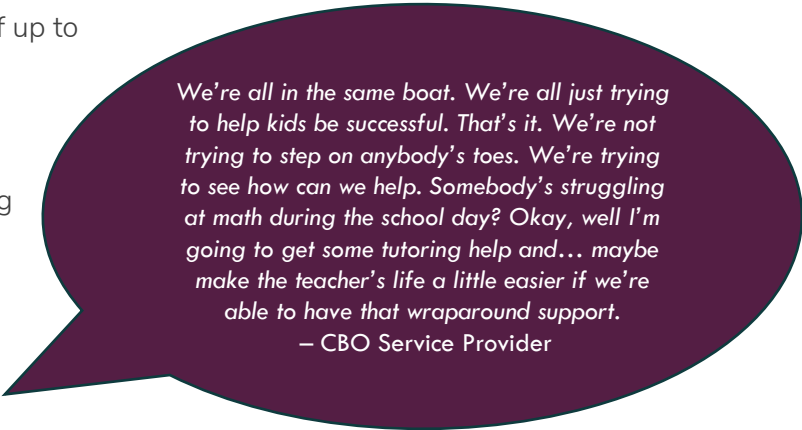
<sup>42</sup> This assumes that education systems cover the material missed during school closures when children return to school. For example, if grade 3 children missed the last third of the school year, when they re-enter school in grade 4, they will cover the part of the grade 3 material they missed before moving on to the new grade 4 material.

<sup>43</sup> Michelle Kaffenberger. 2021. Modelling the long-run learning impact of the Covid-19 learning shock: Actions to (more than) mitigate loss. International Journal of Educational Development, vol. 81. <https://www.sciencedirect.com/science/article/pii/S0738059320304855#bib0010>

there is an urgent need for targeted math and literacy supports. Successful models that not only include assessments, but consider teacher engagement, support teacher and after school collaboration/planning, additional staff assistance and family engagement is needed to ensure our youth are math and literacy proficient at grade level or above.

To help students - particularly historically disadvantaged students at school sites that have been particularly struggling with academic outcomes - complete their learning, in the months and years to come, research shows that frequent, **intensive one-on-one or small-group tutoring** several times a week with the same well-trained tutor, providing high-quality instruction is one of the most effective ways to regain academic losses.<sup>44</sup> In short, more is better when it comes to tutoring. Often referred to as “**high-dosage or high-impact tutoring**,”<sup>45</sup> this intervention consists of having the same tutor work over an extended period of time on academic skills, in relationship with the student and in a way that is integrative with school-day instruction. In its most effective implementation, targeted, intensive and sustained tutoring has been shown to double the amount of learning students typically gain in a school year.<sup>46</sup> However, those who stand to benefit most from high-dosage tutoring tend to be the least likely to have access to this intervention without City, school, and/or district support.<sup>47</sup> While well-resourced families often reach to tutoring as a first step when their child is struggling academically, this intervention is often out of reach to less-resourced families.

Although an expensive intervention,<sup>48</sup> one-on-one tutoring has the strongest evidence of effectiveness, though some studies demonstrate effectiveness for students in small groups of up to 4 as well. The district might consider **establishing tutoring in groups of 4 in every school site that demonstrates high needs** and monitoring closely to see if/how learning responds. Research suggests that the tutoring must be sustained and woven into the school day, rather than once a week or exclusively after school. Repeated



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<sup>44</sup> Patrick, Kayla, Allison Socol, Jean B. Grossman, and Miki Bairstow Shih. 2021. Strategies to Solve Unfinished Learning: Targeted Intensive Tutoring, Expanded Learning Time, The Importance of Strong Relationships. The Education Trust and MDRC; Robinson, Carly D., Matthew A. Kraft, Susanna Loeb, and Beth E. Schueler. 2021. Accelerating Student Learning With High-Dosage Tutoring. EdResearch for Recovery. Design Principles Series.

<sup>45</sup> Robinson, Carly D., and Susanna Loeb. (2021). High-Impact Tutoring: State of the Research and Priorities for Future Learning. (EdWorkingPaper: 21-384). Retrieved from Annenberg Institute at Brown University: <https://doi.org/10.26300/qf76-rj21>

<sup>46</sup> Ander, Roseanna, Jonathan Guryan, and Jens Ludwig. "Improving academic outcomes for disadvantaged students: Scaling up individualized tutorials." Washington DC: The Brookings Institution (2016).

<sup>47</sup> Robinson, Carly D., Matthew A. Kraft, Susanna Loeb, and Beth E. Schueler. 2021. Accelerating Student Learning With High-Dosage Tutoring. EdResearch for Recovery. Design Principles Series.

<sup>48</sup> "One study of a Chicago high-dosage math tutoring program found that it cost on the order of \$3,800 a student over a school year, though economies of scale could potentially bring that figure down if it's expanded." However, some cost savings may be found in economies of scale, use of federal funds, leveraging AmeriCorps if available, and employment of college students or paraprofessionals. <https://www.edweek.org/leadership/high-dosage-tutoring-is-effective-but-expensive-ideas-for-making-it-work/2020/08>



contact of at least three times a week or 50 hours over four months is the baseline that should be aimed for.<sup>49</sup> Students who do not appear to be making progress, would then be moved to even smaller groups and/or one-on-one settings as the next step to maximize efficacy of the investment.

As discussed in the Systems Alignment and Capacity Building section above, to better support students academically, and to do so effectively, it is critical to **integrate after school academic support and school-day learning more intentionally**. One key piece of this integration is to **establish and maintain streamlined structures for sharing information between CBO and school site** staff to improve visibility and understanding of student needs and to ensure appropriate support. Data-informed instruction elevates tutoring from student-generated homework help to a high-impact intervention. Using data to understand student needs and track progress is critical to intervention effectiveness.<sup>50</sup>

Once data are shared between school sites and CBOs, appropriate staffing for specific after school support can be provided, based on specific student needs. The district can help school sites and CBOs **identify the critical data elements to collect, analyze, and share regularly** that can inform all staff as to the areas of support that students at each site need. This not only helps all staff better understand the students they work with but can also help target school day and after school programming that will speak most directly to students' needs.

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<sup>49</sup> Sawchuck, Stephen. 2020. High-Dosage Tutoring Is Effective, But Expensive. Ideas for Making It Work. Education Week Special Report, August 2020.

<https://www.edweek.org/leadership/high-dosage-tutoring-is-effective-but-expensive-ideas-for-making-it-work/2020/08>

<sup>50</sup> Robinson, Carly D., and Susanna Loeb. (2021). High-Impact Tutoring: State of the Research and Priorities for Future Learning. (EdWorkingPaper: 21-384). Retrieved from Annenberg Institute at Brown University: <https://doi.org/10.26300/qf76-rj21>

## SOCIAL AND EMOTIONAL HEALTH & WELLNESS

According to the Centers for Disease Control and Prevention, suicide attempts among adolescents jumped 31% in 2020 compared to the year before.<sup>51</sup> Hundreds of thousands of children and youth have lost their caregivers and other loved ones, and young people of color have been disproportionately impacted. Students

today are navigating life in a new, unprecedented world upended by Covid.



### Why it Matters

Covid impacts have been felt unevenly. Loss, trauma, and isolation have been disproportionately visited upon historically marginalized students, families, and communities. In addition, converging societal events and changing economic conditions during this same time period have brought about their own challenges that have also had an impact on social and emotional wellness: the ongoing struggle for racial justice and subsequent backlashes, political upheaval of a contentious presidency and contentious presidential election, insurrection at the nation's capital, unemployment, the "great resignation", rising inflation - young people today are growing up at a very tumultuous time and this has had and will continue to have a profound impact on the social and emotional development of this entire cohort of children and youth.

As many as 1 in 5 students in public schools across the country show signs of a mental health disorder and most - nearly 80% - of the 5 million students affected will not receive the treatment they need.<sup>52</sup> A recent poll finds that 90% of Americans are concerned about the mental health of youth.<sup>53</sup> Conditions are such that the American Academy of Pediatrics, American Academy of Child and Adolescent Psychiatry and Children's Hospital Association were compelled to declare a national state of emergency in child and adolescent mental health.<sup>54</sup> The U.S. Surgeon General recently issued a public advisory that pointed to sharp increases in anxiety and depression in young people, calling for swift and coordinated response to this crisis.<sup>55</sup> Although students may no longer be contending with the isolation brought on by school closures during the 2020-21

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<sup>51</sup> Yard E, Radhakrishnan L, Ballesteros MF, et al. Emergency Department Visits for Suspected Suicide Attempts Among Persons Aged 12–25 Years Before and During the COVID-19 Pandemic — United States, January 2019–May 2021. *MMWR Morb Mortal Wkly Rep* 2021;70:888–894. DOI: <http://dx.doi.org/10.15585/mmwr.mm7024e1>.

<sup>52</sup> NPR. 2021. The Mental Health Crisis in Our Schools. <https://apps.npr.org/mental-health/>

<sup>53</sup> Martin, Rachel and Rhitu Chatterjee. Feb. 16, 2022. Consensus grows that the pandemic has taken a big emotional toll on young people. Morning Edition NPR report. <https://www.npr.org/2022/02/16/1081049158/consensus-grows-that-the-pandemic-has-taken-a-big-emotional-toll-on-young-people>

<sup>54</sup><https://www.aap.org/en/advocacy/child-and-adolescent-healthy-mental-development/aap-aacap-cha-declaration-of-a-national-emergency-in-child-and-adolescent-mental-health/>

<sup>55</sup><https://www.hhs.gov/about/news/2021/12/07/us-surgeon-general-issues-advisory-on-youth-mental-health-crisis-further-exposed-by-covid-19-pandemic.html#:~:text=media%40hhs.gov-,U.S.%20Surgeon%20General%20Issues%20Advisory%20on%20Youth%20Mental%20Health%20Crisis,nation's%20youth%20mental%20health%20crisis.>

school year, their return to school in person has not been without challenges. The grief, anxiety, trauma, and depression young people experienced during the pandemic continue to spill over into classrooms, hallways, recess, and after school, and Covid-related stressors are still on-going.

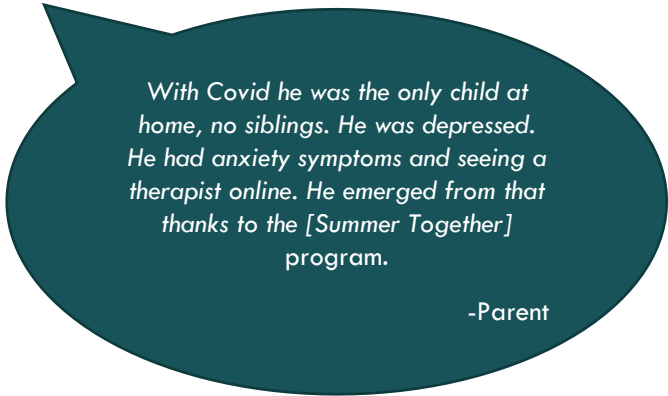
Exacerbating the growing mental health crisis is another increasing crisis of mental health care shortages. At a time when the need for mental health professionals is acute, the state of California and localities across the country are facing severe shortages of school mental health counselors.

A robust body of research demonstrates that mental health and academic growth are inextricably linked, as chronic stress and trauma of mental illness can cause impairments to cognitive development.<sup>56</sup> Without foundational social-emotional wellness, academic growth becomes an even greater challenge to achieve.

Finally, attending to the wellness of educators and other school staff is crucial to them having the capacity to promote and support social emotional wellness and academic achievement of their students.

### What is the Current State?

In an effort to monitor the wellbeing of SFUSD students and families while the distance learning policy was in effect, the district conducted “Family Wellness Checks”, surveying families as to their wellness needs four times between April 2020 and April 2021.<sup>57</sup> Despite the district’s Herculean efforts to reach each of the over 53,000 families in the district, just under one-quarter (23.2%) of families could not be reached. While the wellness of most groups remained stable from fall to spring, some did not do as well as white and Asian families in the district did: staff indicated that upwards of 80% of these groups indicated doing “pretty good” or “great” compared to roughly 70% of African American and Hispanic/Latinx families across time points, and fewer American Indian families were doing well in spring as compared to the fall. Families of high school students were also less likely to be doing “pretty good” or “great” in the fall, but they were doing better in the spring. High school students also missed significant amounts of school. Further, this data represents families that SFUSD personnel were able to reach, and thus may underestimate the level of suffering that the districts most marginalized students and families may be experiencing.



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<sup>56</sup><https://developingchild.harvard.edu/resources/how-early-childhood-experiences-affect-lifelong-health-and-learning/>  
Shankoff, Jack. 2022. Re-Envisioning Early Childhood Policy And Practice In A World Of Striking Inequality And Uncertainty. Center on the Developing Child. Harvard University.

<sup>57</sup> This section reports on publicly available data from SFUSD provided by Devin Corrigan, Supervisor of Analytics.

When students returned to school in person in fall 2021, teachers and staff immediately noticed the need for greater attention to students' social emotional needs. As one SFUSD elementary school teacher shared:

*I'm seeing second graders who are very much developmentally acting like beginning in first grade.*  
– SFUSD elementary school teacher

*I noticed that the emotional regulation of the students, I'm seeing second graders who are very much developmentally acting like, beginning in first grade. And at the beginning of the year, I was noticing that a lot of students that wanted help, or were feeling really frustrated with the work, they didn't know how to ask for help. When you think about it, that's so simple, just ask for help. But if you're not in school, and you're not practicing those routines, and those skill sets, they're not going to know. I think it just I know, it sounds a little silly, but it really was a lot of our students were throwing temper tantrums and there was a lot of dysregulation in the classroom, because they were not asking for help. And the work seemed really, really hard for them.*

SFUSD educator and social worker staff observations mirror what the research finds:

*Right now, in particular, coming back from a pandemic and school closures, I think there's an increased need in mental health services for students, I have a lot of families requesting mental health supports, and I don't have all the resources to provide them at the school site. And that includes both traditional therapy with kids, but also thinking about social skills development and practice. Kids are using their bodies in ways that they might not have for the past year and a half being at home. And so we've seen an increase in emotional dysregulation, conflict at recess and resolving problems, making friends, all that kind of stuff, which is horrible, and just amplified this year. And I see pretty big increases in basic needs of our families, rent relief, food supports, folks are seeking employment resources.* –SFUSD social worker

Young people are also aware that their mental health and social skills suffered during the period of learning from home. Many had anxiety about the return to in-person school relating to their perceived academic deficits, stress about being among peers after a long period without close contact and worries about the ongoing pandemic.

*I think there's an increased need in mental health services for students*  
– SFUSD social worker

Teachers, administrators, and CBO staff are all noticing young people's emotional dysregulation at every grade level. Not only does this impact the young people's ability to learn, it also requires significant staff effort to support young people experiencing crises large and small. This additional demand of adult time leaves less capacity for adults to fulfill their roles as teachers, social workers, administrators, etc.

**Current Investments**

In partnership with UCSF, for the past 13 years SFUSD has been working to implement HEARTS at a number of school sites and at the district level. HEARTS is, an award-winning program that promotes school success for students and educators, utilizing anti-racist healing-centered

approaches to create more trauma-informed, safe, supportive, and equitable school cultures and climates that foster resilience, wellness, and racial justice for everyone in the school community. HEARTS has been providing professional development training, consultation, and wellness support for school personnel, as well as on-site therapy services at some school sites when funding is available. HEARTS supports promote the adoption of the six core principles for creating trauma-informed schools:<sup>58</sup>

- Understanding Trauma & Stress
- Cultural Humility & Equity
- Safety & Predictability
- Compassion & Dependability
- Empowerment & Collaboration
- Resilience & Social-Emotional Wellness

**First 5 San Francisco**, in partnership with **OECE**, **DPH**, and **DCYF** jointly fund the **Early Childhood Mental Health Consultation Initiative (ECMHCI)**, which provides mental health support and capacity building to early care educators in several different ECE settings, including in SFUSD Early Education Department settings. Mental health consultation and capacity building services include case consultation, program consultation, training and support/capacity building for staff and parents, referrals for specialized services (e.g., developmental and learning assessments, occupational therapy, help with Individualized Education Plans, and psychotherapy), therapeutic play groups, direct psychotherapeutic intervention with children and families, crisis intervention, parent education and support groups, and advocacy for families. These services are designed to capitalize on the important role of early intervention in enhancing the success of children and families facing early developmental, behavioral, and social-emotional challenges.

The **Department of Public Health** additionally supports SFUSD with more than 680 services across school sites, including **Educationally Related Mental Health Services**, **SOAR (Success, Opportunity, Achievement, Resiliency)** formerly known as ED or Emotionally Disturbed) services, and several programs funded under the Mental Health Services Act (MHSA), such as **Mental Health Promotion and Prevention and Early Intervention (PEI) Services** supporting capacity building for providing mental health prevention and intervention at school sites, **Wellness Services**, and individual therapy.

**Behavioral Health Services** also funds a clinician at **Community Youth Center SF** to provide **Seek and Serve** to the newcomer Asian and Pacific Islander population. This program identifies schools to collaborate with to reach out to these students to assess mental health needs. In addition, they make themselves available citywide to work with API students and families who

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<sup>58</sup> The six HEARTS trauma-informed principles can be found here: <https://hearts.ucsf.edu/hearts-trauma-informed-principles>

may be exhibiting signs of distress but do not want to seek traditional services. DPH funding also supports **Instituto Familiar de La Raza** to provide a similar service to unaccompanied minors.

**FUERTE** is a collaboration between **SFUSD**, **UCSF**, and **DPH** in 2 high schools (SF International & Thurgood Marshall) and 2 middle schools (Hoover & Visitation Valley) that promotes mental health literacy and access to services through school-based prevention-focused programming designed to reduce behavioral health disparities among Latinx newcomer youth.

Starting with three schools in the fall of 2021 and gradually expanding, the **DCYF-SFUSD Middle School Beacon Centers Mental Health Initiative** will provide culturally relevant mental health and wellness services for students. The Initiative will eventually serve students in 13 middle schools and three K-8 schools with existing Beacon Centers, which are operated in collaboration with community-based organizations. A combination of funding sources, including a private contribution from an anonymous donor of over \$15 million over the next four years, will allow SFUSD and DCYF to build upon existing models, including the High School Wellness Centers and Beacon Centers, to enhance and expand more full-service community schools.<sup>59</sup>

While SFUSD has long implemented restorative practices, equity work, and trauma-informed practices, beginning in fall 2021, SFUSD redoubled its coordinated care efforts to more intentionally integrate pre-existing teams that may have previously worked independently of one another. These **Coordinated Care Teams** might include integrating Culture and Climate, Student Assistance Program (SAP), Family Partnership Team (FP-PIP) and Attendance Review Team (SART) into one team at one school site, and may look differently at different sites. Led by a process facilitator (such as a wellness coordinator, school nurse, or social worker), a team of school community members (and the student's family whenever possible), is convened to focus on improving any particular student's outcomes.

The **Student Intervention Team (SIT)**<sup>60</sup> recruits, trains and supervises a yearly cohort of approximately 40-50 graduate-level clinical interns. These emerging mental health professionals provide individual and group school-based mental health support to the San Francisco Unified School District (SFUSD). They are Master's or post-Master's level graduate students in Social Work, Marriage and Family Therapy, and Professional Clinical Counseling from prestigious universities nationwide. Many interns go on to utilize their training as SFUSD employees upon completion of their internship.

And while there is currently a school social worker available to every school site in the district, and the SIT program is available to provide on-site mental health services to students, both school social workers and the SIT program are in danger of losing funding.

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<sup>59</sup> From SFUSD website: <https://www.sfusd.edu/about-sfusd/sfusd-news/current-news-sfusd/san-francisco-provide-expanded-mental-health-services-students>

<sup>60</sup> From SFUSD website: <https://www.sfusd.edu/about/news/superintendents-column/new-coordinated-care-teams-help-sfusd-better-serve-students>

## What is Recommended?

Increase in-school social and emotional wellness supports by:

- **Retaining and increasing funding to support staff for small-group and one-on-one social-emotional wellness supports for students.** At a time when the district - along with other districts in the Bay Area and across the country - is facing critical staffing shortages, the need for mental health support for both students and educators has sharply increased. Students who spent nearly two school years learning from home need support in relearning how to socialize and collaborate. They are also coping with the stress and trauma of the ongoing pandemic. Teaching staff are increasingly overwhelmed by students' resulting emotional dysregulation, as well as by their workload, which increases as their fellow educators fall ill from Covid or otherwise leave the district. While every school in the district currently has access to a social worker, not all are available on-site full time. Having at least one full-time-equivalent mental health professional (this could be a social worker, public health nurse, and/or mental health consultant) on each school site - prioritizing high-needs sites - would begin to address this growing need. Some states are **leveraging Medicaid dollars** to provide school-based mental health services, including telehealth to eligible students.<sup>61</sup>The City and the district are each encouraged to seek additional and alternative funding to ensure this critical support is available to students districtwide.
- **Ensuring universal availability of age-appropriate curriculum for building social and emotional wellness skills for students.** School site leaders value the social and emotional curriculum that is currently available to them. Ensuring the ongoing availability of these materials as well as **professional development** to support their effective implementation to all site leaders will be critical in supporting student social and emotional wellness.
- **Providing capacity development for teachers, school and CBO staff** to support student well-being as well as their own for career longevity and advancement. Teachers, school staff, and CBO staff are perhaps best positioned to identify and address changes in students' mental health, as they see their students every day. However, most have no training in mental health, and many have inadequate training around strategies for promoting social emotional wellness for their students, themselves, and one another. Just as adequate specialized staff is needed to support students' mental health, teachers and others who work directly with young people would also benefit from professional development to ensure they have the skills to support students appropriately. This professional development should also include building capacity for promoting staff wellness, not only in terms of enhancing self-care, but also in terms of building organizational structures (time, space, policies, and procedures) to support staff wellness.

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<sup>61</sup> Martin, Rachel and Rihit Chatterjee. Feb. 16, 2022. Consensus grows that the pandemic has taken a big emotional toll on young people. Morning Edition report. <https://www.npr.org/2022/02/16/1081049158/consensus-grows-that-the-pandemic-has-taken-a-big-emotional-toll-on-young-people>

As such, in addition to increasing school personnel's ability to support social emotional wellness for students, training would also focus on building staff skills to take better care of themselves and one another, including boosting their capacity to manage their own emotional regulation, recognizing that they should also be equipped with the skills that they are expected to teach students and that the pandemic has been stressful not only for children but also for adults.

**San Francisco's Quality Teacher and Education Act Parcel Tax** provides for 18 paid hours of professional development per year. In 2020-2021, much of these hours were left untapped. It is worth considering accessing these resources to offer mental-health related professional development that could serve not only to support teacher and student well-being, but also help the district meet its LCAP goal of having these available hours more extensively utilized.<sup>62</sup>

In order to promote wellness and school success for all, it is recommended that the district and the City **integrate trauma-informed, healing-centered, and culturally responsive practices into all aspects of school operations, wellness services, and academic supports** by:

- **Adopting a trauma-informed, healing-centered, culturally-responsive lens when drafting policy.** Using such a lens can help ensure that policies and practices begin to reverse harms, rather than perpetuating them. Adopting a lens at the district and/or City level can help to ensure such thinking is continually integrated into decision making that affects youth and their families.
- Continuing to provide training and consultation for staff and others who work with children in **trauma-informed, healing-centered, culturally responsive approaches.** To ensure safe and supportive environments for young people, sustain funding for the provision of ongoing professional development.

Such professional development needs to be ongoing, rather than being implemented in a “one and done” fashion.” In the words of one educator:

*For a long time, I feel like San Francisco was trying citywide to have everybody trained with trauma-informed practices. And then I don't know what happened. Not just the teachers, but for some providers as well. I think that one thing that would help would be, for example, every year, we have to do a mandated reporting training. By law, we are mandated reporters, regardless if it seems tedious. We all need those reminders, that grounding, and that guiding framework. And this is our role when working with youth, essentially, right? We are mandated reporters, but there's all these other areas in which*

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<sup>62</sup> See Page 23 Of San Francisco County Office Of Education & San Francisco Unified School District Local Control & Accountability Plan And Recommended Budget For Fiscal Year 2021-2022 <https://drive.google.com/file/d/1fwe2vtzmbczaonqppemq4ludvm4rgxen/view>



*we need to keep fresh, right? Because we took one training, there's never an arrival point, like we have to stay open to be lifelong learners, we got to keep it fresh, you know?*

- **Providing dedicated and sustained funding to retain coordinated trauma-informed systems throughout City and district programming.** SFUSD currently has multiple programs that focus on trauma-informed care, including the UCSF HEARTs program that is funded through a grant that provides for one staff member tasked with coordinating and leading trauma-informed work throughout the district. Maintaining this role will help ensure that staff have a resource for their ongoing capacity development and that trauma-informed practices can be incorporated consistently and with integrity.
-

## SAFE AND ACCESSIBLE TRANSIT

Students and families in SFUSD have the flexibility to choose the school they prefer to attend, even if it is located outside of their home neighborhood, within a certain zone. For these schools to be feasible, families need to be able to get their students to school.



### Why It's Important

For families without reliable transportation, getting kids to school can represent significant challenges. In some cases, access to safe and affordable transportation enables equitable access to education. Transportation options can enable students to attend higher-quality schools, specialty schools such as bilingual or arts schools or specialized schools for students with special needs that might otherwise be inaccessible, and they can allow for participation in enriching before- and after-school programs.

### What is the Current State?

Students and families shared in community engagement sessions several concerns they have about their children's safety on public transportation. Many parents and youth expressed appreciation for the city's transit system and it is seen by many as a tremendous strength and asset in the city:

*Public transportation is more advanced than other areas, so that is a good aspect of the Bay area, we can get [our kids] on these buses, to where they're supposed to be. – Parent*

*The transportation is affordable and clean. – Youth resident*

*Public transportation is good, because of affordability, but with the understanding that you should keep to yourself.*

–Parent

When the topic of transportation was raised, nearly every parent in community engagement sessions commented on safety issues.

Physical safety on public transit was a concern for nearly all parents, and many acknowledged that bus drivers are not trained to handle behavioral and safety issues:

*My 11-year-old takes the bus home and that unsafe conditions is really hard. The drivers should be trained to turn people down. They smell terribly. People spit and that's unsafe.*

*I also worry about my children who take public transit to school by themselves. I often instructed my children to call me once they got on the bus to ensure they rode on the bus safely. Now, I get*

*even more panicked by worrying if they show their phone out on the bus and become a target. I tell them after calling me, should put away their phones immediately.*

*I even considered having my child carry pepper spray when riding the bus to school.*

*It can be stressful, I don't trust my son's safety with public transit going to & from school. There's a lot that takes place... all types of mischief that happens on public transportation.*

Some parents observed drug use, people with mental illness, and people experiencing homelessness on buses:

*Access to transportation services - there's a strict timeline for when they get on the bus, how they get to and from school, and there's no flexibility in that. So access to the after school program in and of itself, for students with special needs that do take the bus, that's an issue.*

*--CBO service provider*

*I just don't like kids getting on the buses these days. When I was growing up, you didn't have to worry about that, so much homeless out there.*

*Need safe transportation to school. Streets of the TL are unclean and it's unsafe on MUNI where there are people with mental illness on.*

*[We need] more safety on the buses for kids and youth. Many people using substances get on the buses. That should be controlled.*

Parents with children with special needs commented on the inaccessibility of public transit. Additional comments around the transportation service itself included a mix of having more buses during rush hours to alleviate crowding, and

inconsistencies in timeliness.

*Public transportation in Bayview is difficult, they take a while to come. -Parent*

*Having more buses that aren't full. Buses are hot and uncomfortable. - Youth*

*MUNI gets too crowded en-route to schools for my kids. Can services increase during rush hours in Chinatown? - Parent*

## Current Investments

Muni provides service to close to 29,000 students boarding on an average day.<sup>63</sup> Every middle and high school in the San Francisco Unified School District is served by at least one Muni route. **Supplemental Muni routes** begin after school hours and serve middle and high schools throughout the city.

Effective August 15, 2021 household income limits will be eliminated for the **Free Muni for Youth** program. Fares for all youth 18 years and under will be free as a result of Mayor Breed's budget proposal for FY2022, which includes \$2 million to fund this program for 12 months. In addition, SFMTA offers the **Slow Streets** program that is designed to limit through traffic on certain residential streets and allow them to be used as a shared space for people traveling by foot and

<sup>63</sup> <https://www.sfmta.com/sfmta-school-safety-programs>

by bicycle. SF MTA also offers **Safe Routes to Schools** which was created to help make walking and bicycling to school safer and more accessible for children, including those with disabilities, and to increase the number of children who choose to walk, bicycle, take public transit, or ride in parental carpools. There is also the annual **Walk and Roll to School Day** and the **Bike & Roll School to Week** as well as resource guides for youth and families.

The **SFUSD Transportation Department** contracts services to support students with **individualized education plans** with 170 vehicles for curb-to-curb transport, serving 1,333 students every day. **General education transportation services** are designed to create a more diverse and equitable learning environment by busing English learners, newcomers, low-income students living in low-test-score areas, and students living in densely populated attendance areas who need access to schools in less-densely populated areas of the city. Twenty-five buses serve roughly 1,500 students with morning and afternoon routes each day.

Beginning in the 2021-22 school year, the SFUSD Transportation Department began a 5-year contract with a new third-party student transportation provider meant to modernize yellow school bus service in the district. The provider, **Zum**, started running a new connected fleet and mobile app that enabled families and district staff to track the rides of students to and from school in real time. Per its contract with SFUSD, Zum has also committed to upgrading its fleet to become completely emissions-free by 2025.

The San Francisco County Transportation Authority is partnering with SFUSD and DCYF to create a **School Access Plan for San Francisco**<sup>64</sup> for transportation solutions for K-5 students and their families. Seeking to close equity gaps and provide sustainable transportation options, the proposed solutions will focus on children and caregivers who are burdened by medium- and long-distance trips to school and afterschool activities. Strategies to address these challenges will be co-created with parents and stakeholders and are likely to include:

- Adjusted or expanded school and city transit (yellow school bus, vanpool, etc)
- Carpooling or ride sharing
- Public-private partnerships to provide shuttle service in priority areas

## What is Recommended?

**Improve passenger safety by hiring and training more Muni Transit Assistance Program (MTAP) Coordinators at MTA and/or transit operators or other personnel to handle and de-escalate disruptions.**<sup>65</sup> If parents and students have safety concerns, they are more likely to avoid taking public transit, thereby posing greater challenges to school and after school program access and

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<sup>64</sup> For additional details, see: <https://www.sfcta.org/projects/school-access-plan#:~:text=The%20Transportation%20Authority%20is%20creating,to%20school%20and%20afterschool%20activities>.

<sup>65</sup> As of this writing, the numbers of coordinators currently operating could not be confirmed. However, a report from 2010 estimated 12 monitors operating in the city at that time. <https://missionlocal.org/2010/04/where-are-munis-transit-assistants/>

attendance. Improving passenger safety not only supports student access to school and after school programs but enhances public safety for everyone.

**Extend transit access to sites where routes are overcrowded or canceled by coordinating with MTA and SFUSD.** Students and families are deterred from public transit when routes are overcrowded. Providing additional and/or alternative transit routes to address overcrowding supports equitable access to school and after school programs and enhances the public transportation experience for all.

In a collaborative effort including SFUSD, DCYF, and MTA, **identify gaps in service lines to after school sites to ensure transit access to priority offsite after school programs, including for students with special needs.** After school programming across the city provides academic support, social-emotional learning, and enrichment opportunities to all students. However, access to transportation to and from some of these programs is limited and poses significant barriers to students and families citywide. Providing safe transit to after school programs ensures equitable access to such programs, including for students with special needs.

**Ensure ongoing funding to sustain free MTA passes for students.** The pilot program that made MTA passes free for students was launched August 15, 2021, in conjunction with the start of the 2021-2022 school year and will continue through August 14, 2022. Sustaining free transit for students enhances equitable access to schooling and after school programs.

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## NECESSARY CONDITIONS FOR SUCCESS

Many of the recommendations included in this report will require additional funding. It is critical that the funding secured be sustainable in order that the district and its students can rely on consistency and build from a solid foundation.

Moreover, for the recommendations above to be effective, the programs and services provided must meet the needs of all students and be affirming and welcoming to all. To do so, it is vital to engage key stakeholder groups (e.g. parents/caregivers, students, SFUSD staff, teachers, and principals, CBO staff, etc.) around how the details of how plans are being implemented, as well as periodically asking these stakeholders how implementation is going (what is working, what course corrections need to be made, etc.). Care must be taken to engage groups who have been historically marginalized or excluded from decision making processes, as these are the groups who have been most adversely affected by Covid and by the harms of structural oppression.

To meet the needs of all students, the following recommendations are made:

- Provide **training** for service providers, teachers, and other staff in meeting the needs of **students with disabilities and students with IEPs**
- **Expand program opportunities** – in and out of school – **for students with special needs**
- **Integrate trauma-informed, healing-centered, and culturally responsive practices into wellness services and academic supports**
- **Revive SFUSD Restorative Practices** including providing professional development for site staff and district level Restorative Practices coordinator(s)



## Conclusion

The SF RISE Working Group's rich collaboration has yielded more than a set of recommendations for supporting San Francisco's young people and their families. The process of coming together over the course of nearly a year – with representatives from the City and San Francisco Unified School District, as well as community partners and advocates – has helped to build and strengthen working relationships across organizations and has provided an opportunity to identify areas for mutual support. Well before the final Working Group meeting, new efforts had already taken root based on these collaborations.

To build on this success, ongoing implementation of the recommendations will require continued partnership between the City, the district, and community-based organizations. The success of this work relies on this ongoing collaboration as the district cannot, and should not, be expected to hold these responsibilities alone. To that end, DCYF has been asked by both the Mayor and our City partners to continue to act as the backbone in the implementation of these plans. DCYF intends to bring the same collaborative, urgent and transparent approach to the implementation as it did in the plans' generation. In addition, community-based organizations have been a critical ally in supporting young people, stepping up even more during the pandemic to meet the needs of families. It is hoped that these organizations will continue to be supported and strengthened through the implementation of these recommendations, which, in turn, will support the district and the students it serves.

Ensuring these recommendations and collaborations continue and succeed will require identifying sustainable funding streams to support all partners. Members of the Board of Supervisors, district staff, and City agencies have already begun the process of identifying sustained sources of funding. This report builds the case for such funding and will, hopefully, lead to lasting support for San Francisco youth.

# Appendix A. Ordinance

AMENDED IN COMMITTEE  
2/22/21  
ORDINANCE NO. 24-21

FILE NO. 210032

1 [Administrative Code - Establishing the Students and Families RISE (Recovery with Inclusive  
2 and Successful Enrichment) Working Group]  
3 **Ordinance amending the Administrative Code to establish the Students and Families**  
4 **RISE (Recovery with Inclusive and Successful Enrichment) Working Group to advise**  
5 **the Board of Supervisors, the Mayor, and the San Francisco Unified School District**  
6 **regarding the development, adoption, and implementation of a plan to coordinate**  
7 **enrichment and retention services provided by City departments, the School District,**  
8 **and community partners to youth and families adversely affected by COVID-19 school**  
9 **closures and distance learning programs.**

10 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
11 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
12 **Deletions to Codes** are in ~~*italics Times New Roman font*~~.  
13 **Board amendment additions** are in double-underlined Arial font.  
14 **Board amendment deletions** are in ~~Arial font~~.  
15 **Asterisks ( \* \* \* \*)** indicate the omission of unchanged Code  
16 subsections or parts of tables.

15 Be it ordained by the People of the City and County of San Francisco:  
16 Section 1. Chapter 5 of the Administrative Code is hereby amended by adding Article  
17 XLVIII, consisting of Sections 5.48-1 through 5.48-7, to read as follows:

18 ARTICLE XLVIII:  
19 STUDENTS AND FAMILIES RISE (RECOVERY WITH INCLUSIVE AND SUCCESSFUL  
20 ENRICHMENT) WORKING GROUP

22 SEC. 5.48-1. CREATION OF WORKING GROUP.  
23 There is hereby established the Students and Families RISE (Recovery with Inclusive and  
24 Successful Enrichment) Working Group (the "Working Group") of the City and County of San  
25 Francisco.



1           **SEC. 5.48-2. PURPOSE AND GOALS.**

2           (a) The purpose of the Working Group is to advise the Board of Supervisors, the Mayor, and  
3 the San Francisco Unified School District ("SFUSD") on the coordination and expansion of academic  
4 and literacy supports, enrichment services, post-secondary education enrollment, summer learning and  
5 transition supports, justice services, mentorship, out of school time programming, youth workforce  
6 development, and family empowerment programs, to assist San Francisco youth whose academic  
7 achievement and personal development have been negatively impacted by school closures and distance  
8 learning during the COVID-19 public health emergency.

9           (b) The primary goals of the Working Group shall be to increase student proficiency so  
10 that students are performing at grade level, increase SFUSD enrollment to mitigate the  
11 negative impacts of family flight during distance learning, and create and expand full scale, in-  
12 school enrichment programs, including programs in arts, music, sports, and libraries, which  
13 fully nurture the minds and development of our students.

14  
15           **SEC. 5.48-3. MEMBERSHIP.**

16           (a) The Working Group shall consist of ~~40~~ 11 voting members.

17           (b) Seats 1 through ~~78~~ shall be appointed by the Board of Supervisors as follows:

18           (1) Seat 1 shall be held by a member of the United Educators of San Francisco. In  
19 making the appointment, the Board of Supervisors shall consider any recommendations for the seat  
20 made by the United Educators of San Francisco.

21           (2) Seat 2 shall be held by a member of the Service Employees International  
22 Union Local 1021. In making the appointment, the Board of Supervisors shall consider any  
23 recommendations for the seat made by the Service Employees International Union Local  
24 1021.

25

1            ~~(23)~~ Seat 23 shall be held by a parent or guardian of a youth enrolled, at the time of  
2 appointment, in an SFUSD school, at any grade level from pre-kindergarten through 12th grade.

3            ~~(34)~~ Seat 34 shall be held by a person who works as, or has substantial experience  
4 working as, a service provider delivering services to youth and families in San Francisco, preferably in  
5 San Francisco low-income communities.

6            ~~(45)~~ Seat 45 shall be held by a person with expertise or substantial experience in the  
7 field of public health, preferably a person specializing in pediatric public health or child development.

8            ~~(56)~~ Seat 56 shall be held by a person with expertise or substantial experience in the  
9 field of education research, preferably focused on student achievement and retention.

10           ~~(67)~~ Seat 67 shall be held by a person representing a philanthropic organization,  
11 foundation, or network.

12           ~~(78)~~ Seat 78 shall be held by a person 19 years old or younger at the time of  
13 appointment for the term who is either enrolled in, or has recently graduated from a SFUSD school.

14           (c) Seat 89 shall be held by an employee of the Department of Children, Youth, and their  
15 Families (“DCYF”), appointed by the Mayor.

16           (d) Seat 910 shall be held by a Commissioner serving on, and designated by, the SFUSD  
17 Board of Education. If at any time the SFUSD Board of Education declines to designate a  
18 Commissioner to participate, and seat 910 is vacant for 60 days or longer, the Board of Supervisors  
19 may appoint a member of the public to fill the seat until such time as the SFUSD Board of Education  
20 designates a Commissioner.

21           (e) Seat 4011 shall be held by the SFUSD Superintendent of Schools (“the Superintendent”)  
22 or the Superintendent’s designee. If at any time the Superintendent declines to participate, and also  
23 declines to name a designee, and leaves seat 4011 vacant for 60 days or longer, the Board of  
24 Supervisors may appoint a member of the public to fill the seat until such time as the Superintendent  
25 elects to participate or name a designee.

1                    **SEC. 5.48-4. ORGANIZATION AND TERMS OF OFFICE.**

2                    (a) Members of the Working Group holding seats 1 through 89 shall serve at the pleasure of  
3 their appointing authority and may be removed by their appointing authority at any time. Each  
4 member of the Working Group holding seats 1 through 89 shall serve a one-year term, unless removed  
5 by their appointing authority.

6                    (b) Service in the Working Group shall be voluntary, and members shall not be  
7 compensated for their time, except that the person appointed to Seat 89 shall receive their City salary  
8 for time spent serving on the Working Group, which shall be considered part of their responsibilities as  
9 a City official or employee.

10                   (c) Any member who misses three regular meetings of the Working Group within a six-  
11 month period without the express approval of the Working Group at or before each missed meeting  
12 shall be deemed to have resigned from the Working Group 10 days after the third unapproved absence.  
13 The Working Group shall inform the Board of Supervisors of any such resignation.

14                   (d) DCYF shall provide administrative support for the Working Group.

15                   (e) At the request of the Working Group, and subject to the fiscal, budgetary, and civil  
16 service provisions of the Charter and all applicable rules regarding competitive selection, DCYF may  
17 retain consultants with appropriate expertise to assist the Working Group in its development of the San  
18 Francisco Students and Families RISE (Recovery with Inclusive and Successful Enrichment) Plan.

19                   **SEC. 5.48-5. MEETINGS AND PROCEDURES.**

20                   (a) The appointing authorities shall make initial appointments to the Working Group within  
21 30 days of the effective date of this Article.

22                   (b) The Working Group shall hold its inaugural meeting not more than 45 days after the  
23 effective date of the ordinance in Board File No. 210032 enacting this Article XLVIII. There shall be at  
24 least ten days' public notice of the inaugural meeting. Following the inaugural meeting, the Working  
25 Group shall hold a regular meeting not less than once each month.

1           (c) The Working Group shall elect a chair and such other officers as it deems appropriate,  
2 and may establish bylaws and rules for its organization and procedures.

3           **SEC. 5.48-6. POWERS AND DUTIES.**

4           (a) The Working Group shall advise the Board of Supervisors, Mayor, and SFUSD in the  
5 development, adoption, and implementation of a San Francisco Students and Families RISE (Recovery  
6 with Inclusive and Successful Enrichment) Plan (“Plan”) to coordinate services provided to youth and  
7 families by City departments, SFUSD, and community partners, and to maximize support for youth in  
8 San Francisco whose academic experience has been hindered by school closures, distance learning,  
9 and the COVID-19 pandemic. In developing the Plan, the Working Group shall consider the following:

10           (1) Data on student performance including attendance, course completion,  
11 standardized tests scores, and student surveys, available across various disaggregated demographic  
12 categories.

13           (2) Data on the number of youths who left the public school system during the  
14 COVID-19 pandemic.

15           (3) Best practices and academic interventions in and outside of the classroom for  
16 addressing student learning loss, academic setbacks, and social and emotional challenges stemming  
17 from school closures and trauma associated with the COVID-19 health crisis.

18           (4) Accessibility of enrichment and retention services for youth and families.

19           (5) Equitable prioritization in the delivery of services to the youth and families with  
20 the greatest needs and who have been disproportionately impacted by school closures and the COVID-  
21 19 pandemic.

22           (6) Input or recommendations from San Francisco youth leaders including, but not  
23 limited to, representatives from the San Francisco Youth Commission and the SFUSD Student Advisory  
24 Council.

25





City and County of San Francisco  
Tails  
Ordinance

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

**File Number:** 210032

**Date Passed:** March 02, 2021

Ordinance amending the Administrative Code to establish the Students and Families RISE (Recovery with Inclusive and Successful Enrichment) Working Group to advise the Board of Supervisors, the Mayor, and the San Francisco Unified School District regarding the development, adoption, and implementation of a plan to coordinate enrichment and retention services provided by City departments, the School District, and community partners to youth and families adversely affected by COVID-19 school closures and distance learning programs.

February 22, 2021 Rules Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

February 22, 2021 Rules Committee - RECOMMENDED AS AMENDED AS A COMMITTEE REPORT

February 23, 2021 Board of Supervisors - PASSED ON FIRST READING

Ayes: 11 - Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani and Walton

March 02, 2021 Board of Supervisors - FINALLY PASSED

Ayes: 11 - Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani and Walton

File No. 210032

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 3/2/2021 by the Board of Supervisors of the City and County of San Francisco.

Angela Calvillo  
Clerk of the Board

Mayor

3/5/21

Date Approved

## Appendix B. Community Hub Initiative Community-Based Anchor Agencies

- Asian Pacific American Community Center
- Bay Area Community Resources
- Bayview Hunters Point YMCA
- Booker T. Washington Community Service Center
- Boys & Girls Clubs of San Francisco
- Buchanan YMCA
- Buena Vista Child Care
- Catholic Charities
- Chinatown YMCA
- City of Dreams
- Collective Impact
- Community Youth Center of San Francisco
- Donaldina Cameron House
- Embarcadero YMCA
- Family & Child Empowerment Services SF
- Felton Institute
- First Graduate
- Glide Foundation
- Good Samaritan Family Resource Center
- Hamilton Families
- Indochinese Housing Development Corporation
- Ingleside Community Center
- Jamestown Community Center
- Jewish Community Center of San Francisco
- Mission Graduates
- Mission Neighborhood Centers
- Mission YMCA
- Our Kids First
- Peer Resources
- Portola Family Connection Center
- Potrero Hill Neighborhood House
- Presidio Community YMCA
- Real Options for City Kids
- Richmond District Neighborhood Center
- Richmond District YMCA
- Samoan Community Development Center
- Shih Yu-Lang Central YMCA
- Southeast Asian Development Center
- Stonestown Family YMCA
- Success Center San Francisco
- Telegraph Hill Neighborhood Center
- Tenderloin Neighborhood Development Corporation
- The Salvation Army
- United Playaz
- Up on Top
- Urban Ed Academy
- West Bay Pilipino Multi-Service Center
- Young Community Developers
- Youth First

# Appendix C. SFUSD Public Domain Data Reports: Overarching Themes

## HOW ARE FAMILIES DOING?

Most families seem to have their distance-learning needs covered, with percentages needing support declining at each assessment point. The percent of families needing basic assistance with housing and food has also decreased over time, although food insecurity remains an issue for many SFUSD families (3.6%). As of the third wellness assessment, just 11 families appeared to be in crisis, according to teachers.

The wellness of most groups has remained stable, although some groups are not thriving as well as the white and Asian families in the district (83% of these groups appear to be “pretty good” or “great”). Specifically, fewer American Indian families are doing well in Spring vs. Fall. However, foster youth and homeless appear to be doing somewhat better at later checkpoints.

Families of high school students were less likely to be “pretty good” or “great” in the Fall, but they were doing better in the spring. High school students are more likely to miss significant amounts of school, however.

## HOW ARE SFUSD STAFF DOING?

Although staff have struggled during the pandemic, they are persistent and resilient with a strong sense that they can effectively support their students. Ensuring that there is a sense of community, support for staff, and appreciation, though, will be important (numbers in these areas were somewhat low).

## HOW ARE STUDENTS DOING?

Most secondary students were in online lessons three or more hours a day and spend between 1 to 3 additional hours on school assignments each day.

Having a growth mindset will be very helpful as students re-adjust to the classroom and expend effort on challenging lessons that they may have missed. According to the Fall 2020 High School Student SEL and Distance Learning Survey, 60% of students endorse statements reflective of a growth mindset, and 61% report strong self-management practices.

## WHO IS MISSING SCHOOL?

An examination of who is missing school in Fall 2020 showed that some groups are at higher risk of absenteeism. Those with socio-economic disadvantages are far and away more likely to miss school, making up 70% of the students who have missed 40% of possible days (or more). These students have missed out on a significant amount of content and will likely need significant support in Fall 2021. Also making up a disproportionate number of absent students



are English Learners, those in Special Education, high school students, and Hispanic and African-American students.

## WHERE DO WE SEE DISTANCE-LEARNING IMPACTS ON READING AND MATH?

Scores on the Reading Inventory show some improvement between Fall 2019 and Fall 2020. Overall, more students in grades 3-10 were proficient or above on the Reading Inventory in Fall 2020 than in previous Falls.

Math learning has been more difficult during online school. Overall, students performed about the same in Fall 2020 on the Math Milestone Assessment as they did in Fall 2019, and just slightly lower than they did in Fall 2018. However, the percent who meet or exceed standards dropped for most at-risk groups, Hawaiian Natives, Pacific Islanders, and socio-economically disadvantaged students in particular.

## Brief Summaries of Public Reports

### STAFF WELLNESS SURVEY SUMMARY, FALL 2020

87% of staff worked mostly from home in Fall 2020; more than half rarely or never had contact with district colleagues.

District leadership must recognize that **staff have struggled**:

- 37% have often or very often struggled with the traumatic stress of those they serve.
- 45% often or very often have difficulties separating home and work.
- Almost half feel run down often or very often as a result of work.
- About half report serious concerns about their own mental well-being (or that of others).
- About half report serious concerns about their own health and safety (or that of others).
- About one in four have significant stress over housing and/or financial stability.

**Despite their struggles, staff persist and are resilient.** Results from the Staff Wellness Survey suggest that staff feel strongly capable of addressing the needs of students returning to school.

- Colleagues are working effectively as a team to address the difficulties of remote learning (83% agree).
- They persist in adapting to distance-learning challenges (92% agree), and they feel a responsibility to improve the school (89% agree).
- Two in three are proud of how they support students and believe they can make a difference.

**Social emotional learning (SEL) competencies (self-reported) among staff are strong.** Almost all report understanding their feelings and knowing how to manage their emotions to make sure learning is positive. They almost all report keying in on the emotional cues of their students

online. These findings suggest that teachers have a solid SEL foundation they can draw upon when modeling resilience and self-management in the classroom.

Needs as Teachers Return

- Fostering a sense of community will be important, as just half felt connected to their colleagues. This hasn't stopped them from creating a community in their online classrooms, however ... 83% feel effective at creating community during distance learning.
- The district should communicate appreciation for staff and enable families and students to show staff appreciation during this difficult time – just half feel appreciated often or very often as of Fall 2020.
- Teachers are unsure whether they have been effective at helping students learn in the online context. Though the majority have overcome their technical difficulties (69%), just 61% feel they have successfully adapted their lessons to the online environment.

**SAN FRANCISCO UNIFIED SCHOOL DISTRICT (K-12) WELLNESS CHECK-IN SURVEYS**

The district asked staff to report on the apparent health and wellness of students' families at three different points during the year – Window 1 (Fall 2020), Window 2, and Window 3 (Spring 2021).

Most families seem to have their needs covered, with percentages needing support declining at each assessment point. Those who needed support for at-home learning in Fall 2020 were most likely to report equipment issues -- either needing a device, better internet, or support logging in to applications (about 6% for each need). By Window 2, many of these needs were fulfilled.

The percent of families needing basic assistance with housing and food has decreased over time, although food insecurity remains an issue for many SFUSD families (3.6%). Although about 200 families were deemed in crisis in Fall 2020, just 11 were in crisis by Window 3.

	Window 1	Window 2	Window 3
Don't need anything to support learning at home	73.0%	81.6%	85.9%
Don't need other resources	87.7%	89.9%	90.1%
Percent needing housing	1.7%	1.3%	1.4%
Percent needing food	5.4%	4.0%	3.6%
Number of families in crisis	194	15	11
Percent requesting additional follow up	5.9%	4.7%	3.8%

High proportions of White families and families of Asian descent were doing well across all assessment windows. Wellness of other groups in the table below was not as strong, however. The percent of American Indian families deemed “pretty well” or “great” has declined over the year, with other groups remaining more or less stable. In the Fall, families of younger children appear to be doing better than families of high school students; fewer than 2 in 3 sophomores and juniors were doing “pretty well” or “great”. By Window 2, however, families of high school students appeared to be doing better.

	Window 1	Window 2	Window 3
	% doing pretty well or great	% doing pretty well or great	% doing pretty well or great
White	83	83	81
Asian	83	83	83
American Indian	71	65	64
African American	71	69	69
Hispanic/Latinx	67	67	70
Pacific Islander	74	75	74
Foster Youth	55	59	56
Homeless	60	64	66
Public Housing families	65	65	67
English Learners	70	70	73
SPED (Special Education)	70	72	71
SED (Low SES)	72	72	73
High school Grade 10	63	74	71
High school Grade 11	64	73	76
High school Grade 12	67	77	78

### PROFICIENCY IN READING AND MATH

Regular school was interrupted in March 2020 by California’s shelter-in-place declaration. Academic scores in Fall 2020, therefore, reflect the pandemic’s disruption on learning during the

disrupted Spring. Comparing Fall 2020 scores to scores from Falls 2018 and 2019 can shed light on what learning may have been missed and where students may need extra supports come Fall 2021.

**SFUSD Fall Reading Inventory District Assessment (2018-19 to 2020-21): Participation and Performance**

- Overall, more students in grades 3-10 were proficient or above on the Reading Inventory in Fall 2020 than in previous Falls. 56% were proficient or above in Fall 2020, compared to 50% in Fall 2019 and Fall 2018.
- This increase was most marked for students in Grades 9 and 10, who jumped 17 percentage points since Fall 2019 (51% to 68% in 2020).
- Almost all grades showed at least some increase since Fall 2018.

Many groups have clear needs for reading improvement. Whereas 80% of students designated as White are proficient or above in reading, numbers for all other groups were lower (see groups of interest below). Compared to Fall 2019, however, the proportion deemed proficient or above for all groups except Hawaiian Natives actually increased at least slightly in Fall 2020.

	Reading Inventory Fall 2020		Math Milestone Fall 2020	
	% proficient or above	Change from 2019	% met or exceeded standards	Change from 2019
White	80	↑	80	--
Asian	65	↑	80	--
Pacific Islander	26	↑	47	↓
Hawaiian Native	22	↓	42	↓
Hispanic/Latinx	34	↑	50	↓
African American	26	↑	40	↓
American Indian	52	↑	50	↓
English Learners	14	--	56	↓
Special Education	27	↑	51	↑
SED	40	↑	58	↓
Foster youth	26	--	49	↑
Homeless	29	↑	50	--

*Note: Arrows do not necessarily denote statistically significant increases or decreases.*

# SFUSD Fall Math Milestone Task District Assessment (2018-19 to 2020-21): Participation and Performance

Overall, students performed about the same in Fall 2020 on the Math Milestone Assessment as they did in Fall 2019, and just slightly lower than they did in Fall 2018. 69% met or exceeded standards in 2020.

- Children in K-5 were down slightly from Fall 2019 (69% vs. 72% in 2019), with fifth-graders showing the greatest declines (63% in 2020 from 69% in 2019)
- Results for children in grades 6-8 were up in Fall 2020 (69% vs. 63%), with sixth-graders showing a huge jump from just 47% in 2019 to 76% in 2020. Children in 7<sup>th</sup> grade declined, however (69% in 2019 to 61% in 2020).
- High school performance was stable (66% met or exceeded standards in 2020).

The table above shows the percent who met or exceeded standards for particular groups. Most groups showed at least a minor drop in levels of math proficiency between Fall 2020 and Fall 2019.

- Results for Hawaiian Native students dropped precipitously from 70% to 42% in 2020, with Pacific Islanders in general showing a decrease (56% to 47%).
- Students who were already socio-economically disadvantaged were less likely to meet standards in 2020 (58% vs. 62% in 2019).

## ATTENDANCE ISSUES

### SFUSD Fall 2020 Attendance Summary: Students with Less than 40% Attendance

Students in the high school grades make up the majority (63%) of the students who are attending less than 40% of possible school days.

Half of the students who have attended less than 40% of school days are Hispanic, and an additional 25% are African American.

Most of those students who miss school are socio-economically disadvantaged; this group makes up 70% of the students who have attended less than 40% of school days. English Learners make up 32% of the low attendance group, and students with special education needs comprise 30% of the group.

### SFUSD Fall Average Attendance Trends 2018-19 to 2020-21

This report examined trends in attendance by assessing the average percent of days attended (Total Days Present / Total Days Enrolled) for different groups of students. Overall, students are attending an average of 95% of possible school days in 2020, which is very similar to data from

Fall 2019 and Fall 2018. Attendance is lowest for those at the bottom and the top of the grade levels – TK students attended an average of 92% of school days; students in Grades 10, 11 and 12 attended an average of 93% of school days in Fall 2020. Average attendance overall has remained fairly stable in comparison to 2019 and is actually up slightly for K through 5<sup>th</sup> grade. For higher grades, attendance is down very slightly in 2020 compared to 2019 (with the exception of Grade 12, which is up slightly).

Looking at different groups,

- Attendance of Pacific Islanders has decreased the most; in 2019 this group was attending an average of 90% of school days. By 2020, Pacific Islanders were attending 87% of school days, on average.
- African American attendance is also down –85% in 2020 from 89% in 2019.
- Attendance of several groups has remained stable in 2020 (Hispanic/Latinx - 92%; English Learners – 94%; Special Education students – 92%; Foster youth – 83%).
- Homeless youth are attending fewer school days in 2020 (88% of school days, on average) than in 2019 (91% of school days).
- Attendance of students experiencing socio-economic disadvantage looks fairly high, averaging 93% of possible days attended. However, recall that this group makes up the largest proportion of students who are missing 40% of school days or more.

## STUDENT EXPERIENCES

### Secondary Student Survey: Fall 2020

Most secondary students are in online lessons three or more hours a day (70%) and spend between 1 to 3 additional hours on school assignments (60%) each day.

Having a growth mindset would be very helpful as students re-adjust to the classroom and expend effort on challenging lessons that they may have missed. According to the Fall 2020 High School Student SEL and Distance Learning Survey, 60% of students endorse statements reflective of a growth mindset. Although 68 percent agree that they can increase their intelligence through challenging themselves, fewer agree that they can do well in subjects even if not “naturally good at it” (47%).

Overall, 61% of students endorse statements that reflect good self-management practices. Most report following directions (81%); fewer say that they get their work done right away instead of waiting until the last minute (41%). Paying attention can be a challenge, with just half of students saying they can pay attention often or almost all the time even when there are distractions (53%).