

# issue brief

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## **MISSION PROMISE NEIGHBORHOOD: RESIDENCE AND SFUSD STUDENT ENROLLMENT PATTERNS 2011-2012**

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The Mission Economic Development Agency (MEDA),<sup>1</sup> the San Francisco Unified School District (SFUSD), and the John W. Gardner Center for Youth and Their Communities at Stanford University (Gardner Center) are collaborating to understand residence and school enrollment patterns of students and families in the Mission Promise Neighborhood (MPN) service population. MPN was established to ensure that children, youth, and their families in San Francisco's Mission District achieve both academic success and economic security. The initiative defines its service population as families living within the established MPN boundaries or SFUSD students who live elsewhere in the city but are enrolled in one of the four MPN focus schools.

This brief explores a question that is central to MPN's efforts: Who are the children and youth involved with MPN? Using SFUSD student records from the 2011-12 school year, we first look at the four MPN focus schools: Bryant Elementary (K-5), Cesar Chavez Elementary (PreK-5), Everett Middle School (6-8), and John O'Connell High School (9-12), and investigate where in San Francisco students enrolled in these schools live.<sup>2</sup> We then examine school enrollment of students living outside MPN, paying particular attention to the students who enroll in MPN focus schools, and explore demographic differences between students enrolled in focus schools and those who enroll in other schools in SFUSD. We conclude by highlighting potential implications of these findings for MPN. Notably, this analysis includes families with school-age children and not those whose children have yet to begin school. Nevertheless, families with younger children are also in the MPN service population and will be considered in future reports that draw on data from other service providers.

In short, we find that many students who live within the MPN boundaries are not enrolled in one of the four MPN focus schools and many students enrolled in the four focus schools do not live within the MPN boundaries. The findings detailed in this brief provide information that can assist MEDA to develop strategies for identifying and recruiting families in need of services as well as consider the service provider partners who may be best able to serve these families.

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<sup>1</sup> The Mission Economic Development Agency is the U.S. Department of Education grantee awarded funds to implement the Mission Promise Neighborhood.

<sup>2</sup> We use students' reported address in their 2011-2012 SFUSD records to determine where they live. Living in MPN was defined as an address within the 13 Census tracts that comprise the neighborhood.

## School Assignment in SFUSD

SFUSD's school choice system is an important contextual factor in this analysis. School choice in SFUSD allows students, regardless of where they live, to apply to any school in the district. Before kindergarten, 6<sup>th</sup> grade, and 9<sup>th</sup> grade, or upon entering SFUSD for the first time, a student's parent or guardian must complete an enrollment application listing desired schools, ranking each school in order of preference. According to SFUSD, "Students are placed in their highest ranked choice as long as there are openings. If there are more requests for a school than openings, the student assignment system sorts requests using a series of preferences, known as tie-breakers, to place applicants in schools."<sup>3</sup> Tie-breakers include whether a student's older sibling is enrolled at a desired school, whether a student lives in an area of the city with low test scores, or whether a student lives in the attendance area of the desired school, among others. Tie-breakers differ depending on grade level. For example, living in the desired school attendance area is a tie-breaker for elementary school selection, while matriculating from an elementary feeder school can act as a tie-breaker in middle school selection. In the 2011-12 school year, 78% of all applicants received one of their school choices and 58% received their first choice.<sup>4</sup> None of the schools within MPN's borders are on the list of most-requested schools in SFUSD and none were operating at capacity during the 2011-12 school year.

## Mission Promise Neighborhood

The Mission neighborhood is, "...a distressed community that faces multiple challenges to socio-economic success, including high poverty, a severe lack of affordable housing, limited job opportunities, language barriers, high percentage of single-parent households and teen birth rates, and victimization by predatory financial services."<sup>5</sup> Increasing housing costs in the Mission neighborhood have been a problem since the "dot-com" boom in the 1990's. More recently, concerns about gentrification from a second wave of technology workers have been raised in the press as well as by Mission neighborhood residents, residents of other San Francisco neighborhoods, and elected officials alike. Housing affordability plays an important role in who lives in the neighborhood and who leaves, which, over time, may alter the profile of the students and families served by MPN.

There are eight SFUSD schools within the MPN boundaries, of which four have been designated as "focus schools" in the MPN implementation plan. These four schools have been

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<sup>3</sup> San Francisco Unified School District (2012). *How does the student assignment computer program work?* SFUSD Educational Placement Center Fact Sheet. Accessed December 3, 2013 at <http://www.sfusd.edu/en/assets/sfusd-staff/enroll/files/2012-13/Assignment-Transfer%20process%20explained.pdf>

<sup>4</sup> San Francisco Unified School District (2012). *Highlights March 26, 2013 Assignment Run.* SFUSD Educational Placement Center. Accessed December 3, 2013 at <http://www.sfusd.edu/en/assets/sfusd-staff/enroll/files/2012-13/Highlights2012-2013-final.pdf>

<sup>5</sup> Mission Economic Development Agency. (2012) *Proposal to the U.S. Department of Education Office of Innovation & Improvement Promise Neighborhoods Implementation Grant.* San Francisco, CA. Accessed December 17, 2013 at <http://ed.gov/programs/promiseneighborhoods/2012/app-mission.pdf>

recipients of federally funded School Improvement Grants (SIG), a SFUSD effort to fund persistently low-performing schools in their work to turn around test scores and better serve students. MPN intends to complement both the SIG funding, which is slated to end in September 2014, and each focus school's reform model. The four non-focus schools are demographically similar to the MPN focus schools (see Appendix A), have similar academic performance statistics, and have been identified by MPN as a focus for Phase II of implementation.

### Students Enrolled in Focus Schools

Of the 58,451 K-12 students enrolled in SFUSD in the 2011-12 school year, 1,636 students (3%) were enrolled in one of the four MPN focus schools. Of these 1,636 students enrolled in MPN focus schools, 39% lived within MPN's geographic boundaries and 61% lived outside MPN.

This school enrollment pattern varies by school type and age group. More than 57% of students enrolled in focus elementary schools lived within MPN and 42% lived outside MPN boundaries (Exhibit 1). In contrast, only 20% of students enrolled in Everett Middle School lived within MPN's borders and 80% lived outside MPN. Similarly, 24% of students at John O'Connell High School lived inside MPN and 76% lived outside MPN boundaries. These figures are not surprising in light of SFUSD's school choice system. Students living in the attendance area of a desired elementary school are given enrollment preference. Everett Middle School is technically located outside the MPN boundaries and several elementary schools outside MPN feed into this middle school.

**EXHIBIT 1: Percent of students living in and outside MPN, by MPN focus school, 2011-12**

	Bryant Elementary		Cesar Chavez Elementary		Everett Middle School		John O'Connell High School	
	#	%	#	%	#	%	#	%
<b>Live in MPN</b>	146	57.3%	294	58.7%	76	20.2%	121	24.1%
<b>Live outside MPN</b>	109	42.7%	207	41.3%	301	79.8%	382	75.9%
<b>TOTAL</b>	<b>255</b>	<b>100%</b>	<b>501</b>	<b>100%</b>	<b>377</b>	<b>100%</b>	<b>503</b>	<b>100%</b>

Source: Gardner Center tabulations of 2011-12 SFUSD administrative data

Notes: 64 (0.1%) SFUSD students had an incomplete address in 2011-12 and could not be placed as living either within or outside MPN.

## Students Living inside Mission Promise Neighborhood

In the 2011-12 school year, about 7% of SFUSD students (4,342 students) lived within MPN's geographic boundaries (Exhibit 2). Of these MPN resident students, 15% were enrolled in one of the four MPN focus schools, 13% were enrolled in a non-focus school within MPN's geographic boundaries, and 72% were enrolled in a school outside MPN's borders. Non-focus SFUSD schools within MPN include Marshall Elementary (K-5), Moscone Elementary (K-5), Buena Vista/Horace Mann (K-8), and San Francisco International (9-12). Consistent with the SFUSD school choice policy, elementary students living in MPN were more likely than middle and high school students to enroll in schools within the MPN boundaries. Details about school enrollment within and outside the MPN shown separately for elementary, middle, and high school students can be found in Appendix B.

Among MPN residents who were enrolled in a school outside MPN, 20% were enrolled in one of four schools: Leonard Flynn Elementary (K-5), Edison Charter (K-8), James Lick Middle (6-8), and Mission High (9-12). The remaining 80% were enrolled in one of over 100 other SFUSD schools.

**EXHIBIT 2: Percent of students enrolled in MPN focus schools and other schools, by residence, 2011-12**

	Students living in MPN		Students living outside MPN	
	#	%	#	%
<b>Enrolled in MPN Focus School*</b>	637	15%	999	2%
<b>Enrolled in Other School in MPN**</b>	575	13%	911	2%
<b>Enrolled in School Outside MPN</b>	3,130	72%	52,135	96%
<b>TOTAL</b>	<b>4,342</b>	<b>100%</b>	<b>54,045</b>	<b>100%</b>

Source: Gardner Center tabulations of 2011-12 SFUSD administrative data

Notes: 64 (0.1%) SFUSD students had an incomplete address in 2011-12 and could not be placed as living either within or outside MPN.

\*MPN focus schools include Bryant Elementary, Cesar Chavez Elementary, Everett Middle School, and John O'Connell High School.

\*\*Other schools in MPN include Marshall Elementary, Moscone Elementary, Buena Vista/Horace Mann (K-8), and San Francisco International High School.

## Sending Patterns within San Francisco Unified School District

Of the 54,045 SFUSD students who resided outside of MPN, just 2% were enrolled in one of the four MPN focus schools (Exhibit 2). However, there were more of these students (999) than students who were enrolled in the focus schools but resided within MPN's borders (637). Another 2% of students who lived outside of MPN were enrolled in a non-focus MPN school (Marshall, Moscone, Buena Vista/Horace Mann, or SF International).

A closer look at the students who lived outside of MPN and were enrolled in one of the four MPN focus schools (999 students) reveals 11% of these students lived in areas that were directly adjacent to MPN (i.e., they shared a geographic border with the Mission Promise Neighborhood;<sup>6</sup> see Exhibit 3). However, most of these students (89%) came from further-away neighborhoods.

**EXHIBIT 3: Students enrolled in MPN focus schools,\* by residence, 2011-12**

	#	%
<b>Live in MPN</b>	637	39%
<b>Live in Other Neighborhood</b>	999	61%
<i>Immediate Surrounding Area**</i>	111	
<i>Other Neighborhood</i>	888	
<b>Total Enrolled in MPN Focus Schools</b>	<b>1,636</b>	<b>100%</b>

Source: Gardner Center tabulations of 2011-12 SFUSD administrative data

Notes: 64 (0.1%) of SFUSD students had an incomplete address in 2011-12 and could not be placed as living either within or outside MPN.

\*MPN focus schools include Bryant Elementary, Cesar Chavez Elementary, Everett Middle School, and John O'Connell High School.

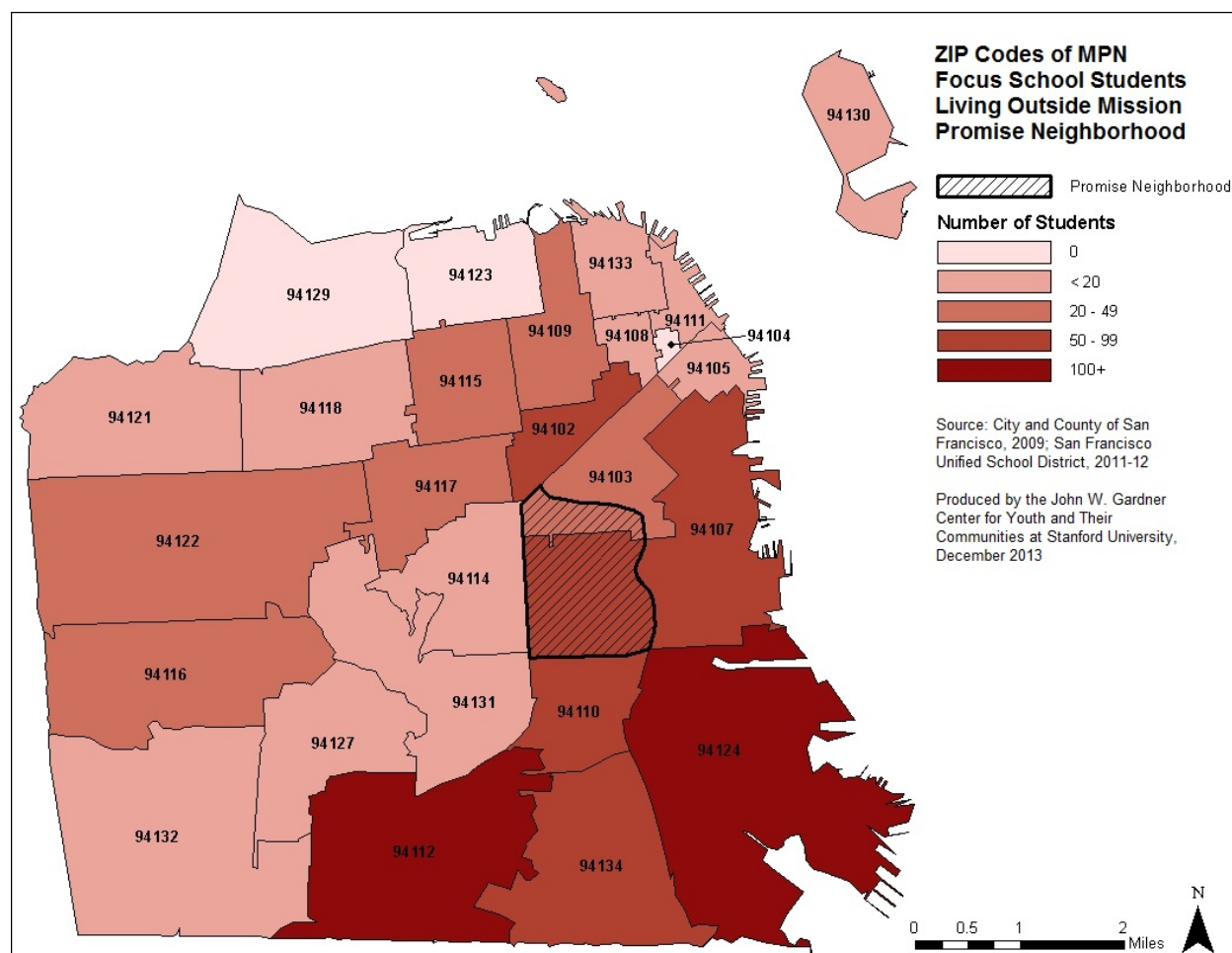
\*\*The immediate surrounding area of MPN was defined as a Census Tract adjacent to MPN boundaries.

Among students enrolled in MPN focus schools who lived anywhere outside of MPN, the top sending ZIP codes included: 94124 (Bayview-Hunter's Point, 21%), 94112 (Excelsior-Outer Mission, 17%), 94110 (Bernal Heights, 9%), and 94134 (Visitacion Valley, 8%) (Exhibit 4). According to the 2010 Census, both Bayview-Hunter's Point and the Excelsior have grown in the number and percent of Latino residents, while the Mission has lost Latino residents. Latino students comprise a majority of students enrolled in the focus schools (see Appendix A). Five percent of students enrolled in MPN focus schools came from ZIP codes outside San Francisco County.

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<sup>6</sup> An area sharing a geographic border was defined as a Census tract adjacent to MPN boundaries.

#### EXHIBIT 4: Map of student residence by enrollment in MPN focus schools\*



Source: Gardner Center tabulations of 2011-12 SFUSD administrative data; City and County of San Francisco public use map shapefiles for ZIP codes, 2009.

Notes: 64 (0.1%) of SFUSD students had an incomplete address in 2011-12 and could not be placed as living either within or outside MPN. 2011-12 SFUSD ZIP code data were aggregated to reflect 2009 ZIP code boundaries available publicly from the City and County of San Francisco.

\*MPN focus schools include Bryant Elementary, Cesar Chavez Elementary, Everett Middle School, and John O'Connell High School.

### Characteristics of Students by Residence and School Enrollment

To better understand the MPN population, we compared the socio-demographic characteristics of students who reside within MPN to students who reside in other SFUSD neighborhoods. We focused on three questions and tested for statistically significant differences between these groups across several measures, including gender, ethnicity, English proficiency level, and special education status. All findings are from the 2011-12 school year.

*(1) Among students who live in MPN, how are students who were enrolled in MPN focus schools different from those who were enrolled in either non-focus schools in MPN or other schools in SFUSD?*

Among students living in MPN, there were significantly *more* Latino students (78% vs. 58%) and English learners (61% vs. 33%) enrolled in the four focus schools than enrolled in other schools in SFUSD. Additionally, students who lived in MPN and were enrolled in schools outside of the neighborhood were more likely to be designated English Only (29% vs. 16%).

*(2) Among students who were enrolled in MPN focus schools, how are students who lived in MPN different from students who lived outside MPN?*

Students who were enrolled in the four focus schools and lived in MPN were *more* likely to be Latino (78% vs. 49%) and English language learners (61% vs. 39%) than the students who came to the schools from outside of MPN. Students coming to the focus schools from outside of MPN were *more* likely to be designated English Only (36% vs. 16%).

*(3) Among students who lived outside MPN, how are students who were enrolled in MPN focus schools different from students who were enrolled in non-focus schools or other schools in SFUSD?*

Of the students who lived outside of MPN, those who were enrolled in MPN focus schools were *more* likely to be Latino (49% vs. 19%) and receive a special education service (15% vs. 10%) than the students who were enrolled in other schools in SFUSD outside of MPN. Additionally, the students who lived outside of MPN and were enrolled in a non-focus school within MPN were *more* likely to be English learners (63%) than the students who lived outside of MPN but were enrolled in a focus school (39%) or another school in SFUSD (25%). Finally, Asian students who lived outside of MPN were *less* likely to be enrolled in an MPN focus school (11%) or an MPN non-focus school (22%) than to be enrolled in another school in SFUSD (43%).

## **Conclusions and Implications**

This analysis may help to inform how MPN's place-based strategies serve the current defined service population. MPN intends to serve the families of students who enroll in the four MPN focus schools—Bryant Elementary, Cesar Chavez Elementary, Everett Middle School, and John O'Connell High School—as well as students and families who live within the MPN borders but enroll in other schools. This analysis suggests that MPN may need to consider how its service and outreach strategies might need to be modified to fully reach all its targeted families.

To summarize, in the 2011-12 school year, there were a total of 5,341 SFUSD students who fell within MPN's target definitions of being enrolled in one of its four focus schools or living within the MPN boundaries (or both). Of these, about 30% were enrolled in a focus school, but more than half these students lived outside the MPN boundaries. Another 11% lived within the MPN boundaries and were enrolled in a different Mission District school, and the remaining 59% lived

within the MPN boundaries and were enrolled in another school within SFUSD. In other words, the majority of students whose families are in MPN's service population either were enrolled in a non-focus school (69%) or lived outside the MPN boundaries (19%).

Consistent with Mission Promise Neighborhood's commitment to serving a community that is predominately Latino and Spanish-speaking, the findings underscore that these are indeed the students in the target population. Among students residing within MPN, a higher percentage of Latino students were enrolled in a school within MPN (focus schools, 78%; non-focus schools, 78%) than were enrolled in a school outside of MPN (58%). Similarly, a higher percentage of English Learners living within MPN were enrolled in a school within MPN (focus schools, 61%; non-focus schools, 63%) than were enrolled a school outside of MPN (32%). Additionally, among students who lived outside of MPN, a higher percentage of Latino students were enrolled in a school within MPN (focus school, 49%; non-focus school, 53%) than were enrolled in a school outside of MPN (19%). More English Learners also were enrolled in a school within MPN (focus school, 39%; non-focus school, 63%) than were enrolled in a school outside of MPN (25%).

These findings elevate the importance of identifying and recruiting efforts for service provision and provider partnerships. In particular, MPN partner agencies may consider different recruitment efforts for families depending on where they live and where their children are enrolled in school, which may require different partnership strategies depending on residential location. For instance, it may be easiest to identify the families of the 30% of students who are enrolled in the four focus schools, regardless of their location of residence. Identifying service needs and the most appropriate provider of those services—MPN or agencies in their home communities—may be part of service provision discussions. On the other hand, it may be more difficult to identify MPN families in need when their children are enrolled in other Mission District schools (11%) or other schools within SFUSD (59%) and working with other service partners or employing other recruitment strategies may be necessary.

## APPENDIX A

Social and school demographics of MPN focus schools and non-focus schools, 2011-12

	Focus Schools				Non-Focus Schools			
	Cesar Chavez (K-5)	Bryant (K-5)	Everett (6-8)	John O'Connell (9-12)	Mosccone (K-5)	Marshall (K-5)	Buena Vista/Horace Mann (K-8)	SF International (9-12)
<b>N</b>	480	238	346	471	335	244	610	189
<b>Ethnicity</b>								
Hispanic	83%	88%	52%	58%	64%	84%	72%	37%
Asian/PI	7%	4%	13%	20%	28%	2%	2%	57%
African American	4%	3%	23%	16%	1%	2%	6%	1%
White	1%	1%	8%	4%	2%	7%	14%	4%
Other	1%	2%	1%	2%	2%	1%	3%	1%
No Data	3%	2%	3%	1%	2%	3%	3%	1%
<b>English Learner</b>	75%	71%	36%	25%	73%	68%	44%	100%***
<b>Free/Reduced Price Lunch</b>	88%	87%	71%	77%	89%	86%	67%	95%
<b>Proficient in English*</b>	12%	22%	58%	37%	50%	28%	46%	0%
<b>Proficient in Math**</b>	28%	56%	60%	3%	76%	68%	72%	16%
<b>Grade Level</b>								
Kinder	19%	18%	--	--	18%	18%	11%	--
1 <sup>st</sup> grade	18%	17%	--	--	15%	18%	11%	--
2 <sup>nd</sup> grade	19%	15%	--	--	18%	18%	11%	--
3 <sup>rd</sup> grade	17%	18%	--	--	18%	17%	11%	--
4 <sup>th</sup> grade	15%	18%	--	--	16%	15%	11%	--
5 <sup>th</sup> grade	13%	14%	--	--	16%	14%	10%	--
6 <sup>th</sup> grade	--	--	36%	--	--	--	13%	--
7 <sup>th</sup> grade	--	--	32%	--	--	--	12%	--
8 <sup>th</sup> grade	--	--	32%	--	--	--	10%	--
9 <sup>th</sup> grade	--	--	--	20%	--	--	--	18%
10 <sup>th</sup> grade	--	--	--	30%	--	--	--	39%
11 <sup>th</sup> grade	--	--	--	26%	--	--	--	43%
12 <sup>th</sup> grade	--	--	--	24%	--	--	--	0%

Source: California Department of Education (CDE) Dataquest

Notes: CDE Dataquest reflects students enrolled on a given reporting date, e.g., October 31, 2011, and may not match totals from Gardner Center tabulations of SFUSD administrative data, which include students who enrolled later in the school year.

\*California Standards Test (CST) scores are based on the percentage of 3rd, 6th, and 9th graders at or above proficiency in English/Language Arts and Math.

\*\*California Standards Test (CST) Math scores for O'Connell are based on Algebra 1 scores for 9th graders. Math scores for SF International are based on Geometry scores for 9th graders (no scores available for Algebra 1).

\*\*\*The number of English Learners in SF International exceeded the total student enrollment, according to CDE Dataquest.

## APPENDIX B

Percent of students enrolled in MPN focus schools\* and other schools\*\*, by residence and age group, 2011-12

	Elementary students living in MPN		Elementary students living outside MPN	
	Number	Percent	Number	Percent
Enrolled in MPN Focus School	440	20%	316	1%
Enrolled in Other School in MPN	451	21%	524	2%
Enrolled in School Outside MPN	1,258	59%	24,634	97%
<b>TOTAL</b>	2,149	100%	25,474	100%
	Middle school students living in MPN		Middle school students living outside MPN	
	Number	Percent	Number	Percent
Enrolled in MPN Focus School	76	8%	301	3%
Enrolled in Other School in MPN	100	11%	117	1%
Enrolled in School Outside MPN	742	81%	10,462	96%
<b>TOTAL</b>	918	100%	10,880	100%
	High school students living in MPN		High school students living outside MPN	
	Number	Percent	Number	Percent
Enrolled in MPN Focus School	121	9%	382	2%
Enrolled in Other School in MPN	24	2%	270	2%
Enrolled in School Outside MPN	1,128	89%	17,013	96%
<b>TOTAL</b>	1,273	100%	17,665	100%

Source: Gardner Center tabulations of 2011-12 SFUSD administrative data

Note: 64 (0.1%) SFUSD students had an incomplete address in 2011-12 and could not be placed as living either within or outside MPN.

\*MPN focus schools include Bryant Elementary, Cesar Chavez Elementary, Everett Middle School, and John O'Connell High School.

\*\*Other schools in MPN include Marshall Elementary, Moscone Elementary, Buena Vista/Horace Mann (K-8), and San Francisco International High School.

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