Growth & Opportunity:

Aligning High-Quality Public Education & Sustainable Communities Planning in the Bay Area

A Framing Paper for the San Francisco Bay Area FOCUS Initiative

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FOCUS
a development and conservation strategy
for the San Francisco Bay Area

CENTER FOR CITIES & SCHOOLS
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Background

With funding from the California Department of Transportation Blueprint Planning Grant awarded to the Association of Bay Area Governments (ABAG) in 2009, the Center for Cities & Schools (CC&S) at the University of California-Berkeley has partnered with ABAG to support local and regional innovation connecting schools to the SCS process. The following questions frame the investigation: and investigate the following framing questions: What are the educational impacts of non-school policies, such as housing, transportation, and other regional planning investments? What are the impacts of educational efforts on non-school issues, such as housing choice, sustainable transportation utilization, and community-building opportunities? How do we align and leverage what have traditionally been separate and isolated interventions to achieve cross-sector "win-wins" or "co-benefits"? How can the region's policy and practice interventions and investments in housing and transportation be made to strategically support improving school quality? Ultimately, this report is a first step to clearly articulate a framework and identify tangible policy levers at both the regional and municipal levels that realize the co-benefits of pursuing complete communities and high-quality education in tandem.

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The Center for Cities & Schools at the University of California-Berkeley

The Center for Cities & Schools is an action-oriented think tank, whose mission is to promote high quality education as an essential component of urban and metropolitan vitality to create equitable, healthy, and sustainable cities and schools for all.

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The FOCUS Initiative

FOCUS is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. It unites the efforts of four regional agencies – the Association of Bay Area Governments, the Metropolitan Transportation Commission, the Bay Area Air Quality Management District, and the Bay Conservation and Development Commission – into a single program that links land use and transportation by encouraging the development of complete, livable communities in areas served by transit, and promotes conservation of the region's most significant resource lands. FOCUS directs financial assistance and other resources to Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs).

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Acknowledgements

Table of Contents

I. Introduction: Background & Scope

Across the Bay Area – from East Palo Alto to San Francisco to Lafayette to Cloverdale – municipal and educational leaders recognize the importance of high-quality public schools to the vitality of communities. As educators work diligently to support high-quality schools and improve those falling behind, regional land use and transportation stakeholders are working to create more sustainable "complete communities" that meet the needs of families from all walks of life. Implicit within a complete community are access to schools offering high-quality educational opportunities. Although both metropolitan planning initiatives and educational improvement efforts are the foundation of a prosperous region, they are often pursued in tandem isolation and rarely systematically aligned for mutually beneficial outcomes. This report moves to connect these two efforts.

Finding the mechanisms to tangibly link investments in regions and communities to efforts at improving schools is a complex, little-understood, and challenging endeavor. However, a new opportunity has emerged in California to build cross-sector partnerships; California Senate Bill 375 (SB375) has mandated that each region develop a Sustainable Communities Strategy (SCS) that articulates how the region will accommodate growth and meet the state's goals of greenhouse gas reductions.

> **FOCUS** is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. It unites the efforts of four regional agencies – the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), the Bay Area Air Quality Management District (BAAQMD), and the Bay Conservation and Development Corporation (BCDC) – into a single program that links land use and transportation by encouraging the development of complete communities in areas served by transit, and promotes conservation of the region's most significant resource lands. Local governments in the Bay Area are essential partners, and FOCUS is also working to build partnerships with local and regional stakeholder groups that represent affordable housing, economic development, transportation/mobility, the environment, and social equity.

The Bay Area SCS builds on its regional planning predecessor, the FOCUS initiative. With its uniquely comprehensive and cross-sector approach, FOCUS presents a tremendous opportunity to connect educators, students, and schools to regional planning, and thereby positions high-quality education a central consideration for the Bay Area's Priority Development Areas (PDAs).[1] Local Governments have identified 120 PDAs – existing communities that are near transit and planned to accommodate more housing.

FOCUS structures a process that encourages new regional growth to occur within PDAs, preserving open space and leveraging existing infrastructure. FOCUS promotes PDAs as complete communities, which are "places that welcome more residents and are committed to offering options for everyone: a variety of homes, jobs, shops, services, and amenities close to rail stations, ferry terminals, or

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[1] The PDAs are the defining component of FOCUS. Identified by local municipalities, PDAs are prioritized for infill development opportunities that have high levels of existing transit service. See: http://www.bayareavision.org/initiatives/prioritydevelopmentareas.html.

bus stops."[2] For PDAs, access to high-quality schools – defined by both the educational quality of school programs and a school's role as a local, place-based community asset – is a key metric for assessing the development of a complete community. If regional leaders want to accommodate not only new growth but also retain the talent of young families and have them choose residential locations that support the FOCUS growth goals, then addressing the questions of schools and high quality education is critical to the region's vibrancy and resiliency. In other words, the cost of *not* considering schools and education is arguably great; education-related issues can significantly compromise the ability of regional and local leaders to realize their SCS goals. Planners' working together with education leaders, however, poses a tremendous opportunity.

Since September 2009, the Center for Cities & Schools (CC&S) at the University of California-Berkeley has partnered with the Association of Bay Area Governments (ABAG) to support and inform local and regional innovation connecting schools to the FOCUS program and the SCS process. The following policy report is informed by ongoing CC&S research and new regional data analysis, interviews, focus groups, and roundtables with leaders across the Bay Area. First, the report describes the linkages between regional planning and schools in the Bay Area. Next, the report presents analysis of the regional educational landscape using publicly available data. Finally, the report concludes with recommendations about specific strategies for action and further areas for examination.

This report aims to clearly articulate a framework and identify tangible policy levers at both the regional and municipal levels that realize the co-benefits of pursuing complete communities and high-quality education in tandem.

> Implicit within a complete community are schools offering high-quality educational opportunities.

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[2] FOCUS brochure, July 2009 available at: http://www.bayareavision.org

II. Regional Planning and Schools in the Bay Area: What's the Connection?

"Education is the number one issue challenging our communities to grow smarter. But this problem is not one that can be solved locally – this is the question for our region as a whole."

– Doug Shoemaker, Director, San Francisco Mayor's Office of Housing

Clearly, school district and school site leadership,[3] teaching, and curriculum are major factors for quality education and child development. However, they represent only a portion of the factors that influence a child's ability to learn in the classroom. Decades of research demonstrates that children and youth's ability to perform well in school requires a range of in- and out-of-school resources that together set the *conditions for learning*. Some scholars have in fact argued, "[d]ifferences in the quality of schools can explain about one-third of the variation in student achievement. But the other two-thirds is attributable to non-school factors."[4] Non-school factors include housing stability; neighborhood quality and safety; available and affordable transportation options; parent engagement; health care; accessibility of after-school programs, open space, and cultural amenities; and levels of socioeconomic and racial segregation in neighborhoods and schools.[5] Therefore, policies that influence these non-school factors, many of which remain the purview of non-educators, must be examined for their impact on students and schools.

In the Bay Area, regional agencies provide the policy framework for local jurisdictions to create complete communities through FOCUS, the SCS process, and other policy mechanisms like the Regional Housing Needs Allocation (RHNA). By definition, complete communities offer integrated neighborhoods with high-quality mixed-income housing, supportive services, and interesting amenities. Thus, the policy tools that enable complete communities also help create the right *conditions for learning* across the Bay Area and play a critical role in supporting high-quality education. In fact, mixed-income communities generally support more mixed-income classrooms, which in turn counters the traditional negative educational outcomes associated with high-poverty schools. Likewise, transforming school quality and meeting the needs of diverse learners and families with robust curriculum and exciting extracurricular opportunities attracts diverse households. Diverse, educated, and satisfied families ultimately provide a prepared local workforce and positively impact neighborhoods and regions.

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[3] School site leadership includes principals, assistant principals, and other administrative staff at individual school sites.

[4] Adams, S., Heywood, J.S., & Rothstein, R. (2009). Teachers, Performance Pay, and Accountability: What Education Should Learn from Other Sectors. In S. Corcoran and J. Roy (Eds.), *Economic Policy Institute Alternative Teacher Compensation Systems Series,* No. 1

[5] See e.g.,Turner, M.A., & Berube, A. (2009). *Vibrant Neighborhoods, Successful Schools: What the Federal Government Can Do to Foster Both.* Urban Institute Research Report; and Grubb, W.N. (2009). *The Money Myth: School Resources, Outcomes, and Equity.* New York: The Russell Sage Foundation.

Ten Core Connections

Regional planning agencies and local governments can play important roles in improving educational outcomes for children, particularly for disadvantaged children affected by issues such as poverty and/or neighborhood segregation. In communities that already have high-performing schools, additional growth and sudden influx of new families can place a heavy burden on schools of attraction that may be near capacity, at full capacity, or operating at overcapacity. The relationship between regional policy, local government action, and impacts on schools varies depending on the local context. Overall, however, CC&S has identified ten core connections between high-quality education and the creation of complete communities:[6]

1. School quality plays a major role in families' housing choices. Complete communities that attract families with school-age children must include schools and access to high-quality educational opportunities.

2. A wide mix of housing units is needed to attract families. Unit mixes that include 3- and 4-bedrooms, apartments, and townhomes offer family-friendly options.

3. Housing unit mix, school enrollment, and school funding are intricately related. Because California school funding is based on enrollment, changes to nearby housing can positively or negatively impact the amount of money school districts receive.

4. Children and youth may use transit to get to and from school and after-school activities. Access to safe, reliable, and affordable transit facilitates students' punctual and consistent arrival at school (reducing problems of truancy and tardiness) and to after-school activities that enhance their educational experience.

5. Multimodal transit alternatives in complete communities support families' access to the increasing landscape of school options. Children do not always attend their closest neighborhood school; access to other educational options hinges on access to safe, reliable, and affordable transportation.

6. Mixed-income communities provide opportunities for educational workforce housing. The combination of modest teacher salaries and high housing costs form a constant challenge for many education professionals and school districts in the Bay Area. Complete communities could be an attraction for public school teachers and their families.

> Uneven school quality can significantly compromise the ability of regional and local leaders to realize their SCS goals.

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[6] Adapted from: Center for Cities & Schools. (2010). *Putting Schools on the Map: Linking Transit-Oriented Development, Families, and Schools in the Bay Area*. Berkeley, CA: CC&S.

7. Complete communities support walkability and safety for children and families. The good design principles of complete communities inherently address concerns about travel distance between home and school, traffic, and "stranger danger," and therefore help increase walking and/or bicycling.

8. Complete communities include amenities and services for families. Complete communities provide services and amenities that attract and support children and families, such as childcare centers, preschools, and parks located in walking distance to work, home, or transit.

9. When schools are integrated into complete communities, opportunities emerge for shared use of public space. Community use public school buildings and outdoor space (often called "joint use") is an attractive amenity to families and residents with and without children.

10. Complete communities offer opportunities for renovating and building new schools in developments, which in turn attracts families. When planners partner with school districts, they can leverage additional capital resources to improve existing school buildings and/or to create small, charter, magnet, or other specially focused schools.

Harnessing these interconnections in policy and practice is not without its challenges. Increasingly, CC&S, other scholars, and advocates have proposed a unifying frame that sees schools as community assets and the broader community as educational assets. CC&S takes this one step further and asserts that public schools are public infrastructure.[7] In California, public schools are one of the most prevalent and locally governed public resources located in neighborhoods.[8] They are *educational infrastructure* (educating California's 6 million students); *social infrastructure* (hosting community gatherings, sports leagues, after-school programming, and other non-school activities); and *physical infrastructure* (California's nearly 1,000 school districts operate more than 8,200 K-12 schools on an estimated 125,000 acres of land).[9] This perspective on public schools helps guide subsequent conversations about the role of schools in creating complete communities and in realizing the region's goals for managing the inevitable population shifts the Bay Area region will experience in the next 35 years.

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[7] Vincent, J.M. (2006). Public Schools as Public Infrastructure: Roles for Planning Researchers. *Journal of Planning Education and Research*, 25(4), 433-437.

[8] According to the California Department of Finance, "While it has changed over time and changes somewhat from year-to-year, about 52 to 55 percent of the State General Fund Budget is spent on K–12 and Higher Education." See: http://www.dof.ca.gov/budgeting/budget_faqs/#7

[9] Vincent, J.M. (2009, December 15). *School Construction Policies to Support Sustainable Communities: California's Golden Opportunity*. Testimony at the Joint Informational Hearing for the California Senate Committee on Housing and Transportation and the Senate Select Committee on State School Facilities (Schools as Centers of Sustainable Communities: A Vision for Future School Facility Construction), Sacramento, California; Vincent, J. (2006). Public Schools as Public Infrastructure: Roles for Planning Researchers. *Journal of Planning and Education Research*, 25(4), 433-437.

The Dynamics of Regional Growth, School Quality, and Family Housing Choices

One regional planning approach (used by Bay Area regional agencies in the SCS) is to look at how households make residential choices by evaluating a simple cost equation that represents housing (H) and transportation (T) costs as the two major expenditures in a household budget:

$$f(\text{residential location}) = H + T \text{ [10]}$$

In other words, a household asks, "what's the best housing option that we can afford and that does not present burdensome transportation costs (in money and time) for getting to our jobs, school, and other daily activities?"

In choosing where to live, parents are also usually (either directly or indirectly) selecting their child's school(s).[11] Because of the history of racial segregation across metropolitan areas and the systematic disinvestment by the private and public sectors in primarily low-income, inner city communities of color in the U.S., conventional wisdom has been that "suburban schools are better." Thus, many (primarily white, middle- and upper-income) families move to the suburbs.

Nationally, studies have found perceptions of school quality to play a significant role in housing choice, especially among middle- and upper-income families with children.[12] In California, a 2002 Public Policy Institute of California survey found that families rank schools in the top three issues shaping their housing and neighborhood choices.[13] A 2002 study in California found that attributes related to schools were more highly valued by residents than either local crime rates or environmental quality.[14] In a national survey done in 2000, quality schools ranked first among the items suburban and smaller city residents claim would draw them to live in a more urban setting.[15] Finally, a 2006 study of opportunity for infill housing in California identifies the quality and condition of schools as a potential barrier to realizing infill development.[16] Often, housing prices have been found to be higher in neighborhoods

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[10] See: Center for Neighborhood Technology & Center for Transit Oriented Development. (Updated 2010, March). *H+T Index*: http://htaindex.cnt.org/

[11] McKoy, D.L. & Vincent, J. (2008). Housing and Education: The Inextricable Link. In J.H. Carr & N.K. Kutty (Eds.), *Segregation: The Rising Costs for America* (125-150). New York: Routledge.

[12] See: Burrow, L. (2002). School Choice through Relocation: Evidence from the Washington DC Area. *Journal of Public Economics*, 86(2), 155-189.

[13] Baldassare, M. (2002). *Public Policy Institute of California Statewide Survey: Special Survey on Land Use*. San Francisco: PPIC.

[14] Clark, D.E., & Herrin, W.E. (2002). The Impact of Public School Attributes on Home Sale Prices in California. *Growth and Change, 31*(3), 385-407.

[15] American Planning Association & American Institute of Certified Planners. (2000). *The Millennium Survey: A National Poll of American Voters' View on Land Use*. Washington, DC: APA/AICP.

[16] Landis, J., Hood, H., Li, G., Rogers, T., & Warren, C. (2006). The Future of Infill Housing in California: Opportunities, Potential, and Feasibility. Available at the University of Pennsylvania Scholarly Commons website: http://repository.upenn.edu/cplan_papers/39

with higher quality schools.[17] Because of these strong connections between housing and schools, David Rusk, a prominent urban policy researcher has noted that housing policy *is* school policy.[18]

Because the availability of high-performing schools is geographically uneven across the region and housing nearer to high performing public schools tends to be more expensive, households with children (or thinking about having children) face a significant additional cost in their residential choice calculation: K-12 education (E).

$$f(\text{residential location with children}) = H + T + E$$

In other words, a household asks, "What's the best housing option that provides adequate and "free" high-quality public educational opportunities or that allows us to afford the cost of private school and/or additional transportation to obtain the desired educational goals for our children?"

Families who have the financial resources to think proactively about these schooling choices grapple with this equation. They may move to newer and often cheaper housing in the suburbs for better public school options, thereby increasing their transportation costs because they do not live near their jobs and/or their new communities are highly automobile-oriented. Or, families may stay in their current housing and with their existing transportation routine, but increase their education expenses by opting for private or parochial school. Transportation costs may increase because families send their children to a public school outside their home neighborhood; students may attend a charter or theme-based magnet school located outside of their home neighborhood.[19] Additionally, a school district may have an assignment policy to relieve overcrowding or counter segregation of schools (e.g., San Francisco) that disperses students throughout the district.[20]

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[17] Black, S.E. (1999). Do Better Schools Matter? Parental Valuation of Elementary Education. *Quarterly Journal of Economics*, 114(2), 577–599; Figlio, D. (2002). *What's In a Grade? School Report Cards and House Prices*. University of Florida, Department of Economics Working Paper; Bogart, W.T. & Cromwell, B.A. (1997). How Much Is a Good School District Worth? *National Tax Journal*, 50(2), 215–232.
[18] Rusk, D. (2007, December 3). *Housing Policy Is School Policy*. presentation toHousing Mobility and Education Forum, Baltimore, MD. Available at: http://www.prrac.org/pdf/Rusk.pdf
[19] A charter school is a public school that may provide instruction in any of grades K-12. A charter school is usually created or organized by a group of teachers, parents, and community leaders or a community-based organization, and it is usually sponsored by an existing local public school board or county board of education. A charter school is generally exempt from most laws governing school districts. California public charter schools are required to participate in the statewide assessment test. Source: http://www.cde.ca.gov/sp/cs/re/csabout.asp Magnet schools (or magnet programs within a school) offer special opportunities in curriculum and instruction. Some types of magnets include unique instruction in the arts, various sciences, and career education. Source: http://www.cde.ca.gov/sp/eo/mt/
[20] Local school districts each set their own policies regarding school assignment, open enrollment, and inter-district transfer policies within their district boundaries. Smaller districts with low enrollment numbers (e.g., Emeryville) are more likely to have generous interdistrict transfer policies to encourage more students to attend, while large, highly sought after districts or schools rarely offer these options as

Family Housing Choices in the Bay Area Context

While in general the link between school quality and housing choice is strong, as illustrated above, it is highly variable based on local and regional contexts, including housing demand and supply, housing prices, school districts boundary lines, and school assignment policies. Unfortunately, the evidence on the impact of school quality on residential location choice in the Bay Area is limited and somewhat anecdotal. However, we do know the following about the Bay Area:

- Nearly 30% of the households in the region have children under age 18[21]
- About 25% of these households are at or below 80% of the area median income[22]
- Births have increased across the region since 2000, and pre-primary school enrollment has grown by 8% in the region, with the largest increases in San Francisco, San Mateo, and Marin Counties[23]
- 12% of all automobile trips made in the Bay Area are school-related[24]

The Metropolitan Transportation Commission's (MTC) report *Choosing Where We Live* (2010) provides more insight into Bay Area household residential choice, particularly in relation to areas that offer transit-oriented development (TOD), which many of the planned PDAs do or will. In surveying more than 900 new and recent movers, MTC found that "proximity to key activities – work, family, friends, and school – followed by price" were the top considerations that most influenced their choice in a home.[25] MTC's market analysis provides a good snapshot in time of households, their composition, and what they value most in choosing where to live; but we also need to take into account *household change over time* – specifically how a household's evolving makeup may change its value of school quality. Most of the segments deemed most likely to pursue TOD-living by MTC are relatively young. Thus, many will be starting families in the near future; it is likely that the value they place on school quality will rise in tandem and subsequently affect their residential preferences over time.

The importance of school quality within the Bay Area housing market is recognized by MTC; the previously referenced report recommends prioritizing "strategies to improve

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they are unable to handle increased student population from outside the district assignment boundaries. Source: http://www.cde.ca.gov/re/di/fg/districttransfers.asp

[21] Metropolitan Transporation Commission & Association of Bay Area Governments [MCT/ABAG]. *Bay Area Census*. Available at: http://www.bayareacensus.ca.gov/bayarea.htm

[22] Calculated by the California Census Research Data Center at UC Berkeley, based on American Community Survey 2008 data. See Appendix for spreadsheet calculations/crosstab.

[23] Metropolitan Transporation Commission & Association of Bay Area Governments [MCT/ABAG]. *Bay Area Census*. Available at: http://www.bayareacensus.ca.gov/bayarea.htm

[24] Metropolitan Transportation Commission [MCT]. (2000). Bay Area Travel Survey. Available at: http://www.mtc.ca.gov/maps_and_data/datamart/survey/

[25] Metropolitan Transportation Commission [MCT]. (2008). *Choosing Where We Live: Attracting Residents to Transit-Oriented Neighborhoods in the San Francisco Bay Area. A Briefing Book for City Planners*. Available: http://www.mtc.ca.gov/planning/smart_growth/tod/5-10/Briefing_Book-Choosing_Where_We_Live.pdf

school quality and access" and argues for locational "bundling" of TOD adjacent to existing good schools to make them more attractive. Regarding areas with lower-performing schools, the report states that planners should work to attract residents without children in the short term "while working in the long-term to improve schools." Understandably, given MTC's capacity as a transportation agency and the enormous complexity of school quality issues, the detail in the report on *how* to improve schools is much less clear than what is recommended for other strategies such as improving affordable housing, parking management, and transit. Furthermore, these suggestions do not consider the potential negative impact that overenrollment can have on distinguished schools.

While regional agencies certainly play a role in setting the stage for connecting education to the SCS process, specific considerations are often context-specific and thus addressed on a local level during planning and implementation processes. Brief case snapshots of the Oakland Lake Merritt BART and San Jose Diridon Station PDA planning processes are included in Appendix 1. These sites are each participating in Station Area Planning, sponsored by MTC. Launched in 2005, the Station Area Planning grant program funds city-sponsored planning efforts for the areas around future stations; these "station-area and land-use plans are intended to address the range of transit-supportive features that are necessary to support high levels of transit ridership."[26]

The snapshots offer an initial glimpse into the way local jurisdictions grapple with issues of education and proactively think about connecting to educational stakeholders during planning processes. Based on interviews with planning staff and other key stakeholders, each case snapshot provides a brief overview of the planning process; details any involvement of youth, families, and/or school stakeholders; and highlights any specific education issues that have emerged during the planning process. The analysis identifies potential opportunities to connect educational infrastructure to the planning process.

III. The Bay Area Region's Educational Quality Landscape

Schools require a number of "inputs" to run smoothly and provide meaningful learning opportunities for diverse student constituencies. This first and most important input is **rigorous and relevant curriculum implemented by high-quality principals and faculty** who hold high expectations for all students and prepare them adequately for college, careers, and participation in civic life.[27] Next, **high-quality learning environments** (e.g., school facilities and grounds) ensure that the "stage is set." School buildings are the vessels in which good teaching and learning happen; they provide safe, comfortable, healthy, and professional

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[26] See: http://www.mtc.ca.gov/planning/smart_growth/stations/

[27] Stern, D. (2009). Expanding Policy Options for Educating Teens. *The Future of the Children*, 19(1). Available at: www.futureofchildren.org

environments for students and teachers. Thus, the type of building and its amenities can significantly foster or inhibit teaching techniques and innovations. Third, **parental involvement** is key to helping students navigate their school experience. Parental involvement can take many forms, from classroom volunteers to school site councils to parent-teacher conferences. This range of interaction allows for diverse venues and opportunities for families from different racial, ethnic, and socio-economic backgrounds to participate. Finally, **adequate funding** is required for implementing rigorous curriculum, supporting teacher and principal professional development, and providing high-quality school facilities.

Despite this complexity of inputs, most easily accessible data reduces schools and districts to single numbers – often "outputs" like test scores – that are meant to represent the sum total of a complex and dynamic set of factors. In California, the Academic Performance Index (API), derived from statewide standardized test scores, is the most widely used; it is a favorite measure among realtors selling homes and likely the first thing families look at when making choices about where they would like to enroll their children in school. However, it is important to remember that tests such as the API are a limited measure; it is an output that measures a single thing at a single moment in time – students' performance on a specific set of state tests. The California Department of Education (CDE) makes available data that captures the more complex "input" factors, such as length of teacher tenure, student-teacher ratio, and percentage of teachers credentialed in the subject area in which they teach.

Beyond these publicly available statistics, other and more nuanced pieces of information also contribute to parents' perceptions of school quality, which ultimately drive housing and education choices. Parents may visit schools and talk with principals, teachers, superintendents, and other parents. Likewise, academic rigor and college preparation curriculum, including A to G courses,[28] Advanced Placement classes, and the diversity of curriculum (e.g., music, art, foreign languages, and other enrichment opportunities) are important to families. Most parents prioritize issues of safety, which may not be represented in data collected by schools or the CDE. Studies have also found that ethnic and racial profiles are often a proxy for school quality and that families of different races are often steered toward different neighborhoods by real estate agents.[29] In short, every family's school preferences will be uniquely defined and a function of many factors.

"Differences in the quality of schools can explain about one-third of the variation in student achievement; the other two-thirds are attributable to non-school factors."

– Richard Rothstein

Despite the complexity of inputs, school quality is reduced to a single number, often "outputs" like test scores.

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[28] The A to G course sequence is a set of 15 one-year college prep courses high school students must take to be eligible to enter either the California State University (CSU) or University of California (UC) systems. Source: http://www.edsource.org/1064.html

[29] National Fair Housing Alliance. (2006). *Unequal Opportunity: Perpetuating Housing Segregation in America, Fair Housing Trends Report*. Washington, DC: National Fair Housing Alliance. The study found strong evidence that schools are being used as a proxy for the racial or ethnic composition of neighborhoods. White parents looking to buy or rent homes were steered by real estate agents to neighborhoods with high-performing schools. However, agents rarely brought up the issue of schools with black and Latino parents. White parents were often told to avoid the same schools that served the homes selected for black and Latino parents.

California School Finance 101

While there is no exact science to determining how much money is needed for a given school,[1] there is also little question that the lack of public dollars spent on students in California dramatically contributes to the inequities we see across schools and student achievement. Any public agency's ability to deliver high-quality services is dependent in part on the resources available to it, and today, California ranks 28th in the nation for per pupil funding.[2]

Adequate funding is a persistent challenge for California's public schools, both for programming and capital expenses, which remain two large, discrete, and rarely aligned categories.[3] Education funding in California involves a complex system of state-controlled financing generated primarily from state sales and income tax, which are very sensitive to ups and downs in the economy. Funding varies across PDA and non-PDA schools, both in terms of per pupil spending and the equation by which this amount is calculated. Each California school district's income is based on three things:

1. **Average Daily Attendance (ADA):** average number of students attending school during the year
2. **Revenue Limit:** general purpose money the district receives per ADA from the state
3. **Categorical Aid:** special support from the state and federal governments earmarked for particular purposes, such as addressing the needs of low-income students or students with disabilities

A school district's revenue limit is set by the state and is based on its type (elementary, high, unified), size (small or large), historical spending patterns, and a multitude of other variables. Although the revenue limit is set by the state, revenue limit funding comes from a combination of state and local sources. Notably, if local property tax revenues rise within a district, the increase is applied toward the district's revenue limit, and the state's share is then reduced by the same amount. Districts can keep any excess revenue from their local property taxes, but because local property tax revenues and enrollments fluctuate from year to year, some districts have excess revenue one year but not the next.[4] Given this uncertain climate, districts nearly always operate in a more reactive crisis management frame of mind rather than with proactive, long-term planning.

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[1] Grubb, W. N. (2009). *The Money Myth: School Resources, Outcomes, and Equity.* New York: The Russell Sage Foundation.

[2] EdSource. (2010). How California Ranks. Available at: http://www.edsource.org/pub10-how-ca-ranks.html When adjusted based on the average salary costs in each state, the rankings change, especially for California. With those adjustments, California's per-pupil expenditure of $9,706 falls to $8,853, and its ranking of 28th falls to 43rd.

[3] The *Program/Operating budget* is called the General Education Fund and covers teachers, administration, books, general maintenance/janitorial, and any other educational programming. Districts receive about 30% of their budget in categorical funds from the state and federal government for specific initiatives and programs, such as Title I, after-school programming, and small class size efforts. *Capital funding* pays for new construction, modernization, renovation, and additions to school buildings and grounds. In general, state capital funds match local dollars; districts must raise the match locally in order to access state dollars. Both state and local moneys come primarily from general obligation (GO) bonds that are approved by voters. Local districts also collect developer fees for new development in their jurisdiction to help mitigate any increase in students that new development may generate. Since 1998, Californian's have approved about $82 billion in school facilities GO bonds, $35 billion of which were statewide bonds.

[4] EdSource: http://www.edsource.org/iss_fin_sys_revlimits.html

Because of the regional growth and investments that are structured around Priority Development Areas (PDAs), and given that families look at a variety of issues when assessing school quality, the following section illustrates the relationship between PDAs and school quality in the region. The data is a preliminary exploration of an initial set of data that accounts for both the inputs and outputs of school quality discussed above. Bay Area K-12 public schools are divided into three categories:

> **Priority Development Areas** (PDAs) are locally identified, infill development opportunity areas near transit. Examples include downtown San Francisco, Oakland, and San Jose, and also smaller communities like Petaluma, Milpitas, and Antioch.

- **"In PDA"** - schools located within PDA boundaries
- **"In PDA Buffer"** - schools located within half-mile buffers of PDAs
- **"Not In PDA"** - schools not located within PDAs

These three groups of schools are then compared along numerous measures, including student characteristics, faculty characteristics, school enrollment, and school results (see Appendix 1 for a description of the complexity of analyzing education data relative to the PDAs and the methodology used for this report). The analysis is intended to support a better understanding of the educational landscape with regard to school quality and the PDAs at the regional level.

Assessing "Completeness" of Priority Development Areas: Schools

Over the past year and informed in part by ABAG's partnership with CC&S, regional agencies' have developed a set of indicators to understand school issues in Priority Development Areas (PDAs) along four main areas:

School Quality compares schools within a PDA to schools in both a one-half mile buffer of the PDA and outside of the PDA across the entire region. CC&S led this study and analyzed quality along four measures: school characteristics, student characteristics, staff characteristics, and school performance. All data is publicly available from the California Department of Education (CDE).

Physical Accessibility identifies the number and proportion of schools to which students living in the PDAs are able to walk or take transit. ABAG and MTC jointly conducted this analysis and established a GIS-based methodology to identify the following:

- Schools within a one-quarter of a mile radius to a bus or rail transit stop serving a PDA within the school district geography
- Schools within a one-half of mile radius to a PDA via MTC's walkable streets network
- Residential PDA acres within a one-half of a mile of a school

School Choice examines the proportion of students attending public, public charter, and private schools in each local jurisdiction. ABAG compiled this analysis using CDE and American Community Survey data.

Collaboration analyzes data from the PDA Assessment Survey administered in the spring to all PDA planning staff. This assessment included questions, co-developed by ABAG and CC&S, that address the current state of City-School collaboration in PDA jurisdictions, including shared facilities, transit coordination, impact fees or involvement in planning activities.

For more information on these indicators, see "Priority Development Area Assessment: Completeness – Schools," presented at the January 4, 2010 Regional Advisory Working Group meeting.

Number and Type of Schools in the Region

PDAs have 11% of the region's schools

The nine-county Bay Area region is home to 175 public school districts with more than 1,800 schools. Nearly 30% of the region's schools are located in a PDA or in a half-mile buffer, commensurate with the proportion of the region's population that already lives in PDAs; 11% are situated within a PDA. About 10% of the region's public schools are charter schools, and Bay Area PDA's have the highest percentage of charters (21%) relative to the PDA buffers (10%) and non-PDA areas (8%). In fact, the Bay Area PDAs' charter school percentage is higher than that of California (8%) and the nation (4%).[30] The charter school trend in the Bay Area, and in the PDA areas specifically, is not tremendously surprising, given that more than half (56%) of charter schools across the country are located in urban areas.[31] School districts in the region vary in size from a couple hundred to tens of thousands of students. PDA and school district boundaries often do not align geographically, creating a challenging environment for collaboration. For example, some PDAs overlap with only one school district (e.g., Oakland), other PDAs overlap with multiple school districts (e.g., San Jose), and some school districts serve multiple PDAs (e.g. West Contra Costa Unified School District).

Public School Type	Location			
	In PDA	In PDA Buffer	Not In PDA	Bay Area Total
Elementary School	102	195	732	1,029
Middle Schools*	23	44	182	249
High School	47	46	132	226
Other**	27	48	261	335
Total	199 (11%)	333 (18%)	1,307 (71%)	1,839 (100%)

*Middle Schools include those classified as Intermediate Schools and Junior High Schools by CDE.
**Other includes Adult Education Centers, Alternative Schools of Choice, Continuation High Schools, County Community, District Community Day Schools, Juvenile Court Schools, K-12, Opportunity Schools, Preschools, ROC/ROP, and Special Educational Schools.

Public School Type	Location			
	In PDA	In PDA Buffer	Not In PDA	Bay Area Total
All Public Schools	199	333	1,307	1,839
Charter Schools	42	33	101	176
Percent Charter	21%	10%	8%	10%

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[30] Statewide total based on 2009-2010 data from http://www.ed-data.k12.ca.us/ National total based on 2007-2008 data from the Digest of Education Statistics, National Center for Education Statistics: http://nces.ed.gov/programs/digest/d09/tables/dt09_100.asp
[31] 2007-2008 data from the National Center for Education Statistics: http://nces.ed.gov/fastfacts/display.asp?id=30

Student Characteristics

PDAs have more students who live in poverty and are learning English

Bay Area schools educate diverse student populations. About 70% of the region's public school students are students of color, and nearly a quarter of students are English Language Learners (ELL). Forty-four percent of students in Bay Area schools qualify for free and reduced-price meals (FARM), meaning that they come from families living at or below the federal poverty line.[32]

Lower-income and/or ELL students will likely need more resources to support positive academic results than will higher-income, non-ELL students. PDA schools enroll a greater percentage of FARM-qualifying students (67%) than non-PDA schools (38%). PDA schools also enroll on average 37% English Language (ELL) Learners, while non-PDA schools report a lower statistic of 22%.

Average School-Level Percent of Bay Area Public School Students Who:	Location		
	In PDA	In PDA Buffer	Not In PDA
Qualify for free/reduced priced lunch	67%	54%	38%
English Language Learners	37%	32%	22%

The fabric of diversity across schools and students reflects the diversity of the Bay Area overall and is essential to understanding the complexity of factors that contribute to families' decisions about education for their children.
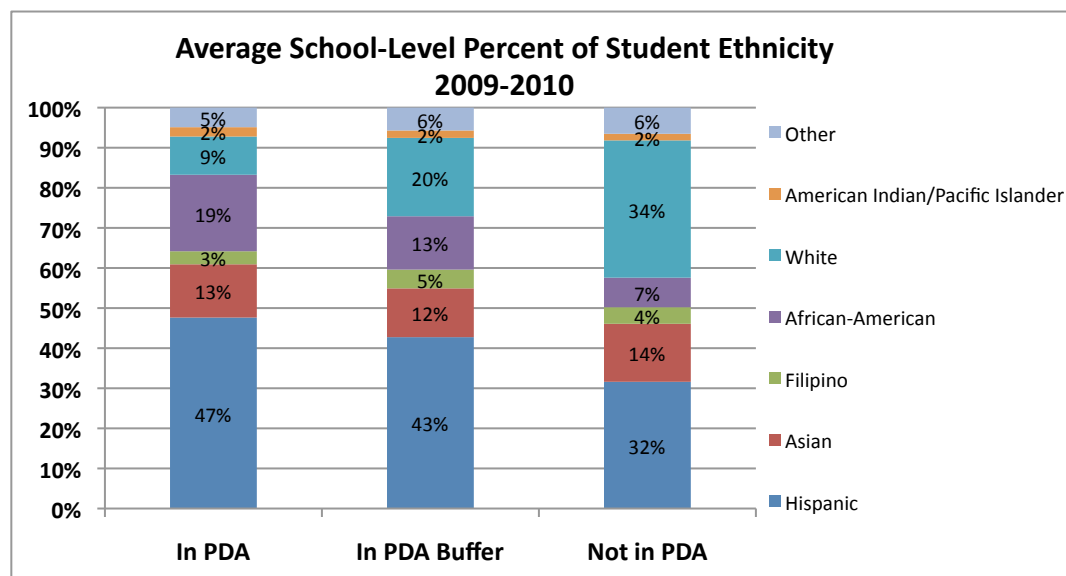
*Other includes: Two or More Ethnicities Claimed and Non-Reported

California students do not have equitable access to opportunities necessary for academic and economic success. Low-income, African-American and Latino, and ELL students face serious opportunity and achievement gaps. These students are overrepresented among students scoring at the lowest levels and underrepresented among the highest scoring on state and national standardized tests. Understanding the demographic distribution of students across PDAs and non-PDAs provides insight into the kinds of supports and services schools may need to provide to bridge the opportunity gap for many students.

Faculty Characteristics

PDA schools have fewer fully credentialed teachers
Teachers and principals are the professionals who most prominently engage young people during their time in school. Teachers need to be properly trained, culturally competent, and adequately supported. Proper compensation, professional respect, and ample opportunities for research-based, quality professional development are critical to ensuring a competent and evolving teaching force. PDA schools have a slightly higher percentage of less experienced teachers, which are defined as teachers in their first or second years. Research shows that teacher tenure is important; the more classroom experience teachers have, the better skilled they are at meeting diverse learning needs and styles.[33] PDA schools also have fewer fully credentialed teachers than non-PDA schools. Credentialed teachers have typically graduated from graduate-level professional teacher training programs that prepare them to teach effectively and in particular subject areas, and to know the range of academic standards and requirements of K-12 education in California.

Teacher Characteristics 2009-10	Location		
	In PDA	In PDA Buffer	Not In PDA
Average percent of 1st and 2nd year teachers in Bay Area public schools	16%	13%	11%
Average percent of fully credentialed teachers in Bay Area public schools	90%	94%	96%

School Enrollment

PDA schools enroll 20% of the region's students
The Bay Area has nearly 2,000 public K-12 schools serving more than 950,000 students. About 20% of the region's students attend schools in a PDA. Since 2001, overall enrollments in PDA schools and PDA buffer schools have seen only slight gains compared to non-PDA schools.

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[33] Goldhaber, D., & Anthony, E. (2004). *Can Teacher Quality Be Effectively Assessed*. Washington, DC: Urban Institute. Available at: http://www.urban.org/publications/410958.html

Bay Area Public School Student Enrollment

(chart: Number of Students vs. School Year, 2001-2002 through 2009-2010)

Legend:
- In PDA Buffer
- Not in PDA
- In PDA

Average Enrollment of Bay Area Public Schools

(chart: Average Number of Students per Public School vs. School Year, 2001-2002 through 2009-2010)

Legend:
- Not in PDA
- In PDA Buffer
- In PDA
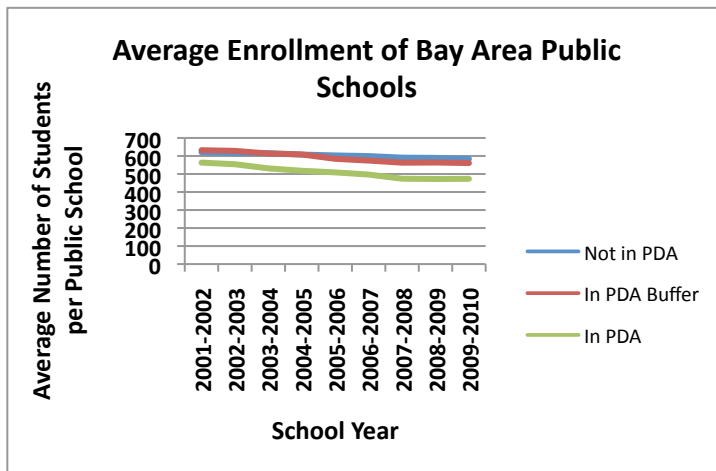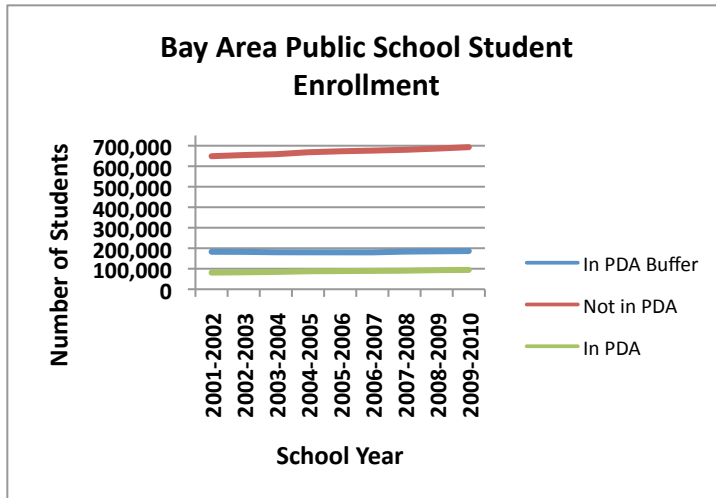
Since 2001, average student enrollment has increased or remained constant across all location types, while the average school size has declined across the entire region. It is likely that this decline is a function of numerous factors, including state and local class-size reduction policies, demographic shifts, and an increase in the number of charter schools.

School Results

PDA schools have lower API than Buffer and Non-PDA schools

The Academic Performance Index (API), derived from statewide-standardized test scores, is the most widely used measure of school performance in California. The statewide API mean in 2009 was 754; in the Bay Area region is was 793 (out of a total possible 1,000).

Bay Area Schools	Location		
Mean Academic Performance Index (API)	In PDA	In PDA Buffer	Not In PDA
2008-09	707	743	808
2009-10	720	759	815
Percent Change	+1.8%	+2.2%	+.09%

Generally, schools with API scores of 800 and higher are considered "high-performing." On average, only non-PDA schools surpass both this 800 mark and the Bay Area average. In 2009-2010, PDA buffer and non-PDA schools also surpassed the statewide API mean. All location types saw improvement in API scores from the 2008-2009 to the 2009-2010 academic school years. These API scores are averages across all schools and therefore mask significant differences across and within school districts that serve PDAs. A single school district may have schools with API scores above 900 and other schools below 600. Further, these averages mask differences across diverse students; as discussed earlier, even districts with high API averages district-wide may struggle with a profound achievement gap with African American and Latino students scoring significantly lower than their White and Asian counterparts.

These data create a composite sketch of schools located in the PDAs, within a half-mile buffer for the PDA, and fully outside a PDA. The preliminary selection of data aims to capture a more nuanced understanding of school quality, taking into account not only the traditional output measure of API scores, but also a combination of inputs that contribute to creating a high-quality learning environment. Overall, schools located in the PDAs are likely more challenged because they serve higher-need students with slightly less experienced and/or qualified teaching staff. PDA schools (unsurprisingly given the inputs analyzed) have lower API scores. *Notably, all of these data are averages across all schools, and thus mask significant variations across school districts and between individual school sites both across and within the location types on all data points.* Further analysis of these data is needed to better understand variations among PDAs and within individual PDAs. However, even this initial regional analysis illustrates the mismatch between resources available to many PDA schools and the challenges they face, which aids in thinking about school improvement options connected to SCS efforts. The next section offers recommendations for how regional planning entities can utilize their SCS (and related) processes to work more closely with educators and thereby collectively create opportunity for students, families, and schools.

IV. Creating Opportunity for Bay Area Students, Families, and Schools: Recommendations for Co-Benefits in SCS Planning

Bay Area regional planners and school districts already have a range of policy, programming, and funding levers that if utilized more strategically could structure better outcomes for families, schools, *and* communities. The following sections details strategies in three areas – Policy and Planning, Processes and Practice, and Research and Tool Development. These recommendations will increase opportunities for co-benefits at both the local and regional levels.

Policy and Planning

Realizing co-benefits largely hinges on strategic collaborative planning between local municipalities and school districts. The planning divide between cities and schools seen in regions throughout the state appears to also be the norm in the Bay Area region.[34] A key factor contributing to this division is the unaligned geographic boundaries of school districts and other local planning entities such as transit agencies and city government.[35] Fortunately, some local entities have been overcoming these barriers to create successful working partnerships, many of which focus on coordinated transportation, Safe Routes to School programs, or joint use of school facilities. Still, the jurisdictional misalignment remains particularly challenging for issues such as land use, school siting, and impacts on school populations and enrollment from new developments. Further, city-school collaboration too often exists in a relative vacuum; limited formal policy apparatus that requires or incentivizes school districts and other local governments to work together to plan school infrastructure as part of larger urban development or redevelopment exists at the local, regional, or state levels.

> **Policy & Planning Opportunities to Realize Co-benefits**
>
> ❖ Consider metrics of educational quality and capacity in regional population projections and modeling
>
> ❖ Encourage and incentivize mixed-income developments and inclusionary zoning
>
> ❖ Leverage the programs and resources of the Metropolitan Transportation Commission to support access to educational opportunities

The tide is slowly shifting, however, with a number of Obama Administration initiatives, including the U.S. Department of Education's *Promise Neighborhoods* and the U.S. Department of Housing and Urban Development's (HUD) *Choice*

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[34] McKoy, D.L., Vincent, J.M., & Makarewicz, C. (2008). Integrating Infrastructure Planning: The Role of Schools. *ACCESS,* 33(4), 18-26.
[35] A school district might cover several cities or encompass both incorporated and unincorporated areas (e.g., West Contra Costa Unified School District serves five cities and six unincorporated areas). Likewise, one city may have multiple school districts within its jurisdiction (e.g., the City of San Jose is served by 19 school districts). Furthermore, school districts range from elementary (K-5 or K-8) districts to high school districts (9-12) to unified (K-12) districts and may serve anywhere from a few hundred to thousands of students.

Neighborhoods and *Sustainable Housing and Communities* initiatives.[36] These federal programs promote place-based interventions that require cross-sector collaboration and alignment of funds and strategies across a range of entities. Given the current political climate, a few key areas of regional policy development and refinement include:

Consider metrics of educational quality and capacity in regional population projections, modeling, and the Regional Housing Needs Allocation

ABAG and its regional agency partners have developed sophisticated forecasting models for understanding future regional growth, shifts in population, and the optimal locations for the region to accommodate this pending growth. Currently these models consider transportation infrastructure and employment centers as major considerations. However, families base housing location decisions not merely by job location, but also school quality. This emphasis on job centers in a specific city can put disproportionate pressure on a single school district, when in fact jobs are going to households from a number of adjacent jurisdictions. For local jurisdictions, issues of school capacity are primary when considering how to manage new housing demand or allocation from ABAG. Incorporating some metric of school quality and local school district facility capacity in the projections and modeling at the regional level could better inform the distribution of housing growth in the region and provide an opportunity for engaging school districts in regional planning. Regional planners will need to work with each individual school district to assess enrollment capacity at the school and district level, as capacity formulas can vary from district to district.

Encourage and incentivize mixed-income developments and inclusionary zoning

Numerous studies demonstrate that low-income students perform better academically when they are not in high-poverty schools.[37] Mixed-income housing is a strategy for facilitating integrated neighborhoods and promoting greater economic integration in schools. Much mixed-income housing is developed through public-

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[36] See Choice Neighborhoods Initiative: http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/ph/cn; See Sustainable Housing and Communities Initiative: http://portal.hud.gov/hudportal/HUD?src=/program_offices/sustainable_housing_communities

[37] Numerous studies in recent years have measured the academic outcomes associated with increased student integration in schools and classrooms, which has typically been done by assigning low-income students to lower-poverty schools and/or through district- or region-wide school assignment programs. In general, these studies find improved academic outcomes for low-income children who transfer to lower poverty schools. For example, see: Turner, M.A., & Berube, A. (2009). *Vibrant Neighborhoods, Successful Schools: What the Federal Government Can Do to Foster Both*. Washington, DC: Urban Institute; Holme, J.J., Diem, S., & Mansfield, K.C. (2009). *Using Regional Coalitions to Address Socioeconomic Isolation.* Harvard: Charles Hamilton Institute for Race & Justice; Eaton, S. (2010). *How the Racial and Socioeconomic Composition of Schools and Classrooms Contributes to Literacy, Behavioral Climate, Instructional Organization and High School Graduation Rates*. Research Brief. The National Coalition on School Diversity and the Charles Hamilton Houston Institute for Race and Justice at Harvard Law School; and Engdahl, L. (2009). *New Homes, New Neighborhoods, New Schools: A Progress Report on the Baltimore Housing Mobility Program.* Baltimore: Poverty and Race Research Action Council (PRRAC) and The Baltimore Regional Housing Campaign.

private partnerships with nonprofit housing developers; inclusionary zoning policies are an important structural mandate for developers to include housing for a range of incomes. A recent study in Montgomery County, Maryland, found significant improvements in student achievement as a result of inclusionary zoning policies.[38]

ABAG has a number of policies and programs in place to encourage and incentivize local jurisdictions to provide housing across the income spectrum. SCS efforts could provide guidance to local jurisdictions on implementing inclusionary zoning ordinances that help low-income students gain access to low-poverty schools. Coupled with these policies, ABAG and local jurisdictions could partner on developing outreach and/or marketing campaigns that educate families about the school options available in and near PDAs. Additionally, ABAG and local jurisdictions could focus outreach efforts on teachers and other school staff to ensure that this new and more affordable housing also serves the educational workforce in the region. Many cities already have mortgage assistance programs targeted for school district teachers and staff,[39] while others have explored developing teacher housing.[40] ABAG and local jurisdictions could leverage these existing efforts and coordinate when new moderate and affordable housing is planned and/or implemented.

Leverage the resources of the Metropolitan Transportation Commission to support access to educational opportunities

Regional transportation investments play an important role in supporting high-quality education. As a partner in FOCUS, MTC holds significant data about the region's transit ridership and routes. Specific ways MTC could assert leadership include:

1. MTC could grow its support of school district-city collaboration through existing grant programs such as Transportation for Livable Communities (TLC) and Safe Routes to Schools.
2. By extending its program of providing reduced price or free student bus passes, the MTC would help students get to and from school and extracurricular activities.
3. MTC should continue collaborating with transit agencies and school district transportation offices in support of "win-win" schedule coordination; only when school bell schedules are aligned with transit routes is public transportation a viable option for students. Furthermore, this means a guaranteed ridership for transit providers.
4. *MTC data could be used to develop local carpool and rideshares for parents.*

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[38] Schwartz, H. (2010). *Housing Policy Is School Policy: Economically Integrative Housing Promotes Academic Success in Montgomery County, Maryland*. New York: The Century Foundation.
[39] For example, the San Francisco Mayor's Office of Housing *Teacher Next Door Program* and Down Payment Loan *Program*.
[40] For example, the Pittsburg Unified School District had led a collaborative effort with Los Medanos College, California State College East Bay, and the Redevelopment Agency to build a teacher live-learn community. San Francisco Unified School District has also conducted a study (2010) assessing the feasibility of developing housing targeted for teachers.

Processes and Practices

Within a context of enabling policy and planning, the *r*ealization of collaboration comes in the day-to-day practice of city and school leaders. A focus on tangible projects and strategic tools will best support the transformation of practice from one of silo-ed isolation to one of collaboration

Explore ways to integrate key education data into regional planning analysis and decision making

Aligning data across agencies for a shared analysis and understanding is essential for moving forward on collaborative policies, planning, and programs. Incorporating education-related data into regional planning analyses is no easy task. While the California Department of Education and local school districts maintain vast amounts of publicly available educational data, coordinating these data is complicated; even more complicated is aligning these data with region-specific geographic data, such as demographics, housing, and PDA locations (see further description of this in the methodology Appendix 1). Regional agencies and local governments also have current data and future projections that may not be readily understandable by external stakeholders. ABAG could explore methodologies for facilitating and integrating key educational data into regional planning analysis, planning, and decision making similar to those included in this report and those presented at FOCUS's Regional Advisory Working Group (RAWG).

Consider joint use of school facilities as an opportunity for city-school collaboration and a way to leverage public resources

Understanding public schools as place-based public infrastructure and community assets provides a unifying framework for identifying city and school district collaboration opportunities. Broadly defined, joint use is the practice of allowing use of public school buildings and/or grounds by non-school entities. Joint use typically occurs through an agreement between a public school district and another public (often a municipality) or private entity that addresses the use of facilities, land, utilities, or other common elements by two or more parties. "Joint use agreements" for the shared use of school buildings by city or nonprofit community partners can be a tangible starting point for collaboration. More evolved partnerships may see bricks-and-mortar "joint development" of shared facilities. Through joint development, two or more entities partner to plan, site, design, and/or build a new school or renovate an existing school to better support the joint use of the building and/or land. Joint use offers efficiency for the use of both public spaces and public dollars. Regional agencies, local jurisdictions, and school districts can continue to explore opportunities for joint use and available state funding, especially in light of increasing population growth and decreasing financial resources for all public agencies. However, schools will have varying capacities to accommodate joint use given variables such as enrollment, physical capacity, condition of facilities, and the

24

amount of current programming before and after school. Thus, planning agencies must work closely with school districts to be more sensitive to school site differences.

Research and Tool Development

Despite the progress made in regional policy and local practice, pieces of the puzzle of collaboration still require greater understanding. Only through finer grain analysis of specific policies, data, and shared outcomes can issues of education be fully integrated into the regional planning agenda. ABAG, other regional agencies, and research partners should investigate two specific issues in the future.

Partner on research to explore the relationship between state education funding, impact fees, and regional growth priorities

Many of the constraints and challenges identified in the region are rooted in issues much larger than FOCUS and the SCS, especially public education funding. Education financing in California is extremely complex (for a summary, see Box 3 on page 14). In California, public education is largely state-funded, and these funds have been cut in recent years. As a result, many school districts in the region are struggling to fund their programming, staffing, and facilities needs. This reality has a direct relationship to the changing demographics, land use, and housing to which school districts continually adjust. As neighborhood demographics change, so, too, do the needs of schools (e.g., different students bring different programmatic requirements). Neighborhood changes can also lead to periodic upticks or downturns in enrollment demands. Sometimes these enrollment changes are due to new development, whereas other times neighborhood demographics change regardless of new development. When development is involved, however, the developer fees that go to school districts come into play.

Based on interviews and focus groups with numerous school districts in the region, it appears that the relationship between developers and school districts is often contentious, in part because of disagreements on the number of students a given development will generate and the resulting development impact fees that should be charged. In California, impact fees are based on the square footage of newly developed or renovated land, not on a per student generation number; this formula results in a gap between the number of students generated by that development, and the funding districts actually will receive in development impact fees.

Additional research is needed to better understand the diverse funding constraints the region's school districts face, particularly in relation to the land use-related goals of FOCUS. Because FOCUS has targeted the majority of new growth to occur in existing areas through the PDAs, a number of important questions emerge: Can existing schools in these areas accommodate new growth? How are student generation rates calculated for infill development? What is an appropriate methodology for doing so? What level of impact fees is appropriate for infill

Research & Tool Development Opportunities to Realize Co-benefits

❖ Partner on research to explore the relationship between state education funding, impact fees, and regional growth priorities

❖ Work with researchers on the development of an educational opportunity index

development? Do existing development impact fees and other facility funds received by districts enable schools to accommodate new students generated by the Regional Housing Needs Allocation (RHNA)?

Work with researchers on the development of an educational opportunity index

FOCUS is striving towards high-quality complete communities with high-quality education – which is a function of in-school and out-of-school factors and the ongoing processes of collaboration among diverse stakeholders. As such, educational quality should be measured not only by the discrete results of a standardized test for academic achievement, but also by the range of in-school, out-of-school, and collaborative process benchmarks in a given jurisdiction.

Ideally, the Bay Area would utilize a region-wide Educational Opportunity Index (EOI), currently under development by the Center for Cities & Schools, that analyzes the diverse resources and inputs that support positive educational outcomes for all students. A proposed set of indicators (for more detail see Appendix 2) fall into five categories: Community Quality, School Resources, Student Characteristics, School Results, and Collaborative Policy Structures. Within these categories, the EOI includes output measures of test scores, but also other more specific inputs, such as curricular offerings like art and music classes, college preparation programs, and extracurricular activities that are available from local school sites and/or district offices. This set of indicators provides greater insight for and helps shape regional planners' analyses and efforts to understand how families make choices about where to live and what schools their children will attend.

CC&S's EOI builds on related work transpiring across the country, including Boston, Chicago, and Portland.[41] For instance, a collaboration between the Urban Institute's Metropolitan Housing & Communities Policy Center, the Brookings Institution's Metropolitan Policy Program, and the 21st Century Fund has recently developed a tool for assessing school quality in relation to changing demographics and housing in Washington, DC.[42]   Other indices for data collation are also being proposed. For instance, prominent housing researcher David Rusk suggests metropolitan planning organizations use a "segregation index" to collate Census data and educational data to analyze issues of neighborhood segregation.[43] Considering the ways racial and socioeconomic segregation impact school quality and choices, this type of index could prove particularly useful in the Bay Area.

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[41] See: Center for Cities & Schools. (2011). *Opportunity-Rich Schools and Sustainable Communities: Seven Steps to Aligning High-Quality Education with Innovations in City and Metropolitan Planning and Development*. Washington, DC: Urban Institute, What Works Collaborative.
[42] See: Filardo, M.; Allen, M.; Huvendick, N.; Ping, S.; Garrison, D.; Turner, M. A.; Comey, J.; Williams, B.; Guernsey, E. (2008). *Quality Schools and Healthy Neighborhoods*. Washington, DC: 21st Century School Fund, Brookings Institution and Urban Institute. Available at: http://www.21csf.org/csf-home/publications/QualitySchoolsResearchReport/QualitySchoolsPolicyReport9-18-08.pdf
[43] See: Rusk, D. (2010). Building Sustainable, Inclusive Communities: How America Can Pursue Smart Growth and Reunite Our Metropolitan Communities. Washington, DC: Poverty & Race Action Research Council (PRRAC). Available at: http://www.prrac.org/pdf/SustainableInclusiveCommunities.pdf

VI. Appendices

Appendix 1: Case Snapshots

Oakland Lake Merritt BART Station Area Planning Process[44]

Background on the Planning Process

Oakland's Lake Merritt BART Station is located adjacent to Chinatown and Laney College, just south of downtown. The area benefits from a robust network of public health providers, community service organizations, and a vibrant recreation center with programming for residents of all ages.
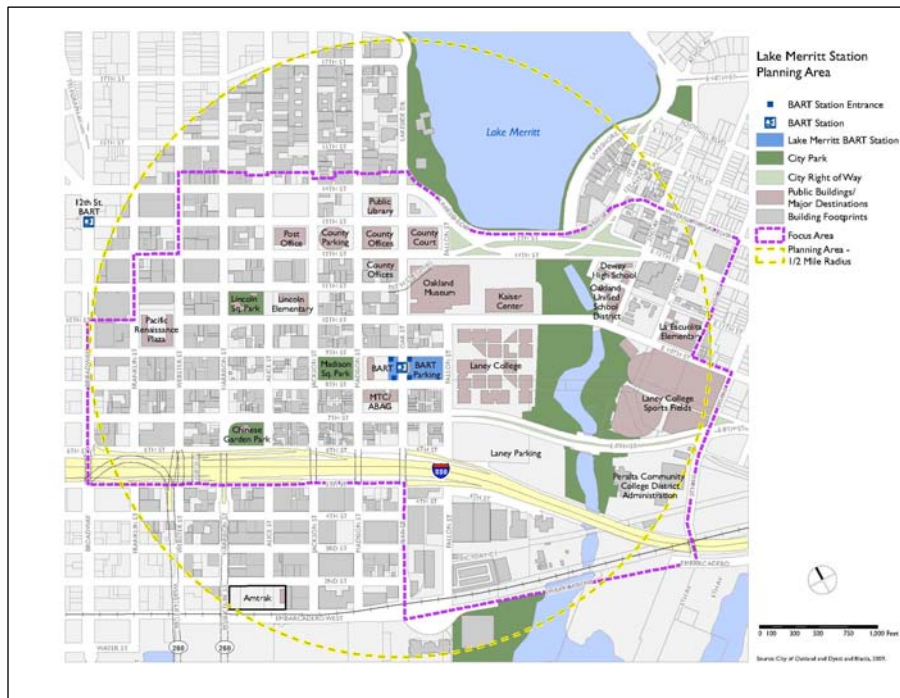
Source: City of Oakland Lake Merritt Station Area Plan Existing Conditions Report, June 2010. Available for download at: http://www2.oaklandnet.com/Government/o/CEDA/o/Redevelopment/s/Projects/DOWD008198#DocumentsandPresentations

According to the City of Oakland and BART (Bay Area Rapid Transit), the goals for new development in the area include increasing non-auto modes of transportation, the housing supply (especially affordable housing), and jobs or access to jobs; providing services and retail options in the station area; and identifying additional recreation and open space opportunities.[45]

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[44] Based on publicly available documentation and interviews with: Joel Ramos, TransForm; Hannah Lindeloff, Dyett & Bhatia; Julia Liou, Asian Health Services; Gilbert Gong, Oakland Parks and Recreation and Lincoln Elementary Parent-Teacher Association; Christina Ferracane, City of Oakland; Dr. Elñora Tena Webb, President, Laney College.

[45] City of Oakland. (©2011). Lake Merritt Station Area Plan. Available at: http://www.business2oakland.com/lakemerrittsap/

In early 2009, the FOCUS Development Without Displacement program funded organizing in the neighborhood, facilitated by Asian Health Services, a local-serving community agency, and TransForm, a regional sustainable transportation advocacy non-profit organization. The preplanning activities, which included a series of meetings and trainings (with translation services) sought to educate residents about transit-oriented development (TOD) and build their capacity to fully participate in the upcoming planning process. The city staff had some early correspondence with the Oakland Unified School District, although the process experienced some hiccups due to staffing changes at the city. In early April 2010, the City hosted a public forum (facilitated by the consultant team) and by fall of 2010, the community process was well underway. More recent meetings have been held during February and March of the current year. The pre-planning efforts, which included no only these public meetings but also a community needs survey have identified a number of community priorities including:

- Improved Public Safety (e.g., issues of street crime and traffic)
- Creation of more jobs (specifically living wage jobs and "green" industry jobs)
- More affordable housing (especially for seniors)
- Increased street and walkway lighting
- Improvements to the I-880 underpass between Jack London Square and Chinatown
- More amenities, services, and recreation options that attract a range of socioeconomic, racial, ethnic, and age interests
- Increased open space with amenities such as space for Tai Chi, badminton, and walking/running tracks away from traffic
- More public restroom facilities
- A teen center and other recreational options for young people
- Sustained quality and increased capacity of Lincoln Elementary School and other neighborhood schools

Educational Context

Lincoln Elementary School sits in the middle of the planning area and is one of the highest-performing elementary schools in the OUSD. In 2010 the school received a National Blue Ribbon School award, which honors schools that are national models of excellence and that demonstrate superior achievement as well as substantial accomplishment in the face of economic challenges. Currently, Lincoln Elementary is operating at full enrollment capacity and experiencing roughly steady enrollment, despite district-wide declining enrollment.[46] In this past year, the school completed a renovation that added 12 new classrooms and a new courtyard.

Many Lincoln students live in the neighborhood and walk to school with parents and/or grandparents. Parents further participate in the education of their children through an active parents club that meets monthly. The school is adjacent to the

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[46] California Department of Education. (Last updated March 23, 2010). DataQuest. Available at: http://dq.cde.ca.gov/dataquest/

Lincoln Recreation Center, which is owned and operated by the city. Through an informal, yet long-standing joint-use agreement, the school and the recreation center share outdoor space, which facilitates recess and after-school activities.

Three charter schools accompany Lincoln Elementary within the planning area. Their presence, however, has raised tensions and concerns within the community. For one, many of the students who attend these charter schools do not live in the immediate neighborhood, and two, some stakeholders believe that the charter schools are attracting the highest achieving students from Lincoln Elementary to their rolls.

MetWest High School is also located within the planning area. A small public school, MetWest serves 131 students and structures its curriculum around experiential learning and an extensive internship program.[47] The high school is part of OUSD's Downtown Educational Complex (DEC), a new development that started this year, which will also house La Escuelita Elementary School and the Yuk Yau and Centro Infantil Child Development Centers. The DEC is located at 2nd Avenue and 10th Street, in the Eastlake neighborhood at the eastern end of the Lake Merrit BART Station planning area.[48]

Rounding out the educational landscape within the planning area is Laney College, a 60-acre community college campus located at 900 Fallon Street, across the street from the Lake Merritt BART to the southeast. The Peralta Community College District (of which Laney College is a part) is a leading stakeholder in the planning process, and Laney College has a strong commitment to partnering with the other institutions – including the City of Oakland and Oakland Unified School District – for the development of a healthy, supporting, and sustainable community for its diverse student population.

Opportunities to Connect Educational Infrastructure to Planning Process

The following discussion highlights key opportunities for connecting the Lake Merritt BART Station Area planning process with the preschool through community college (P-16) educational infrastructure in the community.

Educational institutions (preschool through college) serve as anchors and community assets in the neighborhood.

The P-16 educational institutions located in the targeted neighborhood are community assets to both current residents and potential residents. From the range of ages supported by these schools in general to high-performing schools, such as Lincoln Elementary, in particular, the community has a built-in marketing strategy for both retaining families and attracting new ones. With the potential for population growth and existing relationships and shared commitments between education stakeholders and the broader community, planning and development for the Lake

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[47] Oakland Schools Foundation. (2010). Available at: http://www.smallschoolsfoundation.org/
[48] Oakland Schools Foundation. (2010). MetWest High School. Available at: www.metwest.org

Merritt BART Station neighborhood is clearly connected to the educational infrastructure. For instance, new housing would not only serve existing and new residents; it would also attract faculty, staff, and students working at or attending schools within the planning area.

Population growth in the planning area presents a few challenges. For instance, Lincoln Elementary is already at its enrollment capacity; adding new students would strain the schools resources and ability to uphold is current level of education and achievement. Countering this, however, is the concern about the school's current student demographic homogeneity (many students are Asian-American). Parents are worried that their children may be at a disadvantage when they move on to middle school, where student populations will likely be more diverse in terms of both race and ethnicity but also geography and socioeconomic level. Hence, new residents who move into the planning area given its quantity and quality of educational institutions might contribute greater racial, ethnic, and socio-economic diversity.

While the enhanced transit access promised by the development project will likely expand options for reliable, affordable, and safe transit to school, these concerns suggest several opportunities for the city and educational partners to collaborate during the planning and implementation process:

- ➢ Ensure safe pedestrian access by partnering with OUSD and local school sites to implement Safe Routes to School projects and programming
- ➢ Communicate and share data focused on asset management with OUSD staff in coordination with OUSD's strategic plan goal of clarifying projections for new families, student enrollment, and school facility needs
- ➢ Ensure public transit adequately serves MetWest High School and the area's charter schools by aligning routes and schedules

The current joint-use partnership between Lincoln Elementary School and the adjacent recreation center can set the stage for future joint use and development.

Open space for all ages is a leading concern of the community. Given the potential for population growth in the planning area, overcrowding of facilities and limited resources can be reconciled through shared use. The current joint-use arrangement between Lincoln Elementary School and the adjacent recreation center presents the planning process with a successful model for collaboration. Both the new multiuse Downtown Education Center and the Laney College campus should be seen as resources opportunities for leveraging physical public spaces in the planning area. Joint-use is also a relevant strategy for addressing the management of underutilized facilities. For instance, as the OUSD is assess its physical assets in regard to declining enrollment, it may find that opening up the facilities to greater public use will shift the cost-benefit analysis to a more favorable position. The city's initial planning documents for the Lake Merritt BART Station area development project identify the public and education as major land use actors and detail Laney College's

facilities master plan.[49]   Unfortunately, the planning documents do not include information about the OUSD's planning processes and facilities master plan, and about its new strategic plan, which aims to create a full-service community school district.[50] Moving forward, the city, OUSD, and Laney College could leverage opportunities and address some of the challenges in a few key ways:

➢ Review OUSD's asset management strategies to identify opportunities for joint use of school facilities and grounds for community
➢ Align open space plans managed by the city with those for Laney College

Institutional partnerships and effective community engagement lay a foundation for successful planning and implementation.

The major institutional partners of this project, including the City of Oakland, Laney College, BART, Alameda County, and OUSD, have held productive meetings characterized by a spirit of collaboration. All partners consistently express interest in finding synergies among existing capital projects, particularly with the Downtown Educational Complex. For instance, under the leadership of Superintendent Tony Smith, OUSD is looking at creating schools as centers of community, which would align well with an enhanced vision of the planning area and maximize community resources and organizations.

The preplanning process that TransForm facilitated built the capacity of community stakeholders, evidenced by a recent community partners-sponsored youth focus group that aimed to generate ideas for improvements in the community and the city's current efforts to solicit input from parents at Lincoln Elementary School .As a result of these community forums, an opportunity for collaboration has already materialized. There is a critical need for translators because of the many languages spoken in the community. The city is negotiating with OUSD to utilize the district's interpreters for upcoming meetings.

With so many institutional and community stakeholders, the City of Oakland is presented with an enormous opportunity to leverage the support, knowledge, and insight of residents, students, parents, and teachers across the P-16 educational spectrum. Moving forward, the city could do this and address some of the challenges in a few key ways:

➢ Integrate MetWest High School students into the planning process as part of their internship-based curriculum
➢ Continue to cultivate ongoing participation of OUSD stakeholders in the station area planning process through ongoing communication and coordinated meetings

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[49] City of Oakland. (2011). Lake Merritt Station Area Plan. Available at:
http://www2.oaklandnet.com/Government/o/CEDA/o/Redevelopment/s/Projects/DOWD008198#ReferenceDocuments
[50] Oakland Unified School District. (2011). Community Schools, Thriving Students. Available at:
http://www.thrivingstudents.org

San Jose Diridon Station Area Planning Process[51]

Background on the Planning Process

San Jose's Diridon Station Area Plan focuses on a half-mile radius around Diridon Station, a future stop for the new California High Speed Rail Corridor and a BART extension. The plan aims to "provide a vision and framework for higher intensity/transit-oriented development (TOD) in the area."[52] Current plans reveal a unique, mixed-use destination with a range of amenities for diverse users, from housing to jobs, to transportation to entertainment. Located on the western edge of downtown San Jose, the Diridon Station has the potential to be a gateway between downtown and the surrounding neighborhoods. The development of this station area is phased, with plans for new housing, job creation, and entertainment venues. Most of the housing will be in the outlying areas of the planning area, away from the ballpark and Sharks stadium. Community and city staff would like to see the area as a place for everybody, creating a vibrant, mixed-use, 7-day-a-week space that appeals to multiethnic, intergenerational users.

Source: Land Use Plan from the Diridon Station Preferred Plan, January 10, 2011. Available for download at: http://www.sanjoseca.gov/planning/diridon/default.asp

Because of budget constraints, the planning process was streamlined, which eliminated the oversight of a formal community advisory group. However, a Good Neighbor Committee that had been organized around the planning for the San Jose

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[51] Based on publicly available documentation and interviews with: Michael Brilliot, Planner, City of San Jose

[52] City of San Jose. (Last modified April 14, 2011). Department of Planning, Building, & Code Enforcement: Diridon Station Area Plan. Available at: http://www.sanjoseca.gov/planning/diridon/Diridon_Station_Area_Plan.asp

A's Ballpark provided extensive feedback on the Diridon Plan, which was incorporated into formal recommendations to City Council. City staff conducted extensive community outreach for the initial Station Area Plan visioning meeting, blanketing the neighborhood with mailers. Outreach for subsequent workshops targeted those that attended the first meeting. Unfortunately, city staff has not engaged in substantial outreach to low-income communities or non-English speaking residents; as a result, meeting participants tend to be predominantly middle-income community members, neighborhood activists, and business owners. While the San Jose Unified School District and its school staff have not participated in these visioning meetings, the project has been taken to the city-superintendent's working group and the Environmental Impact Review (EIR) process will be properly vetted by the school district, as is common practice.[53]

Educational Context

The educational context for the San Jose Diridon Station Area Planning Process has not been fully articulated, primarily because there is not a school in the immediate development area. However, the San Jose Unified School District (SJUSD) holds jurisdiction in the planning area, and its previous work with the county and city, as well as with area businesses and other community partners, sets a viable precedent for continued collaboration. For instance, SJUSD and the city planning department have worked together on the Envision San Jose 2040 General Plan update, which, interestingly, focuses planned growth within the Diridon project area.[54] The district also partnered with the Santa Clara County Office of Education, the City of San Jose, and a coalition of business and community leaders to launch SJ2020, an initiative that aims to close the student achievement gap in San Jose by 2020.[55] As part of this program, local businesses, foundations, community organizations, educators, and city leaders have committed to supporting underserved students in the city's 19 school districts.

This community support for education, students, and growth opportunities is complimented by the community interests in more family amenities and more public open spaces, parks, and trails and formal plazas that were raised during public forums. When combined, high-quality education and planning have the potential to foster vibrant full-service communities, and for this reason, the educational context for the San Jose Diridon Station Area Planning Process is indeed important.

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[53] For full summary of this collaborative see San Jose North 1st Street Corridor case study in: A. Bierbaum, J.M. Vincent, & D. McKoy. (2010). *Putting Schools on the Map: Linking Transit-Oriented Development, Families, and Schools in the San Francisco Bay Area*. Center for Cities & Schools. Available at:
http://citiesandschools.berkeley.edu/reports/Putting%20Schools%20on%20the%20Map_Final_Jul10_noappendices.pdf
[54] Envision San Jose 2040 DRAFT General Plan. Available at:
http://www.sanjoseca.gov/planning/gp_update/draftplan.asp
[55] SJ 2020: Eliminating the Achievement Gap. Available at: http://www.sccoe.k12.ca.us/sj2020/

Opportunities to Connect Educational Infrastructure to Planning Process

The following discussion reviews key opportunities for connecting the Diridon Station Area planning process with the educational infrastructure in the area.

The community and the plan prioritize housing, amenities, multimodal transportation options, and attractions for young people, families, and diverse populations.

While the vision for the Diridon Station does not explicitly address issues of schools and education, the most recent planning documents reflect the community consensus on the need for housing, amenities, open space, activities, and transportation options for diverse individuals – including young people and families. The plan calls for between 2,400 and 2,700 new units if housing, although the unit-mix does not focus on family-friendly housing (e.g., 3- and 4-bedrooms).[56] The city does, however, have state policy goal of providing 20% affordable housing for a wide range of income levels and for families, which could influence the ultimate design of housing the station area. Should family-housing emerge in the implementation phase, issues of school quality, capacity, and access will need attention. Further, the transportation connections to and from the state area will prove critical in honoring the existing residential communities. Moving forward, the city could leverage the opportunities and address some of the challenges in a few key ways:

➢ Engage youth and families in planning process to ensure amenities that meet their needs
➢ Ensure ample participation of SJUSD on the Diridon area housing plans and construction because the unit mix will impact student generation – an important issue for SJUSD and their school capacity constraints
➢ Ensure that new pedestrian, bike, and trail amenities connect with existing school sites, and leverage existing Safe Routes to School programs
➢ Identify opportunities for joint use of civic space for educational purposes in the planning area to achieve the planning goal of creating family-friendly amenities

The City of San Jose has a proven success record of engaging young people in planning processes and ongoing collaboration with school stakeholders.

While young people in the community have not been targeted as part of the Diridon Station Area Plan, they have been active participants in the city's general plan update process. Given this demonstrated success and barring budget constraints, the city should use similar outreach strategies again. Furthermore, San Jose's extensive City/Schools Collaborative infrastructure, which again has not been directly involved

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[56] Diridon Station Area Plan: Preferred Plan, Second Draft Report. (April 2011) Available for download at: http://www.sanjoseca.gov/planning/diridon/Diridon_Station_Area_Plan.asp

in Diridon planning process, certainly informs the culture of city-school district relationships in the area.

Managed by the City Manager's Office, the Schools/City Collaborative board is comprised of superintendents from each of the 19 school districts serving San Jose; the mayor; other elected officials as appointed by the mayor; staff from the City Manager's Office; and directors of key city departments (Parks, Recreation, and Neighborhood Services; Housing; Transportation; Planning; Policy; and Library). The Schools/City Collaborative reports to the city council through the Neighborhood Services and Education Committee, which has embraced the Collaborative's feedback as a tool for them to better serve their constituents. Each senior city staff member is paired with a superintendent to co-chair one of three subcommittees – Joint Use, Teachers Recruitment/Retention, and Public Safety. Meetings of the collaborative are working sessions with clear goals and tangible, measurable outcomes. Likewise, they are a time to share information about pressing issues and brainstorm opportunities for leveraging city and district resources. Moving forward, the city could leverage the opportunities and address some of the challenges in a few key ways:

> ➤ Leverage the relationships fostered by the Schools/City Collaborative to maintain ongoing feedback about planning proposals, scenarios, and ultimately, implementation efforts
> ➤ Identify specific opportunities to engage youth in the planning process, for example, public art projects aimed at engaging youth and other school stakeholders in the planning and design of the site

SJ2020 sets the stage for broad stakeholders to support family- and student-centered development in and outside of schools, and could provide a foundation for connecting Diridon development to education efforts.

The SJ2020 initiative is a groundbreaking effort of the Santa Clara County Office of Education and its affiliated school district to engage nontraditional education stakeholders, including the city, business, and broader community members. A tremendous opportunity for San Jose., SJ2020 begins to grapple with some of the large, looming questions of school quality, capacity, and enrollment trends in San Jose. SJ2020 also emphasizes the full life cycle – from childcare and preschool through postsecondary education. Moving forward, the city could leverage the opportunities and address some of the challenges in a few key ways:

> ➤ Investigate opportunities for including high-quality childcare or preschool facilities in the new development to support early education efforts in Santa Clara County
> ➤ Identify ways that the planning and implementation phases of the project could connect with workforce development, job training, and youth internship and/or summer employment efforts of local school districts

Appendix 2: Methodology for Bay Area Regional K-12 Education Quality Analysis

Prepared March 2010 by David Sul, Research Associate, UC Berkeley Center for Cities & Schools

Methodology

There were three phases to the data compilation. The first involved the acquisition of the complete public schools directory. The second phase required the filtering out of schools not within the targeted PDA geography, provided by ABAG staff. Finally, the acquisition and addition of the required academic data completed the data file. Each of these phases is further described below.
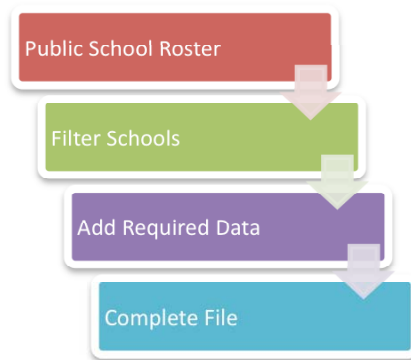
Phase 1: Public school roster

The California Department of Education (CDE) provides data on each public school in California through the Public Schools Database. The data file is available to the public in a database file format, text file format, or Microsoft Excel file format. The file consists of 35 separate descriptors for each school.

For this project, the file was downloaded as a database and then imported into the Microsoft Access database program. The CDE provides "Special Instructions for Excel and Access Users" to facilitate the process. [57]

There were 16,762 schools in the Public Schools Directory for 2009-2010.

Phase 2: Filter out non-targeted schools

Once inside the Microsoft Access, a series of filters were applied using the Structured Query Language (SQL). The first filter removed all schools in non-targeted counties and left only those schools from within the targeted counties. The second filter removed County Offices of Education listed as schools within the directory. The third filter removed all inactive schools within the region.   The number of schools remaining in the file after the application of the third filter was 1,839.

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[57] See http://www.cde.ca.gov/ds/si/ds/excelaccess.asp for more information.

Phase 3: Add required data

To complete the file, a series of academic variables related to each of the schools was appended to the Phase 2 file, each of these described further:

1. School Academic Performance Index (API)

API data files are available for download at the CDE website for the years 1999-2010. For ease of import into the working Access database, the API data file was downloaded as a text file.

2. National School Lunch Program (NSLP) Participation

Participants of the National School Lunch Program (NSLP) may be eligible for either the Free Lunch Program or the Reduced Lunch Program. These terms are commonly grouped together and classified as the Free and Reduced Lunch Program. This variable is significant in that it serves as a proxy variable for students from a lower socioeconomic status (SES) family. The NSLP data is available for the years 2004-2009 at the CDE website. From 1988-2003, the program was referred to as Aid to Families with Dependent Children (AFDC). Those data are available for download at the CDE website as well.

3. English Learners (EL)

During each school year, a census of the total number of languages spoken within each school is conducted. Data files for the Langauge Census (R30-LC) from the years 1980 to 2008, which includes English learners (ELs) by grade and language, are available for download (see chart below for online source).

4. Enrollment, Gender and Ethnicity

The school enrollment file is referred to as the School Information Form (SIF) data and provides the number of students enrolled at a given school. Additionally, the SIF file provides school enrollment data disaggregated by both gender and ethnicity for each school.

5. Teacher Credentials

Teacher credential data comes from the California Basic Educational Data System (CBEDS) Professional Assignment Information Form (PAIF), which is populated each year with California school data. It is posted by the CDE for each school and contains variables such as the number of teachers at the school; the number of teachers who have completed a teacher preparation program and who hold a preliminary, clear professional, or life credential; the number of teachers working under a waiver; the average number of years that all teachers have been instructing students in the district in which they now work the number of first-year teachers and the number of second-year teachers.

Summary of Data Sources

The following data sources were used for this project.

Data Type	Source	Years Available
Public School	http://www.cde.ca.gov/ds/si/ds/pubschls.asp	2009
STAR - API	http://www.cde.ca.gov/ta/ac/ap/apidatafiles.asp	1999-2010
NSLP	http://www.cde.ca.gov/ds/sh/cw/filesafdc.asp	1988-2009
English Learners	http://www.cde.ca.gov/ds/sd/sd/fileselsch.asp	1980-2008
Enrollment	http://dq.cde.ca.gov/DataQuest/downloads/sifenr.asp	1993-2010
Ethnicity	http://dq.cde.ca.gov/DataQuest/downloads/sifenr.asp	1993-2010
Teacher	http://www.cde.ca.gov/ds/sd/df/fstchcrd08.asp	1998-2008

Additional Sources

For additional information on the data available within the CDE, see "What's in DataQuest?" located at http://dq.cde.ca.gov/dataquest/whatsindq.asp.

Discussion

School years are presented according to the fall of the school year. For example, the 2009 school year represents academic school year 2009-2010.

The CDE has an identification system for counties, districts, and schools within California. The CDS code consists of a three-part numeric value for each county, district, and school in California and serves as the unique identifier for each school. Nearly all of the downloadable data files contain the CDS code within the file structure. However, in the case of the NSLP data, the CDE publishes the CDS data as three separate fields: the county, district, and school. In order to conform to the convention of the working data file, these three fields had to be merged together to form the CDS code.

The English Learners data file lists the number of EL students by grade and language but does not total the number of students within the school. In order to calculate the percentage of EL students, the total number of EL students from each grade at the school had to be tallied, linked to the total number of students from the school data file, and then a division was performed on these two numbers. This percentage represents the percentage of EL students within each of the schools.

The enrollment file is presented as a cross-tabulation of grades and ethnicities. The totals for each grade had to be summed across the ethnicities to collapse the table to a manageable number of rows. The content of these rows was then tallied to produce the final enrollment total. Graduation rates as presently defined by both the state and the local school districts have not been included because of discrepancies in the data. One problem is that current statistics do not account for students who leave one high school and move to another (a statewide initiative is being developed).

Appendix 3: Educational Opportunity Index

San Francisco Bay Area Educational Opportunity Index (EOI)
Draft – May 2011

CENTER FOR CITIES & SCHOOLS
UNIVERSITY OF CALIFORNIA, BERKELEY

Indicator Category	Goal	Outcome	Indicator	Potential Data Source
Community Quality	Communities are racially, ethnically, and socio-economically integrated	Mixed income, family housing	Number of 2-, 3-, and 4+ bedroom units across all incomes	Development plans/documents
				Building/planning permits granted
		Level of neighborhood segregation	Neighborhood segregation index	UCLA Civic Rights Project http://www.civilrightsproject.ucla.edu/
	Communities have affordable and reliable multi-modal transportation options within and between neighborhoods across the region	Bicycle and pedestrian friendly routes to school	Safe Routes to School (SR2S) Program	County SR2S office
			Crossing guard program	School site and/or municipal transportation office
		Transit access to/from school	Coordinated public bus and school bell schedules	Transit provider school liaison and/or school district transportation office
		Affordable public transit for students	Student bus pass program	Transit provider school liaison and/or school district transportation office
	Communities are safe	Families have access to safe neighborhoods and schools	Various crime statistics for 1/2 mile radius around school	Local law enforcement agency
School Resources	All schools have access to adequate resources to deliver high quality services	Adequate funding	Per student funding	U.S. Census and/or California Department of Education http://www2.census.gov/govs/school/08f33pub.pdf http://www.cde.ca.gov/ds/fd/ec/currentexpense.asp
	Teachers are prepared and able to deliver highest quality teaching to all students	Qualified and experienced teaching faculty	Percentage of 1st and 2nd year teachers	CA Department of Education http://www.cde.ca.gov/ds/sd/df/fstchcrd08.asp
			Percentage of credentialed teachers	CA Department of Education http://www.cde.ca.gov/ds/sd/df/fstchcrd08.asp
		Adequate individualized attention	Student-teacher ratio	School district and/or CDE [specific from D Sul]
	All schools provide high quality learning/working environments for students, teachers, and staff	School buildings have adequate/quality ventilation and heating, classroom space, kitchens, natural light, etc.	School facilities condition	School district
		School buildings are properly utilized	School capacity vs. enrollment	School district
				CA Department of Education http://dq.cde.ca.gov/DataQuest/downloads/sifenr.asp
	All schools have opportunities for parent involvement	Parents are engaged and active members of the school community	School site councils and/or Parent-Teacher Associations (PTA)	School site

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			Demographic breakdown of schools	CA Department of Education http://dq.cde.ca.gov/DataQuest/downloads/sifenr.asp
Student Characteristics	Schools are racially, ethnically, and socio-economically integrated	Level of school segregation	Percentage of students who qualify for free/reduced priced lunch program	CA Department of Education http://www.cde.ca.gov/ds/sh/cw/filesafdc.asp
			Percentage of students who are English Language Learners	CA Department of Education http://www.cde.ca.gov/ds/sd/sd/fileselsch.asp
School Results	Students are prepared for college and career	Student academic achievement is at grade level	Third grade reading levels	Local school district
			Percentage of 10th grade students completing algebra 1	Local school district
		Students graduate high school	Student graduation rates	Local school districts
		Access to college preparatory and advanced academic work	Percentage of graduating students completing the A to G course sequence	Local school districts
	All schools meet state/federal requirements	Schools meet adequate yearly benchmarks on standardized tests.	Academic Performance Index (API)	CA Department of Education http://www.cde.ca.gov/ta/ac/ap/apidatafiles.asp
			Adequate Yearly Progress (AYP) benchmarks	CA Department of Education http://dq.cde.ca.gov/dataquest/dataquest.asp
Collaborative Policy Structures	Collaborative structures support school and civic success	Educational and civic leadership align visions and work	2x2 committees (including Mayor, Superintendent, city manager, school board and/or city council members) that meet regularly to discuss city-school issues	Local jurisdiction and/or school district and/or PDA Assessment tool
			Memoranda of Understanding, Joint Use Agreements, or other formal tools that codify collaboration	Local jurisdiction and/or school district and/or PDA Assessment tool
		Public schools utilized as community assets	Schools have joint/shared use and/or joint development with public, non-profit, and/or private entities	School district and/or PDA Assessment tool

CC&S San Francisco Bay Area Educational Opportunity Index (EOI) Draft – May 2011