

File No. 230725

Committee Item No. 4

Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

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Date: \_\_\_\_\_

# Not Making the Grade

## San Francisco's Shortage of Credentialed Teachers

June 15, 2023



**CITY AND COUNTY OF SAN FRANCISCO**

2022–2023 CIVIL GRAND JURY

## About the San Francisco Civil Grand Jury

The Civil Grand Jury is a government oversight panel of volunteers who serve for one year. It makes findings and recommendations based on its investigations. Reports of the Civil Grand Jury do not identify individuals by name, and disclosure of information about individuals interviewed by the Jury is prohibited.

—*California Penal Code §929*

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\* This report is issued by the Grand Jury with the exception of two jurors who were recused because of a current or recent connection with organizations that are or have been involved with education in San Francisco. These grand jurors were excluded from all parts of the investigation, discussion, and deliberations related to this report, and from the writing and approval of the report.

# Summary

State law and San Francisco Unified School District (SFUSD) policy require that all teaching positions be filled by credentialed teachers. However, in the 2020–2021 school year, teachers with full credentials filled only 77% of the District’s teaching assignments, while nearly 10% of its assignments were labeled “Ineffective” by the State. These figures were worse than the average rates for schools in the San Francisco Bay Area and across the state.

The 2022–2023 San Francisco Civil Grand Jury investigated this shortage by analyzing data, conducting interviews, and reviewing publications and research, and discussed challenges in teacher recruitment and retention. Our investigation yielded six findings:

1. SFUSD does not employ an adequate number of credentialed teachers to afford a quality education to all San Francisco students.
2. Recruitment and retention may be negatively affected by the District’s low starting salary for credentialed teachers.
3. Recruitment and retention may be negatively affected by a lack of awareness of the District’s competitive pension and other benefits.
4. Recruitment and retention may be negatively affected by the District’s failures to correctly administer teacher and staff payroll.
5. SFUSD’s lack of data about candidates who decline job offers and credentialed teachers who leave District jobs impairs its ability to understand and remediate its shortage of credentialed teachers.

6. SFUSD administrators' reluctance to cooperate with this investigation slowed our ability to thoroughly examine the District's shortage of credentialed teachers.

This report details the Jury's research, investigation, findings, and recommendations.

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# Background

“A student with even one ineffective teacher may not catch up to his peers for up to 3 years, and having one excellent teacher doesn’t fully compensate for the ineffective one. . . . Students with 3 bad teachers in a row rarely catch up at all. Differences in student achievement of 50 percentile points were observed as a result of teacher sequence after only 3 years. . . . Ineffective teachers tend to be ineffective for all students regardless of their ability level.”

—William L. Sanders and June C. Rivers<sup>1</sup>

It is a legal requirement that all California teachers have a valid California teaching credential. All teachers are required to have a valid California credential administered by the Commission on Teacher Credentialing (CTC) to teach in the State.<sup>2</sup>

When fully credentialed teachers aren’t available, school districts can take advantage of a multitude of available permits and waivers by which they may staff teaching positions with other types of education employees<sup>3</sup>—or individuals without credentials of any kind.<sup>4</sup> However, these provisions have always been intended as temporary exceptions to a general policy preference for credentialed teachers. This policy aligns with research that links teacher credentialing to quality educational outcomes.<sup>5</sup>

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<sup>1</sup> Sanders and Rivers, “Cumulative and Residual Effects of Teachers.”

<sup>2</sup> Cal. Educ. Code § 44225 *et seq.*

<sup>3</sup> Cal. Code Regs. Tit. 5, § 80021–80033

<sup>4</sup> Mays, “Many California Teachers.”

<sup>5</sup> Clotfelter, Ladd, and Vigdor, “Teacher Credentials and Student Achievement,” 673–682.



A statewide teacher staffing shortage, compounded by the COVID-19 pandemic, has resulted in many school districts relying upon more of these permits and waivers.

The San Francisco Civil Grand Jury sought to investigate how many San Francisco Unified School District (SFUSD) teaching positions the District staffed with fully credentialed teachers, and examined the District's challenges in recruiting and retaining credentialed teachers.

## A History of Teacher Credentialing

The responsibility for certifying teacher qualifications and competence has not always been a state function in California. Early in state history, individual schools and districts held that responsibility.

By the 1950s, however, dissatisfaction with public school curriculum and teacher preparation led State Senator Hugo Fisher to press for stronger subject matter preparation. The Fisher Act of 1961 delegated the task of improving teacher preparation to the State Board of Education.

In the late 1960s, State Assembly Member Leo J. Ryan worked hard to educate himself and his legislative colleagues on the new educational thinking of the era. To ensure the professionalism of teachers and address demand for qualified teachers, the Ryan Act of 1970 created the nation's first independent standards board: the Commission on Teacher Preparation and Licensing (CTC).<sup>6</sup>

Under subsequent reforms, the CTC's role expanded to include the development of program standards, accreditation procedures, and credentialing practices.

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<sup>6</sup> California Commission on Teacher Credentialing, "[A History of Policies and Forces Shaping California Teacher Credentialing](#)." In 1983, the California Legislature changed this body's name to the Commission on Teacher Credentialing (CTC).

In the late 20th Century, efforts to reduce class sizes increased demand for teachers, which drew increased attention to teacher accountability. In 1998, Senate Bill (SB) 2042 expanded the minimum requirements for teacher credentials.<sup>7</sup>

A 2000 class action, *Eliezer Williams, et al., vs. State of California, et al.*, sought to challenge the unequal distribution of instructional materials, safe and decent school facilities, and qualified teachers across the State. After the case was settled in 2004, the State allocated additional funding for standards-aligned instructional materials and oversight activities. New state law required specified levels of service by Local Education Agencies (LEAs, i.e., school districts).

Among *Williams*' impacts were enhancements to the School Accountability Report Card (SARC), a reporting tool discussed below.<sup>8</sup>

## Credentialing Requirements

To obtain teaching certification in California, a candidate must obtain a bachelor's degree from an accredited university or other college degree, pass the California Basic Educational Skills Test (CBEST) and an assessment of their teaching performance, and accrue teaching experience.<sup>9</sup>

On its hiring website, the San Francisco Unified School District (SFUSD) prominently displays its intended compliance with credentialing requirements:

**Credentials are required** for employment in all certificated positions at SFUSD. It is necessary for educators to hold appropriate credentials for their assignments because in doing so, we **ensure that students receive the quality education** they deserve and the district fulfills our responsibility under

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<sup>7</sup> S. B. 2042 (Chapter 548, Stats. 1998).

<sup>8</sup> California Department of Education, "[The Williams Case, An Explanation.](#)"

<sup>9</sup> CTC, "[Teaching Credentials Requirements.](#)"

Education Code §44258.9 to have evidence of the legal basis for the assignment of each educator.<sup>10</sup>

## Investigating the Data

Each year, all California schools and school districts must update and publish SARC reports to report the condition of their facilities, the assignment of teachers and vacant teaching positions, and the availability of educational materials. SARC data makes it possible for watchdog bodies to determine whether districts comply with the Education Code’s mandate of adequate education to all students.

With SARC reports for San Francisco’s 112 schools as our starting point, the Jury sought to investigate how many of San Francisco’s students are taught by credentialed teachers. We supplemented this analysis with interviews with District administrators, members of the Board of Education, educators, and education advocates.

Our goal was to understand the challenges in teacher retention and recruiting that can affect SFUSD’s teacher shortage and recommend possible solutions.

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<sup>10</sup> San Francisco Unified School District, “[Credentiaing](#).”

# Methodology

## Quantitative Research

To determine the extent to which SFUSD follows certification requirements, the Jury reviewed State data on educator assignments.

Specifically, we consulted SARC reports,<sup>11</sup> the California Department of Education (CDE) *DataQuest* database,<sup>12</sup> and CTC’s teacher assignment dashboard.<sup>13</sup> At the time of our research—spring 2023—the most recent data available from all three sources was from the 2020–2021 school year.

When the Jury discovered inconsistent data definitions and totals between the first two sources and the third, we elected to rely upon SARC data for our analysis. More information about the data challenges we encountered is available in *Appendix 1*.

We reviewed SARC reports for the quantities of SFUSD teachers matching specific assignment definitions—described below—and calculated these as a percentage of all SFUSD teaching positions. We subsequently compared these percentages to statewide averages as well as the average for all San Francisco Bay Area school districts.

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<sup>11</sup> CDE, “[2022 School Accountability Report Card](#).”

<sup>12</sup> CDE Data Reporting Office, “[DataQuest](#).”

<sup>13</sup> CTC, “[All Reports and Data](#).”

## SARC Definitions

For SARC reporting, the California Department of Education (CDE) uses four definitions of assignments for classroom teachers.<sup>14</sup> They are as follows:

1. Fully Preliminary or Clear Credentialed for Subject and Student Placement;
2. Intern Credential Holders;
3. Credentialed Teachers Assigned Out-of-Field; and
4. Ineffective Teachers.

### 1. Fully Preliminary or Clear Credentialed for Subject and Student Placement

Also known as a “clear credentialed” teacher, this designates an educator who has met all teaching certification requirements. A clear credential “permits them to teach the subject and grade levels that they are assigned.”

### 2. Intern Credential Holders

An individual with this credential holds a temporary license that authorizes them to teach for two years.

### 3. Credentialed Teachers Assigned Out-of-Field

This category encompasses a teacher who holds a credential—but not for the subject area or grade level to which he or she is assigned. These assignments are regulated by CTC permits and waivers.<sup>15</sup>

### 4. Ineffective Teachers

This category encompasses four sub-groups:

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<sup>14</sup> CDE, “[Updated Teacher Equity Definitions](#).”

<sup>15</sup> Permits and waivers include the General Education Limited Assignment Permit (GELAP), the Special Education Limited Assignment Permit (SELAP), short-term waivers, and emergency permits, as well as “Local Assignment Options” used by school districts when they cannot otherwise assign a certificated employee.

- A. Teachers without a full teaching license who are assigned under an emergency permit—including short-term and substitute teachers;
- B. Individuals who are not credentialed as teachers and do not have a temporary permit, but are credentialed as school administrators, librarians, nurses, or other personnel;
- C. “Individual[s] who hold no credential, permit, or authorization to teach in California;” and
- D. “Vacant teacher positions,” i.e., positions to which no credentialed employee was assigned at the beginning of a school year (for a year-long role) or the beginning of a semester (for a semester-long course).<sup>16</sup>

## Qualitative Research

Interviews were an essential part of our investigation to supplement our data analysis. To clearly understand SFUSD’s shortage of credentialed teachers, we interviewed all levels of personnel.

The Jury conducted interviews with District leadership and staff, representatives of the San Francisco Board of Education, staff from SFUSD’s teacher accreditation program, school principals, and teachers.

In adherence to the California Penal Code’s strict confidentiality standards for Civil Grand Jury investigations, this report does not disclose the interview subjects’ identities, the specific questions we asked, nor the answers that each subject furnished.<sup>17</sup>

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<sup>16</sup> In addition to their use in the SARC, these definitions are used by the Teaching Assignment Monitoring Outcomes (TAMO) reports in CDE’s *DataQuest* database. We determined that TAMO data and SARC data were the same.

<sup>17</sup> CA Penal Code § 929 (2021).

# Discussion

Federal, state, and local laws require workers in many professions to demonstrate a standard knowledge and proficiency in their field through testing and proof of training. This includes physicians and nurses, barbers, accountants, bus drivers, and peace officers. Most require a standard body of knowledge and some form of certification or licensing.

It is the Jury's belief, and the premise of this investigation, that teaching should be no exception.

It is bedeviling to precisely correlate teacher certification with student outcomes. One reason for this is that credentialed teachers are not evenly distributed across schools and school districts. For example, lower rates of credentialed teachers frequently coincide with other confounding factors that affect educational outcomes, such as poor student nutrition,<sup>18</sup> lead paint,<sup>19</sup> and parental incarceration.<sup>20</sup>

Nevertheless, longitudinal research has isolated the effects of teacher credentialing on student outcomes.<sup>21</sup> This is complemented by a wealth of scholarship that attributes student success to formal teacher training.<sup>22</sup> Passing a certification exam is a reasonable proxy for formal training, since testing shows the mastery of a body of knowledge or subject matter acquired over a period of time through education and training.

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<sup>18</sup> Whatnall, Patterson, Burrows, and Hutchesson, "Higher Diet Quality."

<sup>19</sup> Zhang, Baker, Tufts, Raymond, Salihu, and Elliott, "Early Childhood Lead Exposure."

<sup>20</sup> Nichols and Loper, "Incarceration in the Household," 1455.

<sup>21</sup> Clotfelter, et al., *op. cit.*; Goldhaber and Brewer, "Teacher Degree Level," 79.

<sup>22</sup> See, e.g., Harris and Sass, "Teacher Training," 798.

If we expect credentialed teachers for our students, then what follows is bad news: SFUSD does not employ enough credentialed teachers to furnish a quality education to every student in the District. For more than a decade, the District’s teacher attrition rate has averaged between 9% and 10%, and it cannot recruit sufficient new credentialed teachers to fill each teaching assignment.<sup>23</sup>

Our analysis uncovered that in the 2020–2021 school year, approximately 77% of SFUSD teaching positions were staffed by individuals with clear teaching credentials. Put another way, nearly one quarter of teaching positions were staffed by individuals without these credentials. A subset of this group—9% of all teaching positions—were so-called “Ineffective” teacher placements.<sup>24</sup>

In the same reporting year, in all Bay Area schools, 82% of teaching positions were filled by clear-credentialed teachers, a rate that is one fifth higher than SFUSD’s, and 6.3% of placements were Ineffective—almost one third fewer than in San Francisco. Statewide, 83% of teaching positions were filled by clear-credentialed teachers, and just 4% were Ineffective.

These figures are summarized in *Table 1*.

Table 1: 2020–2021 Teacher Assignments<sup>25</sup>

	Clear Credentialed	Intern	Out of Field	Ineffective
California	83.12%	1.53%	4.41%	4.08%
San Francisco Bay Area	81.72%	2.38%	3.27%	6.27%
SFUSD	76.24%	2.25%	4.25%	8.92%

<sup>23</sup> SFUSD, “SFUSD Monitoring Teacher Attrition.”

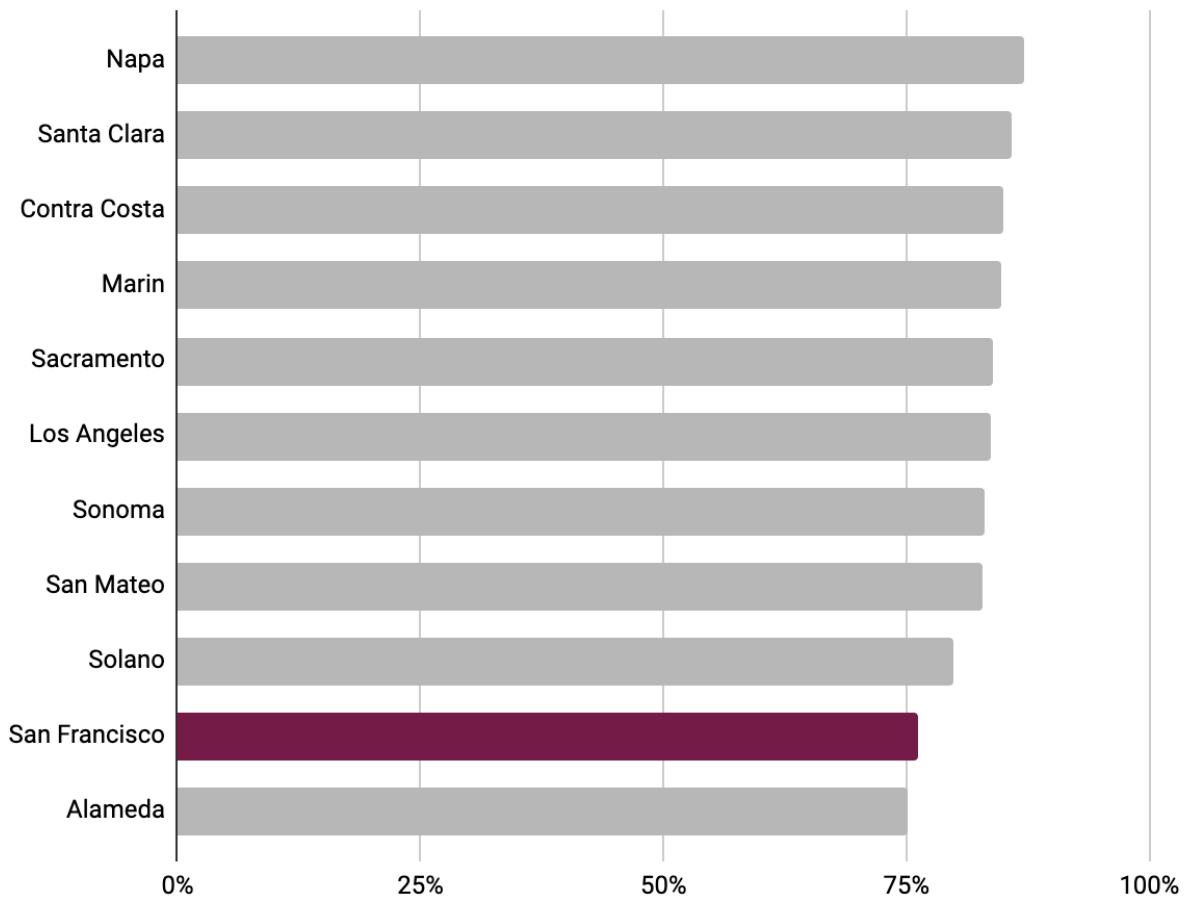
<sup>24</sup> CDE, “Updated Teacher Definitions,” *op. cit.*

<sup>25</sup> 2022 SARC.



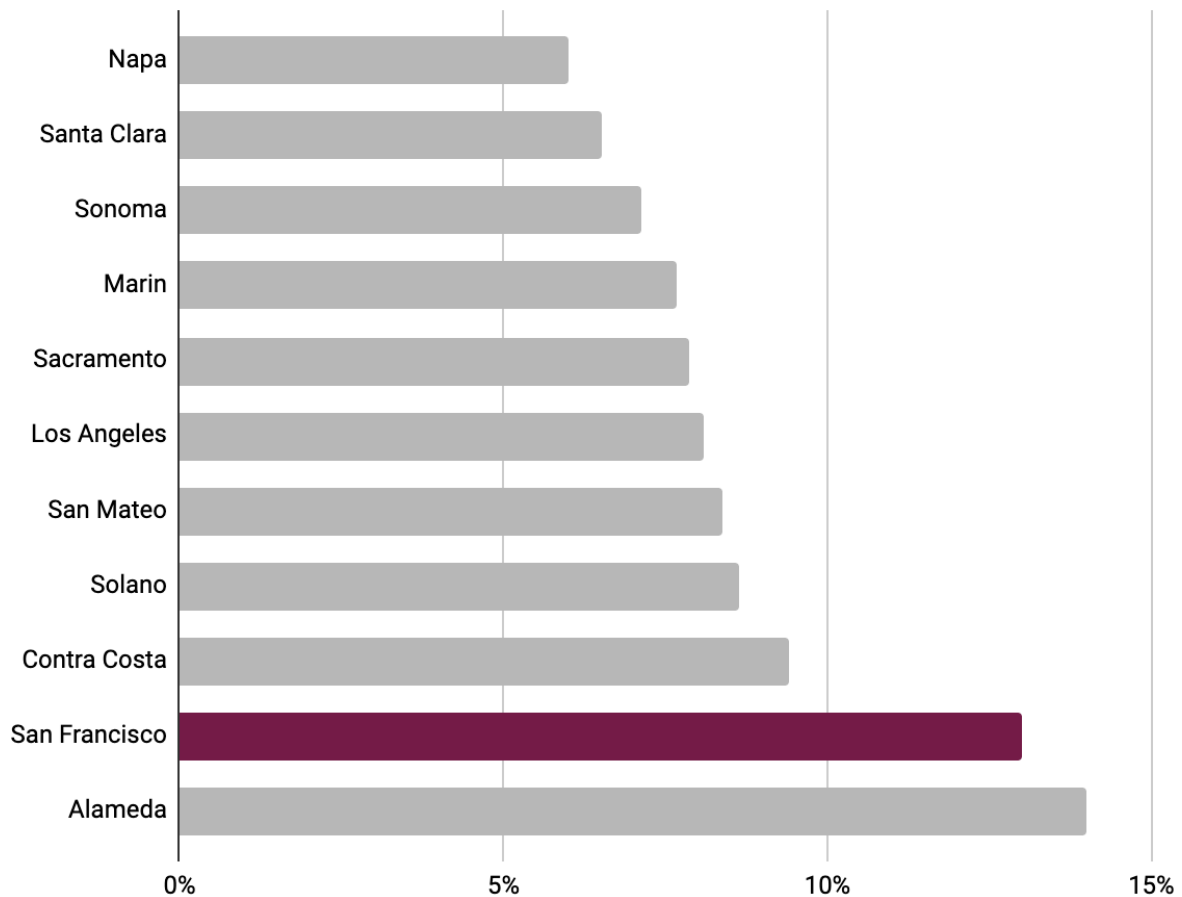
Figure 1 shows the percentage of clear credentialed teachers in several California counties. Figure 2 shows the percentage of Ineffective and Out-of-Field teachers in those counties.

Figure 1: Clear Credentialed Teachers Ranked by County<sup>26</sup>



<sup>26</sup> 2022 SARC. Longer bars in this chart indicate a higher percentage of teaching positions filled by clear-credentialed teachers.

Figure 2: Ineffective and Out-of-Field Assignments Ranked by County<sup>27</sup>



The State has not yet published reports for the 2021–2022 and 2022–2023 school years, but educators and District administrators told the Jury that the teacher shortage has only worsened in those years, a continued effect of the COVID-19 pandemic.

<sup>27</sup> 2022 SARC. Shorter bars in this chart indicate fewer Ineffective or Out of Field teaching assignments.

## Issues Affecting Teacher Recruitment and Retention

To understand the data, the Jury turned to qualitative research, speaking with educators and administrators to identify the challenges in recruiting and retaining credentialed teachers that could account for SFUSD’s teacher shortage.

We learned that SFUSD’s human resources department does not maintain a formal database of the reasons that prospective teachers decline job offers from the District. SFUSD also does not conduct exit interviews or otherwise track the reasons that teachers depart the District.

Without these data sources, it is impossible for the Jury—or the District itself—to precisely determine why SFUSD does not recruit or retain an adequate quantity of credentialed teachers. Instead, we only can discuss the likely factors affecting recruitment and retention that were identified by the witnesses we interviewed.

### Low Pay

In Jury interviews, both administrators and educators cited low teacher pay as a major factor affecting recruitment and retention.

Certainly, the problem of low teacher pay is not unique to San Francisco. The topic has received attention in academic research,<sup>28</sup> among economists,<sup>29</sup> and in public opinion.<sup>30</sup> However, in the Bay Area, the economic pressures on teachers are particularly acute. The gap between the region’s median teacher salaries and its median rent is the largest in the state.<sup>31</sup>

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<sup>28</sup> Childs and Shakeshaft, “Meta-Analysis,” 2493.

<sup>29</sup> Loeb Page, “[Examining the Link](#),” 393.

<sup>30</sup> Jackson Newall, “[Most Americans](#).”

<sup>31</sup> Lambert and Willis, “[Rising Rents](#).”

SFUSD's starting salary for a credentialed teacher is \$54,289 per year.<sup>32</sup> This amount is 40% less than the United States Department of Housing and Urban Development (HUD)'s definition of "Very Low Income" for families in the region: \$93,200.<sup>33</sup>

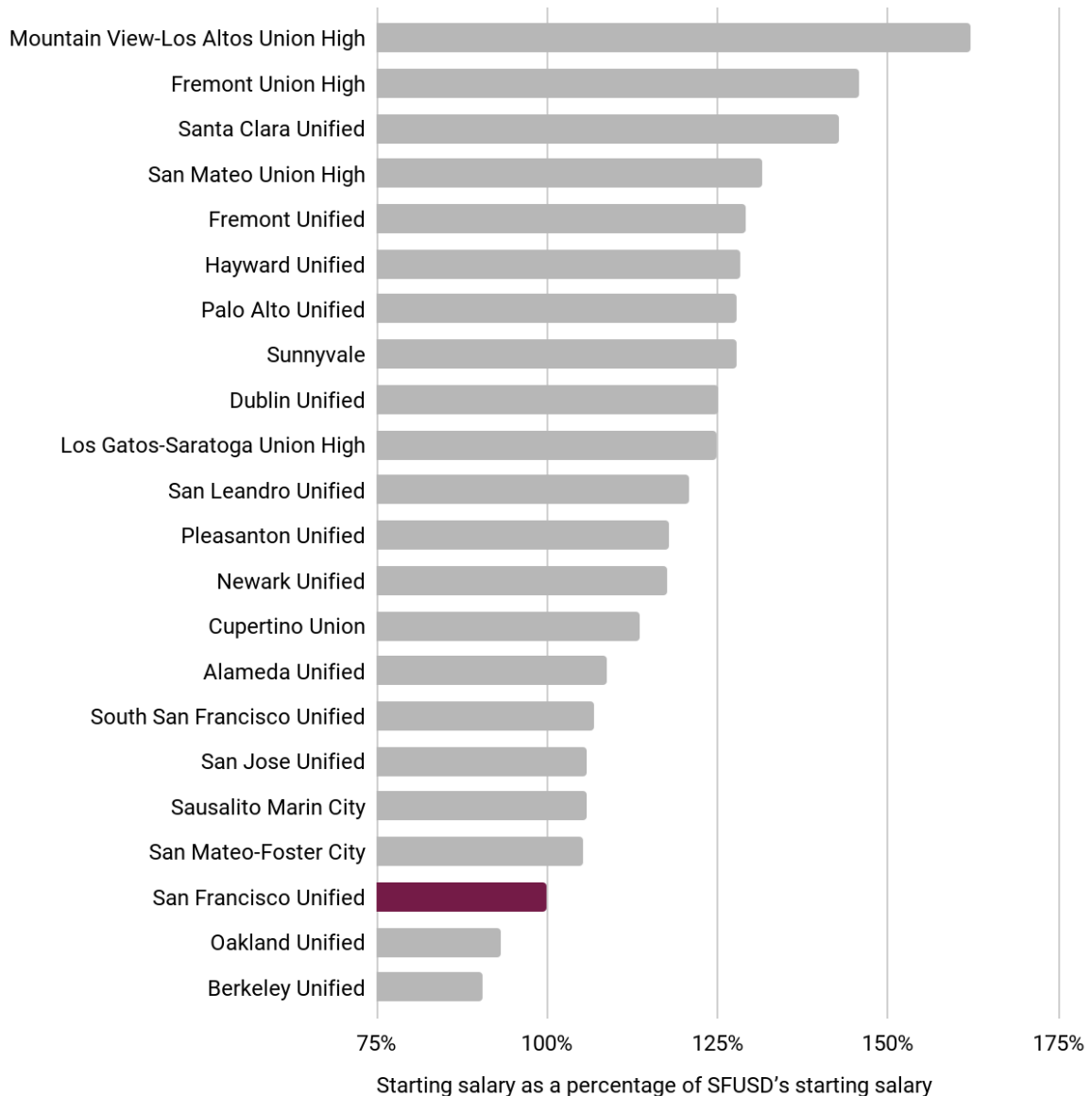
The amount also is lower than starting salaries in many other Bay Area school districts by as much as 38%, as seen in *Figure 3*. Starting salaries for all Bay Area school districts are available in *Appendix 5*.

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<sup>32</sup> CDE Office of Financial Accountability and Information Services, "Certificated Salaries & Benefits." SFUSD's contract for full-time certificated teachers specifies that teachers are paid in twelve equal monthly installments.

<sup>33</sup> \$93,200 is the Very Low Income limit used to define eligibility for subsidized housing for a family of four in the San Francisco, CA Metropolitan Area. United States Department of Housing and Urban Development Office of Policy Development and Research, "Income Limits."

Figure 3: Relative Starting Salaries by School District<sup>34</sup>



Our interview subjects indicated that such low pay discouraged both new and experienced credentialed teachers from teaching in SFUSD.

<sup>34</sup> CDE Financial Accountability and Information Services, *op. cit.* Starting salaries for credentialed teachers in select San Francisco Bay Area school districts as a percentage of SFUSD's starting salary for credentialed teachers. Longer bars in this chart indicate higher starting salaries. For additional information about SARC's normalization of teacher salary data, see CDE, "[School Accountability Report Card Data Layout.](#)"

## Pathway To Teaching

One prominent effort to increase the number of credentialed teachers in SFUSD is the District’s Pathway to Teaching, a fast track to applying for a full credential and SFUSD employment.

Pathway to Teaching is a practice-based intern credential program by which a candidate can earn a salary while also completing requirements to earn a preliminary credential in 15–24 months. Candidates complete courses, receive mentorship and student teaching supervision, accrue field experience, and prepare to pass the credentialing examinations required by the CTC. Since 2019, the program has graduated 259 participants.<sup>35</sup>

The Jury believes programs such as Pathway to Teaching that boost teacher recruitment merit additional study to evaluate their efficacy.

## Insufficient Publicity of Competitive Benefits

Despite SFUSD’s comparatively low pay, there are competitive non-salary benefits that could make the District a desirable place in which to teach.

Administrators called specific attention to SFUSD’s contribution to teacher pensions, administered through the San Francisco Employees’ Retirement System. SFUSD is among only 17 Bay Area school districts that provide lifetime benefits to retirees.<sup>36</sup> These benefits are indeed noteworthy—however they are not featured in SFUSD’s online recruiting materials,<sup>37</sup> nor has SFUSD issued a press release promoting these benefits in at least five years.<sup>38</sup>

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<sup>35</sup> SFUSD, “[About Pathway to Teaching](#).”

<sup>36</sup> CDE, “Certificated Salaries & Benefits,” *op. cit.*

<sup>37</sup> SFUSD, “[Join SFUSD](#).”

<sup>38</sup> SFUSD, “[Press Releases](#).”

In addition, while not administered by SFUSD, two San Francisco programs exist to assist certified teachers in combating the City’s unaffordable housing costs. The first is Teacher Next Door, a loan program from the Mayor’s Office of Housing Community and Development (MOHCD).<sup>39</sup>

The second program, Educators Downpayment Assistance Loan Program (Educators-DALP), provides District employees down payment assistance to purchase their first market-rate home in San Francisco.<sup>40</sup>

The District promotes Teacher Next Door in many teachers’ job postings,<sup>41</sup> but has publicized the program in only one press release in five years.<sup>42</sup> Educators-DALP is not featured in the District’s recruiting materials, and is mentioned only in the same February 2022 press release.

The Jury recognizes that matters of job listings and promoting benefits programs are complex—for example, they may be subject to agreements with labor partners. However, if SFUSD’s administrators believe that benefits are a differentiator in the competitive market for credentialed teachers, then an opportunity has been missed to leverage them as a recruiting tool.

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<sup>39</sup> Teacher Next Door is a loan program from the Mayor’s Office of Housing Community and Housing Development (MOHCD). The program affords forgivable loans of between \$20,000 and \$40,000 to District employees purchasing their first home. City and County of San Francisco, “[About the Teacher Next Door Program](#).”

<sup>40</sup> The Educators’ Downpayment Assistance Loan Program (Educators-DALP) provides District employees down payment assistance of up to \$500,000 to purchase their first market-rate home in San Francisco, subject to loan pre-approval, participation in MOHCD education programs, and other eligibility requirements. CCSF, “[Educators Downpayment Assistance Loan Program \(Educators-DALP\)](#).”

<sup>41</sup> See, e.g., SFUSD, “[Early Childhood Education Teacher](#).”

<sup>42</sup> SFUSD, “[SF Board of Education Approves Ground Lease Agreements](#).”

## Payroll Fiasco

Since January 2022, SFUSD has faced another impediment to effective recruiting and retention of credentialed teachers: a succession of missteps surrounding its payroll administration beginning with the unsuccessful purchase of a new payroll system, EMPowerSF.

SFUSD employees have experienced inaccurate paychecks,<sup>43</sup> canceled insurance benefits,<sup>44</sup> and improper deductions.<sup>45</sup> Concurrently, District administrators have received waves of negative media coverage chronicling the mounting complexity and expense of fixing the system as it spiraled from an initially disclosed price tag of \$2.8 million<sup>46</sup> to \$8 million today.<sup>47</sup>

Images of teachers' overnight sit-ins competed with District administrators' declaration of a "payroll state of emergency"<sup>48</sup> to sustain negative attention on SFUSD's failures—tarnishing its reputation as an employer of choice.

In another case to receive wide media coverage, in March 2023, SFUSD administrators informed employees that their 2022 tax refunds may be affected by the District's failure to accurately report wages to the State.<sup>49</sup> As the District works to address its recruiting and retention challenges, additional harmful publicity is ill-timed.

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<sup>43</sup> Tucker, "[S.F. Teacher Got Paid \\$0 in April.](#)"

<sup>44</sup> Stoughtenborough, "[S.F. Teachers Stage Overnight Sit-In.](#)"

<sup>45</sup> Knight, "[S.F. Teachers Are Resigning.](#)"

<sup>46</sup> Tucker, "[S.F. School District Paid \\$14 Million.](#)"

<sup>47</sup> Vainshtein, "[SFUSD Pours More Money into Fixing Troubled EMPower.](#)"

<sup>48</sup> Tucker, "[S.F. Teacher Payroll Fiasco.](#)"

<sup>49</sup> Whiting, "[SFUSD Admits to Major Payroll Problem.](#)"



## No Recruiting and Retention Data

As previously discussed, the Jury learned that SFUSD does not presently track the reasons it fails to hire new credentialed teachers, nor the reasons that teachers leave the District. San Franciscans are deprived of the deeper insight and potential solutions that would be revealed by data from the types of candidate tracking and human resources management tools that are commonplace in the private sector. The Jury is concerned that the District does not centrally collect and analyze such data.

## Non-Responsive Administrators

During this investigation, the Jury experienced reluctance on the part of SFUSD administrators to cooperate with our inquiries. Our requests for interviews and information frequently went unacknowledged, and multiple interview subjects either did not make themselves available or refused to participate outright. These delays required repeated interventions by the Office of the San Francisco City Attorney. This poor cooperation slowed our ability to examine the District's shortage of credentialed teachers.

A quarter century ago, the San Francisco Civil Grand Jury of 1998–1999 sought to gather information and interviews from SFUSD in an investigation of the District's bilingual education programs. That Jury met with “an almost total lack of cooperation from the various District Administrators with whom it dealt,” leading to a report that included formal findings of “delay of and interference with [the] Grand Jury's Investigation” and “manipulation of reported numbers.”<sup>50</sup>

We draw a distinction between our predecessors' experience and our own. Eventually, we were able to conduct most of the interviews we sought, and we have no cause to

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<sup>50</sup> San Francisco Civil Grand Jury, “San Francisco Unified School District” (1999). In a follow up report the following year, the 1999–2000 Civil Grand Jury noted that a subsequent generation of SFUSD leadership furnished “a commendable degree of cooperation.”

doubt either the accuracy of the data we analyzed or the intentions of those who compiled it. The reluctance we encountered stemmed from administrators' unfamiliarity with the San Francisco Civil Grand Jury and their obligation to cooperate with our work.

Nevertheless, SFUSD has room to improve in its willingness and ability to fully track, recognize, and communicate the challenges it faces. A more data-driven and forthright management culture would only help the District's efforts to recruit and retain credentialed teachers.

Transparency is a vital component in addressing a problem as urgent as the shortage of credentialed teachers, with nothing less than the effective education of San Francisco's students on the line.

# Findings and Recommendations

## Finding 1: Insufficient Credentialed Teachers

**By assigning 26% fewer clear credentialed teachers to classroom roles and 56% more misassigned teaching positions than school districts statewide, the San Francisco Unified School District does not employ an adequate number of credentialed teachers to afford a quality education to all San Francisco students.**

### Recommendation 1

Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s efforts to recruit and retain credentialed teachers.

## **Finding 2: Low Pay**

**The San Francisco Unified School District’s starting salary for credentialed teachers of \$54,289 is both lower than the United States Department of Housing and Urban Development’s limit for affordable housing in the San Francisco Bay Area, and lower than the starting salary for credentialed teachers in many other Bay Area school districts, which can negatively affect SFUSD’s recruitment and retention of credentialed teachers.**

### **Recommendation 2.1**

Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s credentialed teacher salaries relative to United States Department of Housing and Urban Development (HUD) Income Limits.

### **Recommendation 2.2**

Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s credentialed teacher salaries relative to those of other school districts in the San Francisco Bay Area.

### **Finding 3: Insufficient Publicity of Competitive Benefits**

**The San Francisco Unified School District's competitive pension benefits and San Francisco's subsidy programs for teacher housing are not broadly publicized, which can negatively affect SFUSD's recruitment and retention of credentialed teachers.**

#### **Recommendation 3**

By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to expand its promotion of SFUSD's pension and benefits programs and San Francisco's teacher housing subsidies in its recruiting materials.

## **Finding 4: Ineffective Payroll Administration**

**The San Francisco Unified School District’s failures to correctly administer teacher and staff payroll can negatively affect SFUSD’s recruitment and retention of credentialed teachers.**

### Recommendation 4.1

By September 30, 2023, the Mayor should request that the San Francisco Controller’s Office prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s purchase and implementation of EMPowerSF.

### Recommendation 4.2

By September 30, 2023, the Mayor should request that the San Francisco Controller’s Office prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s failure to correctly report staff tax withholdings to the California Franchise Tax Board.

## **Finding 5: Lack of Employee Data**

**The San Francisco Unified School District’s lack of data about candidates who decline SFUSD job offers and credentialed teachers who leave SFUSD jobs impairs its ability to understand and remediate its shortage of credentialed teachers.**

### Recommendation 5.1

By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to incorporate the appropriate training, protocols, and software tooling to record the reasons credentialed teachers do not accept job offers in SFUSD, and prepare an annual summary report analyzing these factors.

### Recommendation 5.2

By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to incorporate the appropriate training, protocols, and software tooling to record the reasons credentialed teachers leave SFUSD—for example, exit interviews—and prepare an annual summary report analyzing these factors.

## **Finding 6: Non-Responsive Administrators**

**Some SFUSD administrators initially did not assist the Jury’s investigation because they were unfamiliar with our institution and their responsibility to respond to our requests. These delays slowed our examination of the District’s shortage of credentialed teachers.**

### **Recommendation 6**

**By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to direct all SFUSD employees to cooperate with Civil Grand Jury investigations.**



# Required and Invited Responses

## Required Responses

Pursuant to California Penal Code §933, the Jury requests from these City institutions responses to the following Findings and Recommendations:

- Mayor and Superintendent of schools within 60 calendar days;
- San Francisco Board of Education within 90 days

Respondent	Findings	Recommendations
Office of the Mayor		R4.1, R4.2
Superintendent of schools	F1, F2, F3, F4, F5, F6	R1, R2.1, R2.2, R3, R4.1, R4.2, R5.1, R5.2, R6
San Francisco Board of Education	F1, F2, F3, F4, F5, F6	R1, R2.1, R2.2, R3, R4.1, R4.2, R5.1, R5.2, R6

## Invited Responses

The Jury invites responses to the following Findings and Recommendations from this City institution within 60 calendar days:

Respondent	Findings	Recommendations
San Francisco Controller's Office		R4.1, R4.2

# Appendices

## Appendix 1: Inconsistent Data

In its reports on teaching assignments, the California Commission on Teacher Credentialing (CTC) defines teacher *Misassignment* as follows:

The placement of a certificated employee in a teaching or services position for which the educator does not hold a legally recognized certificate, credential, permit, or waiver with an appropriate authorization for the assignment or is not otherwise authorized for the assignment under another section of statute or regulation.<sup>51</sup>

This definition bears superficial similarity to SARC’s *Teachers Without Credentials and Misassignments*, but the CTC explicitly advises that CTC’s and SARC’s totals for these terms do not directly align. The CTC’s California Educator Assignment Monitoring dashboard states that “[d]efinitions and outcomes may not be directly comparable to other teacher data reports,” including SARC.<sup>52</sup>

Indeed, SARC’s *Teachers Without Credentials and Misassignments* total does not equal CTC’s number of *Teacher Misassignments*—and the two totals are different enough from one another to merit specific attention.

In our initial analysis, there appeared to be a substantial difference between SARC’s *Teachers Without Credentials and Misassignments* category and CTC’s *Teacher Misassignments*. The former data source reported 252 misassignments—i.e., 8.9% of

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<sup>51</sup> CTC, “[Data Terms](#).”

<sup>52</sup> CTC, “[California Educator Assignment Monitoring](#).”

SFUSD's 2831.6 teaching positions;<sup>53</sup> the latter reported 1345 misassignments, which would represent an astonishing 47% of all teaching positions. Such a significant difference required deeper investigation.

The Jury identified several anomalies in the CTC data set that would appear to contribute to the widely different values in each source.

For example, the CTC report indicated 811 misassigned teaching positions at Five Keys Independence High School alone. As the educational program within the San Francisco County Sheriff's jail facility, Five Keys does not employ 811 teachers altogether, let alone 811 misassigned teachers.

When we filtered both data sets to remove data from Five Keys, the two data sets' numbers of misassigned teachers more closely matched each other—14.87% according to CTC data, and 7.16% according to SARC/TAMO—but they still did not align.

In another example, CTC data showed 21 misassigned teaching positions at City Arts & Leadership Academy, a charter school in Balboa Park. According to DataQuest, however, City Arts & Leadership only reported 16 teaching positions altogether. Our attempts to determine how more than 100% of a school's teaching positions could be misassigned cast further doubt on our ability to draw conclusions using the CTC's data.<sup>54</sup>

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<sup>53</sup> The aggregate effects of rounding would seem to account for a non-integer total.

<sup>54</sup> The Jury has concerns about the quality of SARC's data, too. In spring 2023, SARC's 2020–2021 data files and 2021–2022 files were differently organized but contained identical totals for SFUSD and statewide teachers. We requested that the California Department of Education's Data Reporting Office furnish clarification but received the same data again. It exceeds the Jury's jurisdiction to make findings or recommendations about the State's data collection and reporting.

## Appendix 2: San Francisco Unified School District Schools

CDS code	School	Address	ZIP	Grade	Charter
38684780119958	Academy (The)- SF @McAteer	555 Portola Dr.	94131-1616	9-12	No
38684786040695	Alamo Elementary	250 23rd Ave.	94121-2009	K-5	No
38684786040703	Alvarado Elementary	625 Douglas St.	94114-3140	K-5	No
38684786062020	Aptos Middle	105 Aptos Ave.	94127-2520	6-8	No
38684786040737	Argonne Elementary	680 18th Ave.	94121-3818	K-5	No
38684787019417	Arise Educational Center	1760 Cesar Chavez St., Stes RS	94124-1136	K-12	No
38684783830387	Asawa (Ruth) SF Sch of the Arts, A Public School	555 Portola Dr.	94131-1616	9-12	No
38684783830288	Balboa High	1000 Cayuga Ave.	94112-3236	9-12	No
38684780132241	Brown Jr. (Willie L) Middle	2055 Silver Ave.	94122-2032	6-8	No
38684786040778	Bryant Elementary	2641 25th St.	94110-3514	K-5	No
38684786062046	Buena Vista/ Horace Mann K-8	3351 23rd St.	94110-3031	K-8	No
38684783830254	Burton (Phillip and Sala) Academic High	400 Mansell St.	94134-1829	9-12	No
38684786040752	Carmichael (Bessie)/FEC	375 Seventh St.	94103-4020	K-8	No
38684786093496	Carver (George Washington) Elementary	1360 Oakdale Ave.	94124-2724	K-5	No
38684786041149	Chavez (Cesar) Elementary	825 Shotwell St.	94110-3212	K-5	No
38684786113252	Chin (John Yehall) Elementary	350 Broadway St.	94133-4503	K-5	No
38684780120386	Chinese Immersion School at DeAvila	1250 Waller St.	94117-2919	K-5	No
38684780107300	City Arts & Leadership Academy	350 Seneca Ave.	94112-3248	9-12	Yes
38684786040828	Clarendon Alternative Elementary	500 Clarendon Ave.	94131-1113	K-5	No
38684786040836	Cleveland Elementary	455 Athens St.	94112-2801	K-5	No
38684786040968	Cobb (William L.) Elementary	2725 California St.	94115-2513	K-5	No
38684786112601	Creative Arts Charter	1601 Turk St.	94115-4527	K-8	Yes
38684786059869	Denman (James) Middle	241 Oneida Ave.	94112-3228	6-8	No
38684783830064	Downtown High	693 Vermont St.	94107-2635	9-12	No
38684786104673	Drew (Charles) College Preparatory Academy	50 Pomona Ave.	94124-2344	K-5	No
38684786908917	Edgewood Community School	1801 Vicente St.	94116-2923	9-12	No
38684786040950	El Dorado Elementary	70 Delta St.	94134-2145	P-5	No

CDS code	School	Address	ZIP	Grade	Charter
38684786062038	Everett Middle	450 Church St.	94114-1721	6-8	No
38684780111427	Feinstein (Dianne) Elementary	2550 25th Ave.	94116-2901	K-5	No
38684780101774	Five Keys Charter (SF Sheriff's)	1 Moreland Dr.	94066-1670	9-12	Yes
38684780118141	Five Keys Independence HS (SF Sheriff's)	70 Oak Grove	94107-1019	9-12	Yes
38684786041347	Flynn (Leonard R.) Elementary	3125 Cesar Chavez St.	94110-4722	K-5	No
38684786059844	Francisco Middle	2190 Powell St.	94133-1949	6-8	No
38684783831765	Galileo High	1150 Francisco St.	94109-1004	9-12	No
38684786041040	Garfield Elementary	420 Filbert St.	94133-3002	K-5	No
38684783830437	Gateway High	1430 Scott St.	94115-3510	9-12	Yes
38684780123265	Gateway Middle	1512 Golden Gate Ave.	94115-4515	6-8	Yes
38684786059828	Giannini (A.P.) Middle	3151 Ortega St.	94122-4051	6-8	No
38684786041073	Glen Park Elementary	151 Lippard Ave.	94131-3249	K-5	No
38684786041115	Grattan Elementary	165 Grattan St.	94117-4208	K-5	No
38684786041123	Guadalupe Elementary	859 Prague St.	94112-4516	K-5	No
38684786040760	Harte (Bret) Elementary	1035 Gilman Ave.	94124-3710	K-5	No
38684786041156	Hillcrest Elementary	810 Silver Ave.	94134-1012	K-5	No
38684786059851	Hoover (Herbert) Middle	2290 14th Ave.	94116-1841	6-8	No
38684786040984	Huerta (Dolores) Elementary	65 Chenery St.	94131-2706	K-5	No
38684783830197	Independence High	1350 7th Ave.	94122-2508	9-12	No
38684786041230	Jefferson Elementary	1725 Irving St.	94122-1893	K-5	No
38684780102103	Jordan (June) School for Equity	325 La Grande Ave.	94112-2866	9-12	No
38684786041008	Key (Francis Scott) Elementary	1530 43rd Ave.	94122-2925	K-5	No
38684786041602	King (Thomas Starr) Elementary	1215 Carolina St.	94107-3322	K-5	No
38684786059885	King Jr. (Martin Luther) Academic Middle	350 Girard St.	94134-1469	6-8	No
38684780101337	KIPP Bayview Academy	1060 Key Ave.	94124-3563	5-8	Yes
38684780101352	KIPP SF Bay Academy	1430 Scott St., Third Fl.	94115-3510	5-8	Yes
38684780127530	KIPP SF College Preparatory	1195 Hudson Ave.	94124-2488	9-12	Yes
38684786041305	Lafayette Elementary	4545 Anza St.	94121-2621	K-5	No
38684786041321	Lakeshore Alternative Elementary	220 Middlefield Dr.	94132-1418	K-5	No
38684786040877	Lau (Gordon J.) Elementary	950 Clay St.	94108-1521	K-5	No
38684786041339	Lawton Alternative	1570 31st Ave.	94122-3104	K-8	No
38684786089569	Lee (Edwin and Anita) Newcomer	657 Merchant St.	94111-2505	K-5	No

CDS code	School	Address	ZIP	Grade	Charter
38684786062053	Lick (James) Middle	1220 Noe St.	94114-3714	6-8	No
38684783830429	Life Learning Academy Charter	651 Eighth St., Bldg. 229 Treasure Island	94130-1901	9-12	Yes
38684786102479	Lilienthal (Claire) Elementary	3630 Divisadero St.	94123-1411	K-8	No
38684783833241	Lincoln (Abraham) High	2162 24th Ave.	94116-1723	9-12	No
38684786041362	Longfellow Elementary	755 Morse St.	94112-4223	K-5	No
38684783833407	Lowell High	1101 Eucalyptus Dr.	94132-1401	9-12	No
38684786041586	Malcolm X Academy	350 Harbor Rd.	94124-2474	K-5	No
38684786062061	Marina Middle	3500 Fillmore St.	94123-2103	6-8	No
38684783830403	Marshall (Thurgood) High	45 Conkling St.	94124-1931	9-12	No
38684786041412	Marshall Elementary	1575 15th St.	94103-3639	K-5	No
38684786041016	McCoppin (Frank) Elementary	651 Sixth Ave.	94118-3804	K-5	No
38684786041420	McKinley Elementary	1025 14th St.	94114-1221	K-5	No
38684786040919	Milk (Harvey) Civil Rights Elem	4235 19th St.	94114-2415	K-5	No
38684786041438	Miraloma Elementary	175 Omar Way	94127-1701	K-5	No
38684786089585	Mission Education Center	1670 Noe St.	94131-2357	K-5	No
38684783834082	Mission High	3750 18th St.	94114-2614	9-12	No
38684780123505	Mission Preparatory	1050 York St.	94110-3420	K-8	Yes
38684786041446	Monroe Elementary	260 Madrid St.	94112-2055	K-5	No
38684786099154	Moscone (George R.) Elementary	2576 Harrison St.	94110-2720	K-5	No
38684786041255	Muir (John) Elementary	380 Webster St.	94117-3512	K-5	No
38684786097919	New Traditions Elementary	2049 Grove St.	94117-1123	K-5	No
38684783834769	O'Connell (John) High	2355 Folsom St.	94110-2010	9-12	No
38684786981534	Oakes Children's Center	1550 Treat Ave.	94110-5234	K-8	No
38684786041271	Ortega (Jose) Elementary	400 Sargent St.	94132-3152	K-5	No
38684786041206	Parker (Jean) Elementary	840 Broadway St.	94133-4219	K-5	No
38684786041503	Parks (Rosa) Elementary	1501 O'Farrell St.	94115-3762	K-5	No
38684786041065	Peabody (George) Elementary	251 Sixth Ave.	94118-2311	K-5	No
38684786062079	Presidio Middle	450 30th Ave.	94121-1766	6-8	No
38684786041511	Redding Elementary	1421 Pine St.	94109-4719	K-5	No
38684786041487	Revere (Paul) Elementary	555 Tompkins Ave.	94110-6144	K-8	No
38684786089775	Rooftop Elementary	443 Burnett Ave.	94131-1330	K-8	No
38684786059901	Roosevelt Middle	460 Arguello Blvd.	94118-2505	6-8	No

CDS code	School	Address	ZIP	Grade	Charter
38684780119875	S.F. International High	655 DeHaro St.	94107-2727	8-12	No
38684786093488	SF Community Alternative	125 Excelsior Ave.	94112-2041	K-8	No
38684780123117	SF Public Montessori	2340 Jackson St.	94115-1323	K-5	No
38684786041545	Sanchez Elementary	325 Sanchez St.	94114-1615	K-5	No
38684786041289	Serra (Junipero) Elementary	625 Holly Park Cir.	94110-5815	K-5	No
38684786041560	Sheridan Elementary	431 Capitol Ave.	94112-2934	K-5	No
38684786041578	Sherman Elementary	1651 Union St.	94123-4506	K-5	No
38684786040851	Sloat (Commodore) Elementary	50 Darien Way	94127-1902	K-5	No
38684786041594	Spring Valley Elementary	1451 Jackson St.	94109-3115	K-5	No
38684786041529	Stevenson (Robert Louis) Elementary	2051 34th Ave.	94116-1109	K-5	No
38684786041610	Sunnyside Elementary	250 Foerster St.	94112-1341	K-5	No
38684786113997	Sunset Elementary	1920 41st Ave.	94116-1101	K-5	No
38684786041644	Sutro Elementary	235 12th Ave.	94118-2103	K-5	No
38684786040943	Taylor (Edward R.) Elementary	423 Burrows St.	94134-1449	K-5	No
38684786115901	Tenderloin Community	627 Turk St.	94102-3212	K-5	No
38684786040935	Thomas Edison Charter Academy	3531 22nd St.	94114-3405	K-8	Yes
38684786041685	Ulloa Elementary	2650 42nd Ave.	94116-2714	K-5	No
38684786041701	Visitacion Valley Elementary	55 Schwerin St.	94134-2742	K-5	No
38684786059919	Visitacion Valley Middle	1971 Visitacion Ave.	94134-2700	6-8	No
38684783830205	Wallenberg (Raoul) Traditional High	40 Vega St.	94115-3826	9-12	No
38684783839081	Washington (George) High	600 32nd Ave.	94121-2733	9-12	No
38684786040893	Webster (Daniel) Elementary	465 Missouri St.	94107-2826	K-5	No
38684783830031	Wells (Ida B.) High	1099 Hayes St.	94117-1621	9-12	No
38684786041727	West Portal Elementary	5 Lenox Way	94127-1111	K-5	No
38684786041131	Yick Wo Elementary	2245 Jones St.	94133-2207	K-5	No
38684786113245	Yu (Alice Fong) Elementary	1541 12th Ave.	94122-3503	K-8	No

### Appendix 3: Teacher Assignments by School (SARC)

CDS code	School	Clear	Intern	Out of Field	Ineffective	unknown	Total
38684780119958	Academy (The)- SF @McAteer	85.17%	0%	13.89%	0.00%	0.89%	18.0
38684786040695	Alamo Elementary	91.43%	0%	0.00%	0.00%	8.57%	23.3
38684786040703	Alvarado Elementary	83.33%	4.17%	0.00%	4.17%	8.33%	24.0
38684786062020	Aptos Middle	71.79%	5.14%	1.87%	7.84%	13.34%	53.4
38684786040737	Argonne Elementary	89.09%	5.46%	0.00%	0.00%	5.46%	18.3
38684787019417	Arise Educational Center	*	*	*	*	*	*
38684783830387	Asawa (Ruth) SF Sch of the Arts, A Public School	77.31%	2.69%	16.78%	2.69%	0.54%	37.1
38684783830288	Balboa High	67.45%	1.73%	1.39%	14.08%	15.34%	57.7
38684780132241	Brown Jr. (Willie L) Middle	65.91%	0%	3.64%	14.77%	15.68%	22.0
38684786040778	Bryant Elementary	100.00%	0%	0.00%	0.00%	0.00%	10.8
38684786062046	Buena Vista/ Horace Mann K-8	80.97%	0%	2.17%	11.42%	5.44%	36.7
38684783830254	Burton (Phillip and Sala) Academic High	76.51%	3.62%	3.83%	7.41%	8.58%	60.8
38684786040752	Carmichael (Bessie)/FEC	89.52%	2.75%	0.00%	6.36%	1.37%	29.1
38684786093496	Carver (George Washington) Elementary	100.00%	0%	0.00%	0.00%	0.00%	8.0
38684786041149	Chavez (Cesar) Elementary	80.22%	6.59%	0.00%	4.40%	8.79%	22.7
38684786113252	Chin (John Yehall) Elementary	100.00%	0%	0.00%	0.00%	0.00%	9.5
38684780120386	Chinese Immersion School at DeAvila	87.30%	0%	0.00%	12.70%	0.00%	15.7
38684780107300	City Arts & Leadership Academy	70.26%	7.37%	0.00%	22.30%	0.00%	16.1
38684786040828	Clarendon Alternative Elementary	90.00%	0%	0.00%	0.00%	10.00%	20.0
38684786040836	Cleveland Elementary	76.81%	17.39%	0.00%	5.80%	0.00%	17.2
38684786040968	Cobb (William L.) Elementary	87.50%	12.5%	0.00%	0.00%	0.00%	8.0
38684786112601	Creative Arts Charter	78.27%	0%	0.00%	21.73%	0.00%	23.2
38684786059869	Denman (James) Middle	71.95%	0%	2.22%	9.81%	16.01%	44.9
38684783830064	Downtown High	35.29%	0%	56.24%	7.55%	0.62%	6.4
38684786104673	Drew (Charles) College Preparatory Academy	70.59%	5.88%	23.53%	0.00%	0.00%	8.5
38684786908917	Edgewood Community School	*	*	*	*	*	*
38684786040950	El Dorado Elementary	94.74%	0%	0.00%	0.00%	5.26%	9.5
38684786062038	Everett Middle	60.07%	2.16%	8.18%	13.62%	15.95%	34.7
38684780111427	Feinstein (Dianne) Elementary	91.67%	0%	0.00%	0.00%	8.33%	24



CDS code	School	Clear	Intern	Out of Field	Ineffective	unknown	Total
38684780101774	Five Keys Charter (SF Sheriff's)	42.07%	0%	20.48%	37.27%	0.00%	5.4
38684780118141	Five Keys Independence HS (SF Sheriff's)	18.95%	0%	28.77%	52.21%	0.05%	91.6
38684786041347	Flynn (Leonard R.) Elementary	90.36%	4.82%	0.00%	4.82%	0.00%	20.7
38684786059844	Francisco Middle	82.52%	0%	0.00%	3.53%	13.92%	32.9
38684783831765	Galileo High	80.18%	1.17%	2.17%	3.56%	12.90%	85.2
38684786041040	Garfield Elementary	100.00%	0%	0.00%	0.00%	0.00%	12.4
38684783830437	Gateway High	79.99%	0%	0.00%	19.97%	0.00%	27.9
38684780123265	Gateway Middle	48.54%	0%	0.00%	38.01%	13.39%	17.1
38684786059828	Giannini (A.P.) Middle	75.89%	0%	5.33%	5.65%	13.11%	49.9
38684786041073	Glen Park Elementary	78.13%	12.5%	0.00%	0.00%	9.38%	16.0
38684786041115	Grattan Elementary	89.19%	5.41%	0.00%	5.41%	0.00%	18.5
38684786041123	Guadalupe Elementary	87.10%	6.45%	6.45%	0.00%	0.00%	15.5
38684786040760	Harte (Bret) Elementary	100.00%	0%	0.00%	0.00%	0.00%	12.0
38684786041156	Hillcrest Elementary	76.92%	4.62%	4.62%	4.62%	9.23%	21.6
38684786059851	Hoover (Herbert) Middle	83.18%	3.15%	3.11%	3.97%	6.54%	42.8
38684786040984	Huerta (Dolores) Elementary	65.63%	12.5%	6.25%	12.50%	3.13%	16.0
38684783830197	Independence High	44.13%	0%	36.14%	19.16%	0.51%	15.6
38684786041230	Jefferson Elementary	92.11%	2.63%	0.00%	0.00%	5.26%	19.0
38684780102103	Jordan (June) School for Equity	58.48%	0%	26.92%	7.20%	7.30%	20.6
38684786041008	Key (Francis Scott) Elementary	88.37%	0%	0.00%	4.65%	6.98%	21.5
38684786041602	King (Thomas Starr) Elementary	69.23%	0%	15.38%	10.26%	5.13%	19.5
38684786059885	King Jr. (Martin Luther) Academic Middle	79.78%	0%	2.62%	10.48%	7.08%	23.2
38684780101337	KIPP Bayview Academy	54.50%	0%	5.36%	34.71%	5.36%	14.0
38684780101352	KIPP San Francisco Bay Academy	56.22%	0%	0.00%	43.78%	0.00%	15.9
38684780127530	KIPP San Francisco College Prep	55.12%	2.42%	13.91%	28.48%	0.00%	33.0
38684786041305	Lafayette Elementary	93.18%	0%	0.00%	4.55%	2.27%	22.0
38684786041321	Lakeshore Alternative Elementary	86.43%	0%	0.00%	4.52%	9.05%	22.1
38684786040877	Lau (Gordon J.) Elementary	88.52%	3.28%	1.64%	3.28%	3.28%	30.5
38684786041339	Lawton Alternative	90.06%	0%	0.00%	0.00%	9.94%	28.4
38684786089569	Lee (Edwin and Anita) Newcomer	90.00%	0%	0.00%	10.00%	0.00%	5.0
38684786062053	Lick (James) Middle	63.69%	1.28%	6.81%	14.06%	14.16%	31.2
38684783830429	Life Learning Academy Charter	49.22%	0%	29.36%	21.24%	0.00%	5.7

CDS code	School	Clear	Intern	Out of Field	Ineffective	unknown	Total
38684786102479	Lilienthal (Claire) Elementary	83.83%	3.36%	3.36%	7.39%	2.02%	29.7
38684783833241	Lincoln (Abraham) High	78.05%	2.03%	1.05%	8.06%	10.81%	88.8
38684786041362	Longfellow Elementary	91.30%	0%	0.00%	4.35%	4.35%	23.0
38684783833407	Lowell High	86.42%	1.62%	1.71%	2.26%	7.97%	113.2
38684786041586	Malcolm X Academy	71.43%	28.57%	0.00%	0.00%	0.00%	7.0
38684786062061	Marina Middle	80.78%	0%	2.75%	5.94%	10.51%	36.3
38684783830403	Marshall (Thurgood) High	69.97%	5.17%	2.59%	12.87%	9.35%	32.1
38684786041412	Marshall Elementary	84.21%	10.53%	0.00%	5.26%	0.00%	9.5
38684786041016	McCoppin (Frank) Elementary	81.82%	9.09%	0.00%	0.00%	9.09%	11.0
38684786041420	McKinley Elementary	100.00%	0%	0.00%	0.00%	0.00%	15.5
38684786040919	Milk (Harvey) Civil Rights Elem	89.47%	10.53%	0.00%	0.00%	0.00%	9.5
38684786041438	Miraloma Elementary	88.24%	0%	0.00%	0.00%	11.76%	17.0
38684786089585	Mission Education Center	100.00%	0%	0.00%	0.00%	0.00%	7.8
38684783834082	Mission High	66.49%	0%	3.59%	11.04%	18.88%	70.9
38684780123505	Mission Preparatory	38.89%	5.56%	0.00%	55.56%	0.00%	18.0
38684786041446	Monroe Elementary	90.16%	9.84%	0.00%	0.00%	0.00%	20.3
38684786099154	Moscone (George R.) Elementary	100.00%	0%	0.00%	0.00%	0.00%	15.5
38684786041255	Muir (John) Elementary	86.67%	0%	6.67%	6.67%	0.00%	15.0
38684786097919	New Traditions Elementary	100.00%	0%	0.00%	0.00%	0.00%	10.1
38684783834769	O'Connell (John) High	37.51%	1.51%	6.82%	24.05%	30.09%	39.7
38684786981534	Oakes Children's Center	*	*	*	*	*	*
38684786041271	Ortega (Jose) Elementary	100.00%	0%	0.00%	0.00%	0.00%	16.5
38684786041206	Parker (Jean) Elementary	100.00%	0%	0.00%	0.00%	0.00%	10.0
38684786041503	Parks (Rosa) Elementary	95.52%	0%	0.00%	0.00%	4.48%	22.3
38684786041065	Peabody (George) Elementary	82.61%	0%	0.00%	0.00%	17.39%	11.5
38684786062079	Presidio Middle	78.74%	1.97%	4.71%	9.42%	5.11%	42.2
38684786041511	Redding Elementary	90.29%	0%	9.71%	0.00%	0.00%	10.3
38684786041487	Revere (Paul) Elementary	66.80%	17.32%	7.19%	4.33%	4.33%	23.1
38684786089775	Rooftop Elementary	90.94%	0%	3.17%	5.88%	0.00%	26.1
38684786059901	Roosevelt Middle	86.60%	0%	0.00%	1.82%	11.53%	36.3
38684780119875	S.F. International High	65.93%	0%	29.67%	4.40%	0.00%	22.7
38684786093488	SF Community Alternative	75.16%	0%	5.52%	19.25%	0.00%	14.4

CDS code	School	Clear	Intern	Out of Field	Ineffective	unknown	Total
38684780123117	San Francisco Public Montessori	100.00%	0%	0.00%	0.00%	0.00%	8.0
38684786041545	Sanchez Elementary	78.71%	7.1%	0.00%	7.10%	7.10%	14.0
38684786041289	Serra (Junipero) Elementary	85.19%	7.41%	0.00%	7.41%	0.00%	13.5
38684786041560	Sheridan Elementary	100.00%	0%	0.00%	0.00%	0.00%	10.0
38684786041578	Sherman Elementary	94.39%	0%	0.00%	0.00%	5.61%	17.8
38684786040851	Sloat (Commodore) Elementary	100.00%	0%	0.00%	0.00%	0.00%	14.7
38684786041594	Spring Valley Elementary	66.67%	6.67%	13.33%	13.33%	0.00%	15.0
38684786041529	Stevenson (Robert Louis) Elem	80.95%	0%	4.76%	0.00%	14.29%	21.0
38684786041610	Sunnyside Elementary	87.50%	0%	6.25%	6.25%	0.00%	16.0
38684786113997	Sunset Elementary	81.25%	0%	0.00%	0.00%	18.75%	16.0
38684786041644	Sutro Elementary	100.00%	0%	0.00%	0.00%	0.00%	12.0
38684786040943	Taylor (Edward R.) Elementary	74.10%	11.1%	3.70%	3.70%	7.40%	27.0
38684786115901	Tenderloin Community	87.88%	0%	0.00%	0.00%	12.12%	16.5
38684786040935	Thomas Edison Charter Academy	76.87%	0%	0.00%	20.15%	2.96%	33.5
38684786041685	Ulloa Elementary	95.40%	0%	0.00%	0.00%	4.60%	21.7
38684786041701	Visitacion Valley Elementary	88.12%	5.94%	0.00%	0.00%	5.94%	16.8
38684786059919	Visitacion Valley Middle	85.08%	0%	1.24%	3.12%	10.49%	26.6
38684783830205	Wallenberg (Raoul) Traditional High	73.57%	0%	0.25%	1.43%	24.72%	31.5
38684783839081	Washington (George) High	82.69%	2.01%	1.01%	2.22%	12.05%	82.5
38684786040893	Webster (Daniel) Elementary	84.80%	8.68%	0.00%	6.52%	0.00%	15.3
38684783830031	Wells (Ida B.) High	69.68%	0%	15.68%	7.20%	7.20%	12.5
38684786041727	West Portal Elementary	95.52%	4.48%	0.00%	0.00%	0.00%	22.3
38684786041131	Yick Wo Elementary	84.62%	0%	0.00%	0.00%	15.38%	13.0
38684786113245	Yu (Alice Fong) Elementary	86.19%	0%	0.00%	2.94%	10.88%	21.7
<b>SFUSD TOTAL</b>		<b>77.23%</b>	<b>2.26%</b>	<b>4.25%</b>	<b>8.92%</b>	<b>7.34%</b>	<b>2832</b>

\* denotes missing data

Source: California Department of Education<sup>55</sup>

<sup>55</sup> 2022 SARC.

## Appendix 4: Teacher Misassignments by School (CTC)

CDS code	School	Total Positions	Misassignments (qty)	Misassignments (pct)
38684786040703	Alvarado Elementary	24.0	1	4.17%
38684786062020	Aptos Middle	53.4	9	16.85%
38684783830387	Asawa (Ruth) SF Sch of the Arts, A Public School	37.1	2	5.39%
38684783830288	Balboa High	57.7	11	19.06%
38684780132241	Brown Jr. (Willie L) Middle	22.0	6	27.27%
38684786062046	Buena Vista/ Horace Mann K-8	36.7	7	19.07%
38684783830254	Burton (Phillip and Sala) Academic High	60.8	10	16.45%
38684786040752	Carmichael (Bessie)/FEC	29.1	8	27.49%
38684786093496	Carver (George Washington) Elementary	8.0	1	12.50%
38684780107300	City Arts & Leadership Academy	16.1	21	130.43%
38684786040836	Cleveland Elementary	17.2	1	5.81%
38684786112601	Creative Arts Charter	23.2	13	56.03%
38684786059869	Denman (James) Middle	44.9	8	17.82%
38684783830064	Downtown High	6.4.0	4	62.50%
38684786062038	Everett Middle	34.7	9	25.94%
38684780118133	Five Keys Adult School (SF Sheriff's)	*	81	*
38684780101774	Five Keys Charter (SF Sheriff's)	5.4	50	925.93%
38684780118141	Five Keys Independence HS (SF Sheriff's)	91.6	811	885.37%
38684786059844	Francisco Middle	32.9	2	6.08%
38684783831765	Galileo High	85.2	9	10.56%
38684783830437	Gateway High	27.9	12	43.01%
38684780123265	Gateway Middle	17.1	9	52.63%
38684786059828	Giannini (A.P.) Middle	49.9	9	18.04%
38684786041115	Grattan Elementary	18.5	3	16.22%
38684786059851	Hoover (Herbert) Middle	42.8	7	16.36%
38684783830197	Independence High	15.6	4	25.64%

38684780102103	Jordan (June) School for Equity	20.6	8	38.83%
38684786041008	Key (Francis Scott) Elementary	21.5	2	9.30%
38684786059885	King Jr. (Martin Luther) Academic Middle	23.2	8	34.48%
38684780101337	KIPP Bayview Academy	14.0	11	78.57%
38771310137307	KIPP Bayview Elementary	*	4	*
38684780101352	KIPP San Francisco Bay Academy	15.9	14	88.05%
38684780127530	KIPP San Francisco College Preparatory	33.0	19	57.58%
38684783830411	Leadership High	*	14	*
38684786089569	Lee (Edwin and Anita) Newcomer	5.0	1	20.00%
38684786062053	Lick (James) Middle	31.2	5	16.03%
38684783830429	Life Learning Academy Charter	5.7	3	52.63%
38684786102479	Lilienthal (Claire) Elementary	29.7	8	26.94%
38684783833241	Lincoln (Abraham) High	88.8	10	11.26%
38684783833407	Lowell High	113.2	6	5.30%
38684786062061	Marina Middle	36.3	6	16.53%
38684783830403	Marshall (Thurgood) High	32.1	14	43.61%
38684786041412	Marshall Elementary	9.5	2	21.05%
38684783834082	Mission High	70.9	4	5.64%
38684780123505	Mission Preparatory	18.0	15	83.33%
38684783834769	O'Connell (John) High	39.7	25	62.97%
38684786062079	Presidio Middle	42.2	11	26.07%
38684786041487	Revere (Paul) Elementary	23.1	1	4.33%
38684786089775	Rooftop Elementary	26.1	3	11.49%
38684786059901	Roosevelt Middle	36.3	3	8.26%
38684780119875	S.F. International High	22.7	2	8.81%
38684786093488	San Francisco Community Alternative	14.4	2	13.89%
38684786041594	Spring Valley Elementary	15.0	2	13.33%
38684786041610	Sunnyside Elementary	16.0	1	6.25%
38769270132183	The New School of San Francisco	*	4	*
38684786040935	Thomas Edison Charter Academy	33.5	15	44.78%

38684786059919	Visitacion Valley Middle	26.6	5	18.80%
38684783830205	Wallenberg (Raoul) Traditional High	31.5	2	6.35%
38684783839081	Washington (George) High	82.5	5	6.06%
38684786113245	Yu (Alice Fong) Elementary	21.7	2	9.22%
<b>SFUSD TOTAL</b>			<b>1345</b>	<b>47.4%</b>

\* denotes missing data

Source: California Commission on Teacher Credentialing<sup>56</sup>

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<sup>56</sup>CTC, "California Educator Assignment Monitoring."

## Appendix 5: Starting Teacher Salary by Bay Area School District

County	District Code	School District	Starting Salary	vs SFUSD
Alameda	01-10017	Alameda County Office of Education	*	*
	01-61119	Alameda Unified	\$58,975.00	108.63%
	01-61127	Albany City Unified	\$51,344.00	94.58%
	01-61143	Berkeley Unified	\$49,125.00	90.49%
	01-31609	California School for the Blind	*	*
	01-31617	California School for the Deaf-Fremont	*	*
	01-61150	Castro Valley Unified	\$58,527.00	107.81%
	01-75093	Dublin Unified	\$67,947.00	125.16%
	01-61168	Emery Unified	*	*
	01-61176	Fremont Unified	\$70,171.00	129.25%
	01-61192	Hayward Unified	\$69,642.00	128.28%
	01-61200	Livermore Valley Joint Unified	\$46,467.00	85.59%
	01-61218	Mountain House Elementary	*	*
	01-61242	New Haven Unified	\$54,983.00	101.28%
	01-61234	Newark Unified	\$63,841.00	117.59%
	01-61259	Oakland Unified	\$50,639.00	93.28%
	01-61275	Piedmont City Unified	*	*
	01-75101	Pleasanton Unified	\$63,923.00	117.75%
	01-61291	San Leandro Unified	\$65,522.00	120.69%
	01-61309	San Lorenzo Unified	\$54,147.00	99.74%
01-77180	SBE - Latitude 37.8 High	*	*	
01-75119	Sunol Glen Unified	*	*	
Contra Costa	07-61630	Acalanes Union High	\$55,380.00	102.01%
	07-61648	Antioch Unified	\$50,576.00	93.16%
	07-61655	Brentwood Union Elementary	\$52,998.00	97.62%
	07-61663	Byron Union Elementary	*	*
	07-61671	Canyon Elementary	*	*
	07-10074	Contra Costa County Office of Education	*	*
	07-61697	John Swett Unified	\$48,057.00	88.52%
	07-61705	Knightsen Elementary	\$43,494.00	80.12%
	07-61713	Lafayette Elementary	\$47,953.00	88.33%
	07-61721	Liberty Union High	\$54,331.00	100.08%
	07-61739	Martinez Unified	\$44,465.00	81.90%
	07-61747	Moraga Elementary	\$53,126.00	97.86%
	07-61754	Mt. Diablo Unified	*	*

County	District Code	School District	Starting Salary	vs SFUSD
Contra Costa	07-61762	Oakley Union Elementary	\$51,269.00	94.44%
	07-61770	Orinda Union Elementary	\$36,484.00	67.20%
	07-61788	Pittsburg Unified	\$53,504.00	98.55%
	07-61804	San Ramon Valley Unified	\$52,348.00	96.42%
	07-77354	SBE - John Henry High	*	*
	07-61812	Walnut Creek Elementary	\$49,705.00	91.56%
	07-61796	West Contra Costa Unified	\$50,922.00	93.80%
Marin	21-65300	Bolinas-Stinson Union	*	*
	21-65334	Kentfield Elementary	*	*
	21-65342	Laguna Joint Elementary	\$40,980.00	75.48%
	21-65359	Lagunitas Elementary	*	*
	21-65367	Larkspur-Corte Madera	\$55,587.00	102.39%
	21-10215	Marin County Office of Education	*	*
	21-65391	Mill Valley Elementary	\$61,248.00	112.82%
	21-65318	Miller Creek Elementary	*	*
	21-65409	Nicasio	\$57,474.00	105.87%
	21-65417	Novato Unified	\$48,488.00	89.31%
	21-65425	Reed Union Elementary	\$58,979.00	108.64%
	21-65433	Ross Elementary	\$63,726.00	117.38%
	21-75002	Ross Valley Elementary	\$54,589.00	100.55%
	21-65458	San Rafael City Elementary	\$50,784.00	93.54%
	21-65466	San Rafael City High	\$59,946.00	110.42%
	21-65474	Sausalito Marin City	\$57,397.00	105.72%
	21-73361	Shoreline Unified	\$58,127.00	107.07%
21-65482	Tamalpais Union High	\$64,006.00	117.90%	
Napa	28-66241	Calistoga Joint Unified	\$70,758.00	130.34%
	28-66258	Howell Mountain Elementary	*	*
	28-10280	Napa County Office of Education	*	*
	28-66266	Napa Valley Unified	\$57,271.00	105.49%
	28-66282	Pope Valley Union Elementary	*	*
	28-66290	Saint Helena Unified	\$78,250.00	144.14%
San Francisco	38-10389	San Francisco County Office of Education	*	*
	<b>38-68478</b>	<b>San Francisco Unified</b>	<b>\$54,289.00</b>	<b>100.00%</b>
	38-77131	SBE - KIPP Bayview Elementary	*	*
	38-76927	SBE - The New School of San Francisco	*	*
San Mateo	41-68858	Bayshore Elementary	*	*
	41-68866	Belmont-Redwood Shores Elementary	\$61,515.00	113.31%
	41-68874	Brisbane Elementary	*	*
	41-68882	Burlingame Elementary	\$52,105.00	95.98%
	41-68890	Cabrillo Unified	\$53,045.00	97.71%



County	District Code	School District	Starting Salary	vs SFUSD
San Mateo	41-68908	Hillsborough City Elementary	\$67,228.00	123.83%
	41-68916	Jefferson Elementary	\$57,362.00	105.66%
	41-68924	Jefferson Union High	\$53,069.00	97.75%
	41-68940	La Honda-Pescadero Unified	\$59,302.00	109.23%
	41-68957	Las Lomitas Elementary	\$63,824.00	117.56%
	41-68965	Menlo Park City Elementary	\$67,459.00	124.26%
	41-68973	Millbrae Elementary	\$55,035.00	101.37%
	41-68932	Pacifica	*	*
	41-68981	Portola Valley Elementary	\$64,108.00	118.09%
	41-68999	Ravenswood City Elementary	\$51,823.00	95.46%
	41-69005	Redwood City Elementary	\$55,266.00	101.80%
	41-69013	San Bruno Park Elementary	\$44,293.00	81.59%
	41-69021	San Carlos Elementary	\$55,337.00	101.93%
	41-10413	San Mateo County Office of Education	*	*
	41-69047	San Mateo Union High	\$71,432.00	131.58%
	41-69039	San Mateo-Foster City	\$57,178.00	105.32%
	41-69062	Sequoia Union High	\$70,979.00	130.74%
	41-69070	South San Francisco Unified	\$58,043.00	106.91%
41-69088	Woodside Elementary	\$68,786.00	126.70%	
Santa Clara	43-69369	Alum Rock Union Elementary	\$59,197.00	109.04%
	43-69377	Berryessa Union Elementary	\$61,298.00	112.91%
	43-69385	Cambrian	\$62,388.00	114.92%
	43-69393	Campbell Union	\$64,698.00	119.17%
	43-69401	Campbell Union High	\$58,250.00	107.30%
	43-69419	Cupertino Union	\$61,648.00	113.56%
	43-69427	East Side Union High	\$61,991.00	114.19%
	43-69435	Evergreen Elementary	\$58,271.00	107.33%
	43-69450	Franklin-McKinley Elementary	\$55,315.00	101.89%
	43-69468	Fremont Union High	\$79,092.00	145.69%
	43-69484	Gilroy Unified	\$56,138.00	103.41%
	43-69492	Lakeside Joint	*	*
	43-69500	Loma Prieta Joint Union Elementary	\$51,250.00	94.40%
	43-69518	Los Altos Elementary	\$59,594.00	109.77%
	43-69526	Los Gatos Union Elementary	\$63,915.00	117.73%
	43-69534	Los Gatos-Saratoga Union High	\$67,755.00	124.80%
	43-69542	Luther Burbank	\$56,437.00	103.96%
	43-73387	Milpitas Unified	\$63,964.00	117.82%
	43-69575	Moreland	\$59,078.00	108.82%
	43-69583	Morgan Hill Unified	\$50,809.00	93.59%
43-69617	Mount Pleasant Elementary	\$59,766.00	110.09%	

County	District Code	School District	Starting Salary	vs SFUSD
Santa Clara	43-69591	Mountain View Whisman	\$68,535.00	126.24%
	43-69609	Mountain View-Los Altos Union High	\$88,066.00	162.22%
	43-69625	Oak Grove Elementary	\$53,709.00	98.93%
	43-69633	Orchard Elementary	\$63,677.00	117.29%
	43-69641	Palo Alto Unified	\$69,402.00	127.84%
	43-69666	San Jose Unified	\$57,426.00	105.78%
	43-10439	Santa Clara County Office of Education	*	*
	43-69674	Santa Clara Unified	\$77,556.00	142.86%
	43-69682	Saratoga Union Elementary	\$65,276.00	120.24%
	43-77149	SBE - KIPP Navigate College Prep	*	*
	43-77115	SBE - Perseverance Preparatory	*	*
	43-69690	Sunnyvale	\$69,388.00	127.81%
	43-69708	Union Elementary	\$66,503.00	122.50%
	Solano	48-70524	Benicia Unified	\$48,193.00
48-70532		Dixon Unified	*	*
48-70540		Fairfield-Suisun Unified	\$48,946.00	90.16%
48-10488		Solano County Office of Education	*	*
48-70565		Travis Unified	\$52,033.00	95.84%
48-70573		Vacaville Unified	\$50,189.00	92.45%
48-70581		Vallejo City Unified	*	*
Sonoma	49-70599	Alexander Valley Union Elementary	*	*
	49-70615	Bellevue Union	\$53,003.00	97.63%
	49-70623	Bennett Valley Union Elementary	\$50,339.00	92.72%
	49-70649	Cinnabar Elementary	\$50,862.00	93.69%
	49-70656	Cloverdale Unified	\$49,786.00	91.71%
	49-73882	Cotati-Rohnert Park Unified	\$43,650.00	80.40%
	49-70672	Dunham Elementary	*	*
	49-70680	Forestville Union Elementary	\$55,168.00	101.62%
	49-70698	Fort Ross Elementary	*	*
	49-70706	Geyserville Unified	\$50,079.00	92.25%
	49-70714	Gravenstein Union Elementary	\$59,503.00	109.60%
	49-70722	Guerneville Elementary	\$51,045.00	94.02%
	49-70730	Harmony Union Elementary	\$55,529.00	102.28%
	49-75390	Healdsburg Unified	\$53,337.00	98.25%
	49-70763	Horicon Elementary	\$44,766.00	82.46%
	49-70888	Kashia Elementary	\$47,537.00	87.56%
	49-70789	Kenwood	*	*
	49-70797	Liberty Elementary	\$54,140.00	99.73%
	49-70805	Mark West Union Elementary	\$55,665.00	102.53%
49-70813	Monte Rio Union Elementary	\$50,204.00	92.48%	

County	District Code	School District	Starting Salary	vs SFUSD
Sonoma	49-70821	Montgomery Elementary	\$50,980.00	93.90%
	49-70839	Oak Grove Union Elementary	\$54,178.00	99.80%
	49-70847	Old Adobe Union	*	*
	49-70854	Petaluma City Elementary	*	*
	49-70862	Petaluma Joint Union High	*	*
	49-70870	Piner-Olivet Union Elementary	\$39,998.00	73.68%
	49-70896	Rincon Valley Union Elementary	\$53,561.00	98.66%
	49-70904	Roseland	\$53,243.00	98.07%
	49-70912	Santa Rosa Elementary	*	*
	49-70920	Santa Rosa High	*	*
	49-70938	Sebastopol Union Elementary	\$47,437.00	87.38%
	49-10496	Sonoma County Office of Education	*	*
	49-70953	Sonoma Valley Unified	\$49,902.00	91.92%
	49-70961	Twin Hills Union Elementary	\$48,150.00	88.69%
	49-70979	Two Rock Union	\$47,499.00	87.49%
	49-70995	Waugh Elementary	\$48,365.00	89.09%
	49-71001	West Side Union Elementary	\$46,876.00	86.35%
	49-70607	West Sonoma County Union High	\$50,053.00	92.20%
	49-71019	Wilmar Union Elementary	*	*
	49-75358	Windsor Unified	\$47,263.00	87.06%
49-71035	Wright Elementary	*	*	

\* denotes missing data

Source: California Department of Education<sup>57</sup>

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<sup>57</sup> CDE Financial Accountability and Information Services, "Certificated Salaries & Benefits."

## Appendix 6: glossary

**BOE**—San Francisco Board of Education

**CBEST**—California Basic Educational Skills Test

**CDE**—California Department of Education

**CDS**—a unique identification number—comprises County, District, and School—for each California school, utilized in many California Department of Education data stores

**certified teacher**—a teacher who possesses a teaching credential to teach in California

**clear credential**—designates an educator who has met all teaching certification requirements. A clear credential “permits them to teach the subject and grade levels that they are assigned.”

**CTC**—California Commission on Teacher Credentialing

**EMPowerSF**—a computerized payroll system introduced by SFUSD in January 2022

**ineffective teacher**—an ineffective teacher is any of the following<sup>58</sup>:

- An individual whose assignment is legally authorized by an emergency permit that does not require possession of a full teaching license; or
- A teacher who holds a teaching credential but does not possess a permit or authorization that temporarily allows them to teach outside of their credentialed area (misassigned); or
- An individual who holds no credential, permit, or authorization to teach in California.

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<sup>58</sup> CDE, “[Updated Teacher Equity Definitions](#).”

“Ineffective” includes the following limited term emergency permits:

- Provisional Internship Permits;
- Short-Term Staff Permits;
- Variable Term Waivers; and
- Substitute permits or Teaching Permits for Statutory Leave (TSPL) holders serving as the teacher of record.

**intern**—a teacher who holds both a bachelor’s degree and a two-year credential

**LEA**—local educational agency; frequently a school district

**misassignment**

1. An “individual whose assignment is legally authorized by an emergency permit that does not require possession of a full teaching license”—including permits for provisional, short-term, and substitute teachers.
2. “Employees assigned to teaching or pupil services positions for which the employee does not hold the required certificate, credential, or other statutory authorization” and “does not possess a permit or authorization that temporarily allows them to teach outside of their credentialed area”—including individuals who are not credentialed as teachers but may be credentialed as administrators, libraries, school nurses, and other personnel.
3. An “[i]ndividual who holds no credential, permit, or authorization to teach in California.”
4. “Vacant teacher positions,” i.e., positions to which a specific certificated employee has not been assigned at either the beginning of a school year (for a year-long role) or the beginning of a semester (for a semester-long course).

**out of field**—a certified teacher who receives a permit but has not yet demonstrated competency in the subject matter in the field to which they are assigned

**Pathway to Teaching**—SFUSD’s Pathway to Teaching is a practice-based intern teacher credential program accredited by the California Commission on Teacher Credentialing

**permits**—permits are required to work in a non-teacher function at a school funded by the Department of Education

**Ryan Act** —1970; created the CTC and reformed requirements for teacher education

**SARC**—School Accountability Report Card; mandated by California Proposition 98 in 1988; an annual public report on school conditions, staffing, and performance

**TAMO**—Teacher Assignment Monitoring Outcomes

**unknown**—SARC coding for a full time equivalent teaching position in which either information about the course assignment or the teacher is either missing or has been identified as incorrect

**waiver**—specially granted permission from the CTC for an LEA to hire a candidate without appropriate credentials when a fully credentialed candidate is not available; types include Variable Term Waiver and Short-Term Waiver<sup>59</sup>

***Williams v. California***—a class action lawsuit filed against the State of California over unequal and substandard education resources; its settlement led to additional funding for standards-aligned instructional materials and oversight-related activities, and new law requiring specified levels of service by California school districts

**vacancy**—a teaching position that has not been filled by the start of a school term; vacancies are counted by both SARC and CTC as a type of *misassignment*

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<sup>59</sup> CTC, “Waiver Requests Guidebook.”

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2022-23 CIVIL GRAND JURY FINDINGS, RECOMMENDATIONS, AND RESPONSES TO FINDINGS AND RECOMMENDATIONS

Report Title [Publication Date]	F#	Finding	Respondent Assigned by CGJ [Response Due Date]	Finding Response (Agree/ Disagree)	Finding Response Text
Not Making the Grade: San Francisco's Shortage of Credentialed Teachers [June 15, 2023]	F4	Finding 4: Ineffective Payroll Administration The San Francisco Unified School District's failures to correctly administer teacher and staff payroll can negatively affect SFUSD's recruitment and retention of credentialed teachers			



**OFFICE OF THE CONTROLLER**  
CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield  
Controller  
Todd Rydstrom  
Deputy Controller

August 15, 2023

The Honorable Anne-Christine Massullo  
Presiding Judge, Superior Court of California, County of San Francisco  
400 McAllister Street, Room 008  
San Francisco, CA 94102

Dear Judge Massullo:

The following is in response to the 2022-2023 Civil Grand Jury report, *Not Making the Grade: San Francisco's Shortage of Credentialed Teachers (June 15, 2023)*. In accordance with California Penal Code §933, our response is being submitted to the Presiding Judge.

Thank you for the opportunity to comment on this Civil Grand Jury report. If you have any questions, please contact me at [Todd.Rydstrom@sfgov.org](mailto:Todd.Rydstrom@sfgov.org).

Respectfully submitted,

Todd Rydstrom /s/  
Deputy Controller

cc: Ben Rosenfield, Controller  
Mark de la Rosa, Director of Audits  
Claire Stone, Manager of Special Projects and Key Initiatives  
Anatolia Lubos, Civil Grand Jury Analyst  
Stephanie Cabrera, Board of Supervisors Clerk

#	Recommendation	Respondent Assigned by CGJ	Response	Response Text
			Has been implemented	Summary regarding implemented action
			Will be implemented	Timeframe for implementation
			Require further analysis	Explain scope and parameter of analysis, timeframe (should not exceed 6-months)
			Will not be implemented	Explain thereof
R4.1 [for F4]	By September 30, 2023, the Mayor should request that the San Francisco Controller’s Office prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s purchase and implementation of EMPowerSF.	MYR, CON	Will not be implemented	While we believe that a post-stabilization review of the SFUSD’s implementation of a new payroll system is warranted, we do not believe that our office has the jurisdiction, capacity, or technical knowledge of SAP payroll systems to provide the recommended analysis. However, it is also helpful to note that the Controller’s Office — in an effort to assist the SFUSD with their payroll stabilization efforts — has provided senior leadership-level participation on the SFUSD’s Corrective Action Plan Governance Steering Committee, along with functional payroll procedures guidance and other assistance. A new systems implementation assessment, of the sort recommended by the Civil Grand Jury, we believe is better provided by an SAP-experienced Independent Verification and Validation consultant, conducted at the direction of the SFUSD’s governing board or superintendent.
R4.2 [for F4]	By September 30, 2023, the Mayor should request that the San Francisco Controller’s prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s failure to correctly report staff tax withholdings to the California Franchise Tax Board.	MYR, CON	Will not be implemented	While we believe that a post-stabilization review of the SFUSD’s implementation of a new payroll system is warranted, we do not believe that our office has the jurisdiction, capacity, or technical knowledge of SAP payroll systems to provide the recommended analysis. However, it is also helpful to note that the Controller’s Office — in an effort to assist the SFUSD with their payroll stabilization efforts — has provided senior leadership-level participation on the SFUSD’s Corrective Action Plan Governance Steering Committee, along with functional payroll procedures guidance and other assistance. A new systems implementation assessment, of the sort recommended by the Civil Grand Jury, we believe is better provided by an SAP-experienced Independent Verification and Validation consultant, conducted at the direction of the SFUSD’s governing board or superintendent.

DATE: September 1, 2023

To: Honorable Judge Massullo  
400 McAllister Street,  
San Francisco, California, 94105-4512  
[CGrandJury@sftc.org](mailto:CGrandJury@sftc.org)

Fr: Dr. Matt Wayne, Superintendent of Schools

cc: San Francisco Unified Board of Education

Re: 2022-2023 Civil Grand Jury Report

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Dear Hon. Massullo:

On behalf of my Office and the San Francisco Unified School District (“SFUSD” or “District”), please accept this response to the 2022-2023 Civil Grand Jury Report (“Report”) issued on June 15, 2023. On July 20, 2023, the District sent you correspondence respectfully seeking an extension for both my, and the District’s Board of Education’s response. We thank you for this additional time to address the Civil Grand Jury’s recommendations and findings. This extension was needed to research and analyze the data set forth in the Report while simultaneously planning for the 2023-24 school year and is much appreciated.

As a starting point, the District has experienced substantial challenges over the past decade which in turn has had unacceptable negative impacts on our students. From declining enrollment<sup>1</sup>, staffing shortages, and the fiscal emergency, SFUSD has had more than its fair share of setbacks. The Report accurately begins by highlighting student outcomes as the primary benchmark by which all District operations should be measured. Based on some of those benchmarks, the District must do better.

The Report focuses on the past several years, and during this time there has been recent positive investments that have started the process of change within the District. New Commissioners have been seated on the Board of Education and the newly constituted Board has recommitted to good governance practices.<sup>2</sup> I was appointed as the new Superintendent in summer of 2022, and I have regularly updated the public on the progress regarding the economic state of emergency.<sup>3</sup> Several critical leadership positions have been filled after experiencing turnover.<sup>4</sup> Most recently, the new Associate Superintendent of Human Resources started her position on July 25, 2023. This critical position was filled specifically to address the staffing issues of the District.

However, the teacher shortage crisis does not belong to SFUSD alone. As recently as December 2022, the Commission on Teacher Credentialing issued a report regarding the teacher shortage that has

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<sup>1</sup> See Board Agenda item titled “Resource Alignment: Budget, Staffing, and School Portfolio Planning” on August 29, 2023.

<sup>2</sup> On August 22, 2023, the Board conducted a public self-evaluation noting goals and areas of improvement so as to facilitate good governance practices.

<sup>3</sup> See Board Agenda items titled “Superintendent’s Report, Including Empower Update from A&M” on October 25, 2022; and “Payroll State of Emergency Update” on November 15, 2022 (Exhibit A); December 13, 2022; January 24, 2023 (Exhibit B); February 21, 2023 (Exhibit C); April 11, 2023 (Exhibit D); May 9, 2023 (Exhibit E); and August 8, 2023 (Exhibit F).

<sup>4</sup> See Board Agenda items titled, “Employment Contracts for District Executive Employees” on April 11, 2023, May 9, 2023, and June 20, 2023.

plagued all of California for the past several years.<sup>5</sup> In April of 2023, Superintendent of Public Instruction, Tony Thurmond noted that the teacher shortage has negatively impacted all of California in such a way that the state legislature must implement new laws to assist local school districts.<sup>6</sup> California’s Legislative Analyst Office noted in its February 2022 report that hundreds of millions of dollars have been, and will be, spent *specifically* on a teacher shortage crisis that has been documented by the U.S. Department of Education and the state of California going back to the early 1990’s.<sup>7</sup>

Although the District does not necessarily agree with some of the Report’s numbers or assumptions, what is important are the concepts that are conveyed in the Report. The District gets the gist of the concerns expressed by the Civil Grand Jury, and we see value in addressing the bigger picture. Therefore, it with the understanding that the Civil Grand Jury shares the District’s value of student outcomes that we respond to the following findings and recommendations.

## RESPONSES TO FINDINGS

**Finding 1 – Insufficient Credentialed Teachers:** By assigning 26% fewer clear credentialed teachers to classroom roles and 56% more misassigned teaching positions than school districts statewide, the San Francisco Unified School District does not employ an adequate number of credentialed teachers to afford a quality education to all San Francisco students.

- **Response to Finding 1:** The District agrees that all SFUSD students deserve a high-quality education, and that to achieve this goal, the District must employ an adequate number of credentialed teachers. As stated in this response, and its related exhibits, the District is committing resources in the form of funding, staffing, materials and the difficult decisions around resource realignment in order to address the local impacts of the statewide teacher shortage.<sup>8</sup>

**Finding 2 - Low Pay:** The San Francisco Unified School District’s starting salary for credentialed teachers of \$54,289 is both lower than the United States Department of Housing and Urban Development’s limit for affordable housing in the San Francisco Bay Area, and lower than the starting salary for credentialed teachers in many other Bay Area school districts, which can negatively affect SFUSD’s recruitment and retention of credentialed teachers.

- **Response to Finding 2:** The District agrees that the cost of living in the Bay Area is a serious problem for most residents. The cost of food, real estate and necessities are rising beyond the control of the District. The District strongly agrees that teachers, and staff, ought to be compensated in a manner that encourages recruitment and retention. Therefore, the District has committed to the increase of compensation of teachers and is currently negotiating a higher salary for this group.

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<sup>5</sup> See CTC “*Report to the Legislature on the California Classified School Employee Teacher Credentialing Program*” (<[https://www.ctc.ca.gov/docs/default-source/commission/reports/classified-program-annual-report-2022.pdf?sfvrsn=3a8926b1\\_9](https://www.ctc.ca.gov/docs/default-source/commission/reports/classified-program-annual-report-2022.pdf?sfvrsn=3a8926b1_9)>, Last viewed on August 30, 2023.)

<sup>6</sup> See “*State Superintendent Tony Thurmond Leads Efforts to Confront the California Teacher Shortage*” (<<https://www.cde.ca.gov/nr/ne/yr23/yr23rel25.asp>>, Last viewed on August 30, 2023.)

<sup>7</sup> See “*The 2022-23 Budget - Educator Workforce Proposals*” (<<https://lao.ca.gov/Publications/Report/4556>>, Last viewed on August 30, 2023.)

<sup>8</sup> See Letter from the Superintendent to all SFUSD Staff titled “*Resource Alignment Discussion*” dated August 30, 2023, <<https://www.sfusd.edu/announcements/2023-08-30-resource-alignment-discussion>>, Last viewed on August 30, 2023.)

**Finding 3 - Insufficient Publicity of Competitive Benefits:** The San Francisco Unified School District's competitive pension benefits and San Francisco's subsidy programs for teacher housing are not broadly publicized, which can negatively affect SFUSD's recruitment and retention of credentialed teachers.

- **Response to Finding 3:** The District agrees that it can do better in broadcasting the benefits associated with District employment. Therefore, the District is committed to improving how it advertises all of the benefits of District employment.

**Finding 4 – Ineffective Payroll Administration:** The San Francisco Unified School District's failures to correctly administer teacher and staff payroll can negatively affect SFUSD's recruitment and retention of credentialed teachers.

- **Response to Finding 4:** The District has long acknowledged that the payroll crisis is unacceptable and has been one of the most damaging issues of the last several months. To this end, the District has prioritized the remediation of the District's payroll system. The public has received several updates on the fiscal emergency which outlines the corrective measures taken to date, and the related timelines which are hereby incorporated by reference. (See Exhibits A-F.)

**Finding 5 – Lack of Employee Data:** The San Francisco Unified School District's lack of data about candidates who decline SFUSD job offers and credentialed teachers who leave SFUSD jobs impairs its ability to understand and remediate its shortage of credentialed teachers.

- **Response to Finding 5:** The District agrees that it lacks robust data concerning people who never become District employees. While such data may be instructive, the challenge of accurately capturing such information may lead to an incomplete picture, thus inappropriately transmuted colloquial feedback into research quality data.

**Finding 6 - Non-Responsive Administrators:** Some SFUSD administrators initially did not assist the Jury's investigation because they were unfamiliar with our institution and their responsibility to respond to our requests. These delays slowed our examination of the District's shortage of credentialed teachers.

- **Response to Finding 6:** It is difficult to respond to this finding for several reasons. First, staff in the educational field do not normally expect to be contacted by the Civil Grand Jury, who may have interactions with the District once every decade or so. Second, when an education employee is contacted, the Civil Grand Jury instructs the employee not to discuss or disclose the contact. Given this requirement of secrecy, education employees are ill-equipped to understand the need to comply, in a timely manner, with demands for documentation and deposition. This confusion is magnified due to the prohibition from seeking assistance. Nevertheless, the District will do its best to advise employees to be compliant with all lawful requests by the Civil Grand Jury



## RESPONSES TO RECOMMENDATIONS

**Recommendation 1:** Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s efforts to recruit and retain credentialed teachers.

- **Response to Recommendation 1:** My office will regularly update the Board of Education regarding the recruitment and retention of credentialed teachers. I will also abide by any instruction given by the Board of Education.

**Recommendation 2.1:** Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s credentialed teacher salaries relative to United States Department of Housing and Urban Development (HUD) Income Limits.

- **Response to Recommendation 2.1:** My office will regularly update the Board of Education regarding the salaries of credentialed teachers. I will also abide by any instruction given by the Board of Education.

**Recommendation 2.2:** Prior to the start of the 2024–2025 school year, the San Francisco Board of Education should direct the Superintendent of schools to prepare an annual public report on SFUSD’s credentialed teacher salaries relative to those of other school districts in the San Francisco Bay Area.

- **Response to Recommendation 2.2:** My office will regularly update the public regarding the salaries of credentialed teachers. I will also abide by any instruction given by the Board of Education.

**Recommendation 3:** By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to expand its promotion of SFUSD’s pension and benefits programs and San Francisco’s teacher housing subsidies in its recruiting materials.

- **Response to Recommendation 3:** My office will promote the benefits of becoming a credentialed teacher in SFUSD. I will also abide by any instruction given by the Board of Education.

**Recommendation 4.1:** By September 30, 2023, the Mayor should request that the San Francisco Controller’s Office prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s purchase and implementation of EMPowerSF.

- **Response to Recommendation 4.1:** To the extent I am asked, I will continue to work collaboratively with the Mayor and her team. I will also abide by any instruction given by the Board of Education.

**Recommendation 4.2:** By September 30, 2023, the Mayor should request that the San Francisco Controller’s Office prepare a public report that performs a root-cause analysis of the San Francisco Unified School District’s failure to correctly report staff tax withholdings to the California Franchise Tax Board.

- **Response to Recommendation 4.2:** To the extent I am asked, I will continue to work collaboratively with the Mayor and her team. I will also abide by any instruction given by the Board of Education.

**Recommendation 5.1:** By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to incorporate the appropriate training, protocols, and software tooling to record the reasons credentialed teachers do not accept job offers in SFUSD, and prepare an annual summary report analyzing these factors.

- **Response to Recommendation 5.1:** My office will endeavor to collect information as to why credentialed teachers turn down employment with SFUSD, and update the Board as to those findings. I will also abide by any instruction given by the Board of Education.

**Recommendation 5.2:** By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to incorporate the appropriate training, protocols, and software tooling to record the reasons credentialed teachers leave SFUSD—for example, exit interviews—and prepare an annual summary report analyzing these factors.

- **Response to Recommendation 5.2:** My office will endeavor to collect information as to why credentialed teachers leave SFUSD, and update the Board as to those findings. I will also abide by any instruction given by the Board of Education.

**Recommendation 6:** By December 30, 2023, the San Francisco Board of Education should direct the Superintendent of schools to direct all SFUSD employees to cooperate with Civil Grand Jury investigations.

- **Response to Recommendation 6:** My office will inform staff to follow all laws, which includes those compelling cooperation with the Civil Grand Jury. I will also abide by any instruction given by the Board of Education.

# EXHIBIT A

# EMPowerSF

# State of Emergency

Superintendent Update  
Board of Education Regular Meeting  
November 15, 2022

# EMPowerSF State of Emergency

- State of emergency declared on November 7, 2022
- SFUSD will take extraordinary corrective action to fix EMPowerSF
- SFUSD is committed to
  - Making our staff whole
  - Transparency
  - Accountability



# What has happened since declaring a state of emergency?



SAN FRANCISCO UNIFIED SCHOOL DISTRICT

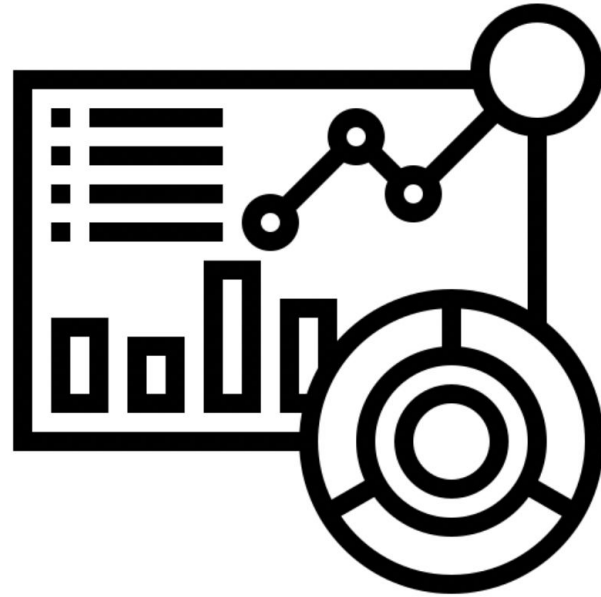
- Reassigned ~20 FTE number of SFUSD staff to the Command Center. This increases SFUSD fully devoted to EMPowerSF from 5 FTE to ~25 FTE.
- Provided full day training on the Corrective Action Plan for reassigned staff with all of our partners.
- Communicated to all 4500+ employees who have a ticket that we will be starting our case management process and they will be assigned a case manager.
- Published an EMPowerSF website: [sfusd.edu/EMPowerSFUpdates](https://sfusd.edu/EMPowerSFUpdates)
- SAP moved SFUSD to “global escalation” status to receive additional support

# EMPowerSF Resolution Dashboard

## EMPowerSF Resolution Dashboard

The EMPowerSF implementation has been challenging for SFUSD and disruptive for our employees. The district has called a payroll state of emergency to take extraordinary corrective action to make employees whole. In response to this payroll emergency, the district is developing an EMPowerSF Resolution Dashboard to transparently communicate our progress in fixing the system.

[VIEW DASHBOARD](#)





# EMPowerSF Resolution Dashboard

## Info for Employees

EMPowerSF

EMPowerSF Resolution Dashboard

Benefits & Insurance Resources

Salary

Labor Relations

This dashboard reports on our progress in fixing our EMPowerSF payroll system. The system is "fixed" when our employees do not have on-going payroll issues. Progress is defined by minimizing the impact of our employees until the system is fixed. The district has identified Key Performance Indicators (KPIs) to track our progress.

Our first two KPI reports are about closing payroll tickets and reducing the number of impacted employees. In the coming weeks, we will establish benchmarks to assess our effort toward fixing our system.

This dashboard will evolve as we continue to gather data on our progress and identify additional KPIs. Most importantly, will be establishing a timeline for fully fixing EMPowerSF once we have more data on what it takes to resolve issues





## SAP Participation at SFUSD Command Center

- SAP has placed SFUSD into the highest level of escalation with visibility to the SAP Executive Board
- The escalation will be led by an escalation manager who is empowered to break down any barriers that impact resolution
- The SAP escalation team is comprised of functional and technical experts from across the SAP ecosystem
- Members of the escalation team have joined the command center to support SFUSD and Infosys with the resolution of the payroll issues.
- The escalation manager provides transparency to all stakeholders (SFUSD, Infosys and SAP) on the progress of the issues using a fact based methodology on a regular basis.
- The escalation remains engaged until the top issues impacting payroll have been resolved. These top issues will be mutually aligned between SFUSD and SAP.

*SAP has a long and successful track record of partnering with public sector organizations like San Francisco Unified School District and we are fully committed to ensuring our customers realize the value of their digital investments.*

*We are working diligently with SFUSD leadership and SFUSD-selected implementation partners to address these issues as quickly as possible so the School District can deliver a positive outcome for its employees.*



# EMPowerSF Ongoing Support

- Benefits, Leaves, and Payroll Call Center:  
**415-463-1550**
- Redesign of HR and Business Services  
Online Service Center (Zendesk)
- Timesheet Office Hours for Supervisors and  
Clerks
- Tax-Sheltered Annuities In-Person Clinic

# EXHIBIT B

# EMPowerSF Stabilization

January 24<sup>th</sup>, 2022

ALVAREZ & MARSAL  
LEADERSHIP. ACTION. RESULTS.™

## Corrective Action Program



# Presentation Overview

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1. What are our major accomplishments since declaring a state of emergency?
2. What does it mean to “fix” EMPowerSF?
3. What is the path forward to stabilize EMPowerSF over the next 90 days?

## EMPowerSF Corrective Action Plan | Major Accomplishments

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- **Resolved highest priority issues**

- Health benefits
- 403b contributions
- Payments for staff on parental leave
- Off-cycle checks

- **Executed high priority tasks**

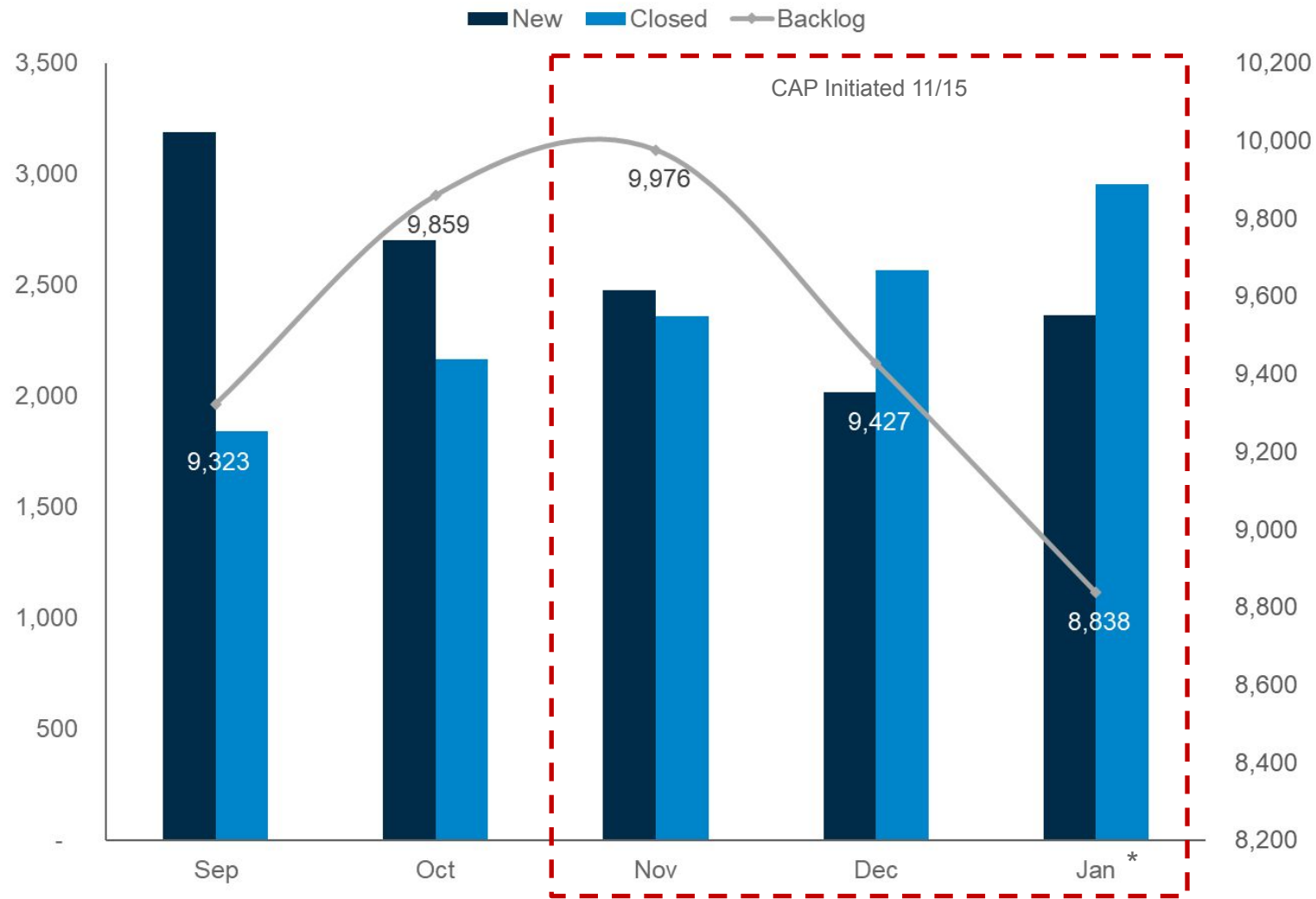
- 6% salary increase to UESF members
- Established the process and timeline to follow through on previous agreed upon salary increases
- End-of-year close out and set up for 2023 of more than 10,000 employees
- W-2 implementation

- **Fully implemented Command Center**

- Established case management team and reduced the overall backlog of tickets
- Identified 40 unique root causes of payroll related issues

# Major Accomplishments | CAP Payroll Tickets and Trends

Although new ticket volumes remain high, increased CAP capacity is forecasting a backlog of 8,828 at the end of January down from a high of 10,514 in mid-November



## Key Takeaways

- 1 The cumulative impact of the Command Center is “bending the curve” in reducing the backlog of tickets
- 2 Case Management is consistently closing more tickets than receiving on a week-to-week basis
- 3 Process improvements, system fixes and payroll processing error reductions are contributing to the slight reduction in new tickets

\* Note: January results are forecasted based on MTD results



# A “Fixed” EmpowerSF | Defining the End Game

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## Key Indicators of Success

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- 1 Less than 25 payroll errors per payroll cycle <sup>1</sup>
  - 2 All new payroll issues are resolved within one payroll cycle
  - 3 Business Services, Human Resources, and Technology are fully staffed
  - 4 Consulting and contract support limited to technical assistance
- 

<sup>1</sup> Benchmark is based on Council of Great City Schools KPI Report for comparable school districts. See p. 23 for payroll error rates reported in the Council of Great City Schools KPI report. [Operations KPI Report 2022.pdf \(cgcs.org\)](#)

# What Went Wrong Leading into the Launch of EmpowerSF | Our Understanding

A&M did not conduct an audit or detailed analysis of the EMPowerSF platform requirements, data conversions, configuration and implementation; This represents our understanding of 'what went wrong' based on document artifacts, observation of current problem manifestations and participant conversations with us over the course of our work

- 1 EMPowerSF was deployed without sufficiently defining requirements, testing, and training to support the broad variety and complexity of payroll and benefits use cases that occur throughout the calendar year.

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- 2 As a result, the complexities of the district operating model were not adequately configured into the EMPowerSF platform. These complexities stretched the capabilities of the native systems, and in many cases, required custom configurations. In addition, data management and systems integration with outside providers that support SFUSD HR and payroll operations were not designed correctly and are a source of persistent errors.

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- 3 The District did not have robust contingency plan or the needed resources to rollback to the previous system as they were focused on implementation and supporting the new platform.

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- 4 Notwithstanding, the implementation complexity was also compounded by COVID-19 - the District was focused on COVID, not EMPowerSF.

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- 5 The post implementation support capabilities was (and is) understaffed; and did not have the necessary skills to address the volume, diversity and complexity of trouble tickets; At the point of implementation, SFUSD operational teams experienced staffing shortages resulting in response delays that were compounded by a peak of 10,514 tickets over the first 11 months of operation.

# A “Stable” EmpowerSF | Upcoming Key 90 Day Milestones

	Near Term Milestones	Target
<b>Case Management</b>	<ul style="list-style-type: none"> <li>- Fully staffed and operational Case Management function</li> <li>- Overall employee tickets backlog reduced by half</li> <li>- Org design and staffing requirements for steady state operations</li> </ul>	April 2023
<b>Root Cause</b>	<ul style="list-style-type: none"> <li>- Comprehensive documentation of Root Cause Tree</li> <li>- New root causes for payroll related issues are no longer being identified</li> </ul>	Feb 2023
<b>Payroll Corrections</b>	<ul style="list-style-type: none"> <li>- Payment correction claims triaged and audited</li> <li>- Process and timeline for resolution of employee payment correction claims</li> </ul>	Feb 2023
<b>Process</b>	<ul style="list-style-type: none"> <li>- 90-day roadmap of prioritized initiatives along with pipeline of additional follow-on initiatives</li> <li>- Multiple work plans drafted based on specific use-cases to address root cause(s) of payroll issues</li> <li>- Staffing plan to fill critical resource gaps in key functions such as Payroll, Benefits, and HR</li> </ul>	May 2023
<b>Systems</b>	<ul style="list-style-type: none"> <li>- 90-day roadmap and release plan of prioritized systems changes and fixes to address root causes</li> <li>- Documentation of key resource gaps and staffing plan required to support EMPowerSF platform</li> </ul>	May 2023
<b>Analytics</b>	<ul style="list-style-type: none"> <li>- Availability of automated reports and dashboards to provide status and insight on employee tickets</li> <li>- Ability to tie impacted ticket volume/employees to various root causes</li> </ul>	Feb 2023

# What are we accountable to accomplish in the next 90 days to stabilize EMPowerSF?

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## Key Indicators of Success

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- ① Overall employee ticket backlog is reduced by half
  - ② All root causes are identified and resolution is mapped out with a timeline
  - ③ Key vacancies in business services, technology, and human resources are filled
-

# Appendix

# EMPowerSF Corrective Action Plan | Nov 15 to Dec 15 Accomplishments

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- ✓ Deployed a comprehensive Corrective Action Plan consisting of six closely linked and integrated full-time and co-located teams (Command Center), coordinated through a streamlined and efficient governance and program management process. The overall team of 50+ resources deployed on the program includes key staff and leaders from SFUSD, Infosys, SAP, A&M, and other contractors
- ✓ Onboarded a dedicated team of 15+ Case Managers consisting of experienced SFUSD staff and external contractors to stabilize the ticket backlog which stands at 9,548 tickets as of December 6<sup>th</sup>, compared to a backlog of 10,082 tickets on November 7<sup>th</sup> (this backlog was on a continuous uptrend since January 2022)
- ✓ Established Case Management operations center with Zendesk as the primary tool to record payroll related tickets, replacing multiple issue trackers, and deployed a dashboard to monitor daily movements and trends in closed and opened tickets
- ✓ Executed 6% raise and 403b contribution updates leveraging a higher level of focus on key upcoming payroll related events/actions that impact large groups of employees to proactively mitigate issues and minimize payroll related tickets
- ✓ Conducted detailed root cause analysis of 447 random sample tickets to develop better insights on key drivers of tickets and develop strategies and timing for achieving steady level of ticket volume and backlog in 2023
- ✓ Initiated quick action closure of aged tickets with no activity since July 2022, by moving tickets to a closed status and requesting employees to resubmit tickets if issues are still unresolved to segregate tickets that still require action from those that are open due to ticket administration process gaps
- ✓ Reviewed existing document repository for EMPowerSF training and guidelines, mapped end-to-end hire to retire activities, and documented known issues
- ✓ Initiated consolidation of known issues into 30+ work packages that require process, policy, and/or systems related actions to address the underlying root cause of payroll related issues

# EMPowerSF Corrective Action Plan | Dec 15 to Jan 20 Accomplishments

- ✓ Developed and implemented case management team operating model (e.g., targeted ticket queues for case managers, ticket resolution groups based on subject matter expertise and skill levels, SME hand-offs, high priority ticket handling, and SLAs) to drive ticket resolution efficiency
- ✓ On-boarded additional call center agents and contractors to Case Management team to expand capacity for reduction of ticket backlog, and conducted targeted training sessions on Benefits, Payroll, Leaves, and Timesheets for faster resolution of high priority tickets
- ✓ Developed focused campaigns to reduce ticket backlog using data analytics to identify quickly closeable tickets
- ✓ Developed 30+ work packages by consolidating over 300 items from EMPowerSF issues tracker to organize effort for classification and identification of root causes and for input into the development of 90-day roadmap
- ✓ Developed detailed root cause list based on multiple data sources including EMPowerSF issues tracker, SAP reports, payroll errors, complex tickets to serve as input for high impact Process and Systems initiatives
- ✓ Conducted cross-functional workshops and detailed work plan to address payroll issues related to retroactive role changes (six unique use cases covering (1) Day-to-day Substitute to CSF, (2) Para-educator to CSF, (3) Admin to Management, (4) Temporary Summer School assignments, (5) CSE to Management, (6) CSF to Admin) that could impact up to 2,500 annual tickets
- ✓ Organized a payroll audit team composed of resources from SFUSD, Robert Haff, Infosys, and A&M to audit of over 1,200 employee payroll claims associated ~\$4.3M in overpayments (A/P checks, tax withholdings, 403b adjustments, and other overpayments)
- ✓ Systems team continued resolution of known issues related to payroll processing while supporting multiple contractually mandated and year end activities (6% salary increase, off-cycle paychecks, Child-bonding LOA pay differentials, 2023 benefits rate changes, Stipends, W2, etc.)
- ✓ Launched change management effort to identify immediate and ongoing communication needs associated with CAP (team design, change management strategy, communication protocols for various stakeholder groups, intake process, knowledge transfer)

# Major CAP Accomplishments | Activities and Outcomes

	Nov 15-30, 2022	Dec 1-31, 2022	Jan 1-20, 2023
<b>Key Activities</b>	<ul style="list-style-type: none"> <li>✓ Corrective Action Plan team setup</li> <li>✓ Case Management agent onboarding and training</li> <li>✓ Process Team onboarding and project scoping</li> <li>✓ Detailed analysis of sample tickets (5% of all open tickets)</li> </ul>	<ul style="list-style-type: none"> <li>✓ Established Case Management Operating Model</li> <li>✓ Onboarded additional Case Management staff</li> <li>✓ Rolled out the updated Zendesk platform and unified all inbound issue management</li> <li>✓ Developed process improvement initiatives related to retroactive role changes</li> <li>✓ Initiated audit of payroll correction claims</li> </ul>	<ul style="list-style-type: none"> <li>✓ Increased focus on classification and resolution of high priority tickets</li> <li>✓ Identified and documented ~40 payroll error root causes</li> <li>✓ Began rollout of process changes related to retroactive roll changes</li> <li>✓ Developed plan for recovery of overpayments</li> <li>✓ Initiated change management activities</li> </ul>
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>★ CAP team charters, roles &amp; responsibilities, team interaction model</li> <li>★ Queue based ticket management</li> <li>★ Initial insights on ticket composition</li> </ul>	<ul style="list-style-type: none"> <li>★ Expanded capacity for ticket resolution</li> <li>★ Public Dashboard of Ticket Backlog and Impacted Employees for improved visibility</li> <li>★ Consolidated work packages to organize and prioritize corrective actions</li> <li>★ Audited 200+ payroll correction claims</li> </ul>	<ul style="list-style-type: none"> <li>★ Reduction of high priority ticket backlog</li> <li>★ Root Cause definitions and characteristics</li> <li>★ Detailed execution plan for initial Process Change initiatives</li> <li>★ Proactive communications to select group of impacted employees</li> </ul>



# EMPowerSF Corrective Action Plan | Major Accomplishments

## Operationalized Command Center

- Deployed a comprehensive Corrective Action Plan consisting of six integrated and co-located teams wt our Command Center, consisting of 50+ staff SFUSD, Infosys, SAP, A&M, and other contractors
- Identified 40 unique root causes of payroll-related issues. Root causes will be used to prioritize high-impact initiatives for process and systems teams, preventing future payroll issues
- Improved the payroll ticket resolution process through the creation of a dedicated case management team, reducing the overall backlog from a peak of ~10,500 tickets to ~9,000 tickets
- Executed 6% raise and 403b contribution updates leveraging a higher level of focus on key upcoming payroll-related events and payroll close

## Ongoing Challenges

- The EmpowerSF issues continue to be complex. As previously stated, it will take 1+ year to remediate.
- Full-time commitment of SFUSD employees to the Command Center remains challenging. Staffing shortages and high reliance on a limited number of individuals with unique skillset continue to slow progress
- Heavy reliance on IT and Infosys to run payroll continues to be a hindrance to making progress on critical system fixes

FIXED THE HIGHEST PRIORITY ISSUES:

403B CONTRIBUTIONS

HEALTH BENEFITS BEING DROPPED

CHILD BOND LEAVE (EXPLAIN IN KEY WORDS)

EXECUTED THE HIGHEST PRIORITY TASKS

6% IMPLEMENTATION W-2

NEXT HIGH PRIORITY TASKS - ADDITIONAL SALARY

INCREASES

# EXHIBIT C

# Payroll State of Emergency Update

February 21, 2022



# A “Fixed” EmpowerSF | Defining the End Game

## Key Indicators of Success

---

- 1 Less than 25 payroll errors per payroll cycle <sup>1</sup>
  - 2 All new pay related issues are resolved within one payroll cycle
  - 3 Business Services, Human Resources, and Technology are fully staffed
  - 4 Consulting and contract support limited to technical assistance
- 

<sup>1</sup> Benchmark is based on Council of Great City Schools KPI Report for comparable school districts. See p. 23 for payroll error rates reported in the Council of Great City Schools KPI report. [Operations KPI Report 2022.pdf \(cgcs.org\)](https://www.cgcs.org/operations-kpi-report-2022)



# Command Center 90 Day Focus\*

## Key Indicators of Success

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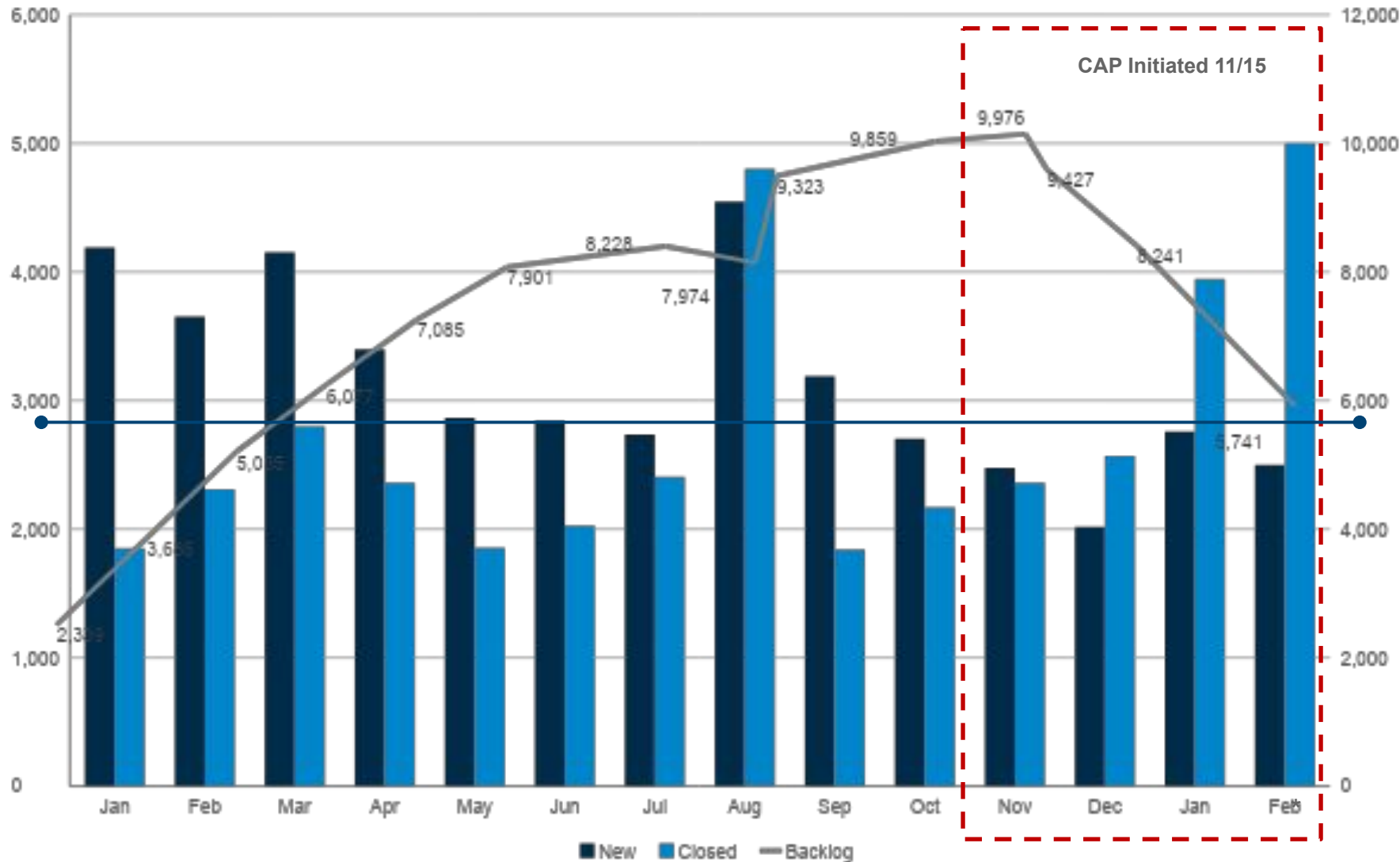
- ① Overall employee ticket backlog is reduced by half
  - ② All root causes are identified and resolution is mapped out with a timeline
  - ③ Key vacancies in business services, technology, and human resources are filled
- 



\* The 90 day focus refers to the time from January 15 to April 15, 2023

# Major Accomplishments | CAP Payroll Tickets and Trends

Although new ticket volumes remain high, increased CAP capacity is forecasting a backlog of 5,741 at the end of February down from a high of 10,514 in mid-November



## Key Takeaways

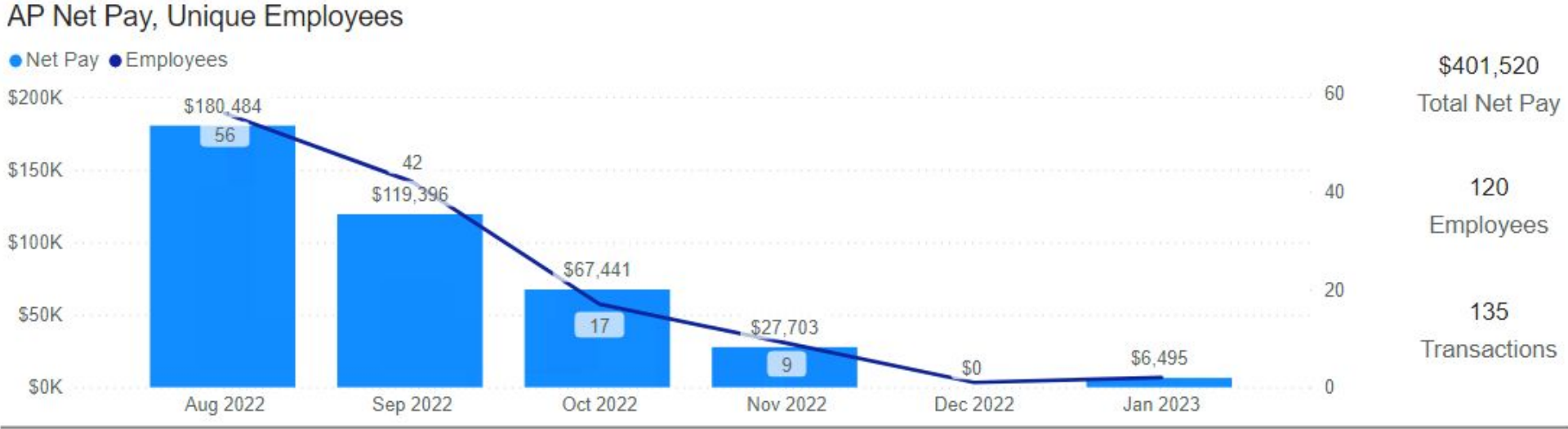
- 1 The cumulative impact of the Command Center is “bending the curve” in reducing the backlog of tickets
- 2 Case Managers have accelerated ticket closure rates due to increased specialization and added capacity, significantly closing more tickets than are opened each week
- 3 Process improvements, system fixes and payroll processing error reductions are contributing to the reduction in new tickets

\* Note: February results are forecasted based on MTD results



# AP & Off-cycle Payments

This is the current snapshot of AP & Off-cycle payments. These represent the number of people and \$value of AP and Off-cycle payments by period. These metrics reflect remediation activities for payroll corrections and related errors (i.e., making employee's whole) and are key performance indicators for payroll stabilization. We would expect these payments to decline over time as process and systems fixes are implemented.



# Long-Term Staffing Approach

Training of Current Staff	Increase Access to External Support	Hiring
<ul style="list-style-type: none"> <li>● Payroll</li> <li>● Human Resources</li> <li>● Information Technology</li> <li>● Site/Department staff</li> <li>● Accounting</li> <li>● Budgeting</li> </ul>	<ul style="list-style-type: none"> <li>● Subject matter experts identified to support EMPowerSF implementation while hiring full-time SFUSD staff</li> <li>● RFP has been released for temporary staff providers</li> <li>● Increase use of temporary staff to support               <ul style="list-style-type: none"> <li>○ Payroll/Human Resources</li> <li>○ Data testing</li> <li>○ Case management</li> <li>○ Call Center</li> <li>○ System support</li> <li>○ Process documentation</li> <li>○ Training</li> <li>○ System Integrations</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● We now have more clarity on what positions are needed to sustain the EMPowerSF ecosystem</li> <li>● Approval has been given to hire all needed staff for Payroll, IT, Accounting, Budgeting and HR</li> </ul>





# Issues on the Horizon

- Continued reliance on Infosys
- Overpayments
- Tax season



# Appendix



# A “Stable” EmpowerSF | Upcoming Key 90 Day Milestones

## Near Term Milestones

## Target

<p><b>Case Management</b></p>	<ul style="list-style-type: none"> <li>- Fully staffed and operational Case Management function</li> <li>- Overall employee tickets backlog reduced by half</li> <li>- Org design and staffing requirements for steady state operations</li> </ul>	<p>April 2023</p>
<p><b>Root Cause</b></p>	<ul style="list-style-type: none"> <li>- Comprehensive documentation of Root Cause Tree</li> <li>- New root causes for payroll related issues are no longer being identified</li> </ul>	<p>Feb 2023</p>
<p><b>Payroll Corrections</b></p>	<ul style="list-style-type: none"> <li>- Payment correction claims triaged and audited</li> <li>- Process and timeline for resolution of employee payment correction claims</li> </ul>	<p>Feb 2023</p>
<p><b>Process</b></p>	<ul style="list-style-type: none"> <li>- 90-day roadmap of prioritized initiatives along with pipeline of additional follow-on initiatives</li> <li>- Multiple work plans drafted based on specific use-cases to address root cause(s) of payroll issues</li> <li>- Staffing plan to fill critical resource gaps in key functions such as Payroll, Benefits, and HR</li> </ul>	<p>May 2023</p>
<p><b>Systems</b></p>	<ul style="list-style-type: none"> <li>- 90-day roadmap and release plan of prioritized systems changes and fixes to address root causes</li> <li>- Documentation of key resource gaps and staffing plan required to support EMPowerSF platform</li> </ul>	<p>May 2023</p>
<p><b>Analytics</b></p>	<ul style="list-style-type: none"> <li>- Availability of automated reports and dashboards to provide status and insight on employee tickets</li> <li>- Ability to tie impacted ticket volume/employees to various root causes</li> </ul>	<p>Feb 2023</p>



# EXHIBIT D

# Payroll State of Emergency Update

April 11, 2023



# A “Fixed” EmpowerSF | Defining the End Game

## Key Indicators of Success

---

- 1 Less than 25 payroll errors per payroll cycle <sup>1</sup>
  - 2 All new pay related issues are resolved within one payroll cycle
  - 3 Business Services, Human Resources, and Technology are fully staffed
  - 4 Consulting and contract support limited to technical assistance
- 

<sup>1</sup> Benchmark is based on Council of Great City Schools KPI Report for comparable school districts. See p. 23 for payroll error rates reported in the Council of Great City Schools KPI report. [Operations KPI Report 2022.pdf \(cgcs.org\)](https://www.cgcs.org/Operations-KPI-Report-2022.pdf)



# Corrective Action Plan 90 Day Focus\*

## Key Indicators of Success

## Progress

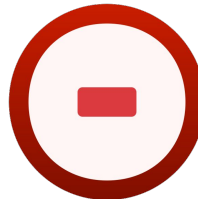
1 Overall employee ticket backlog is reduced by half



2 All root causes are identified and resolution is mapped out with a timeline



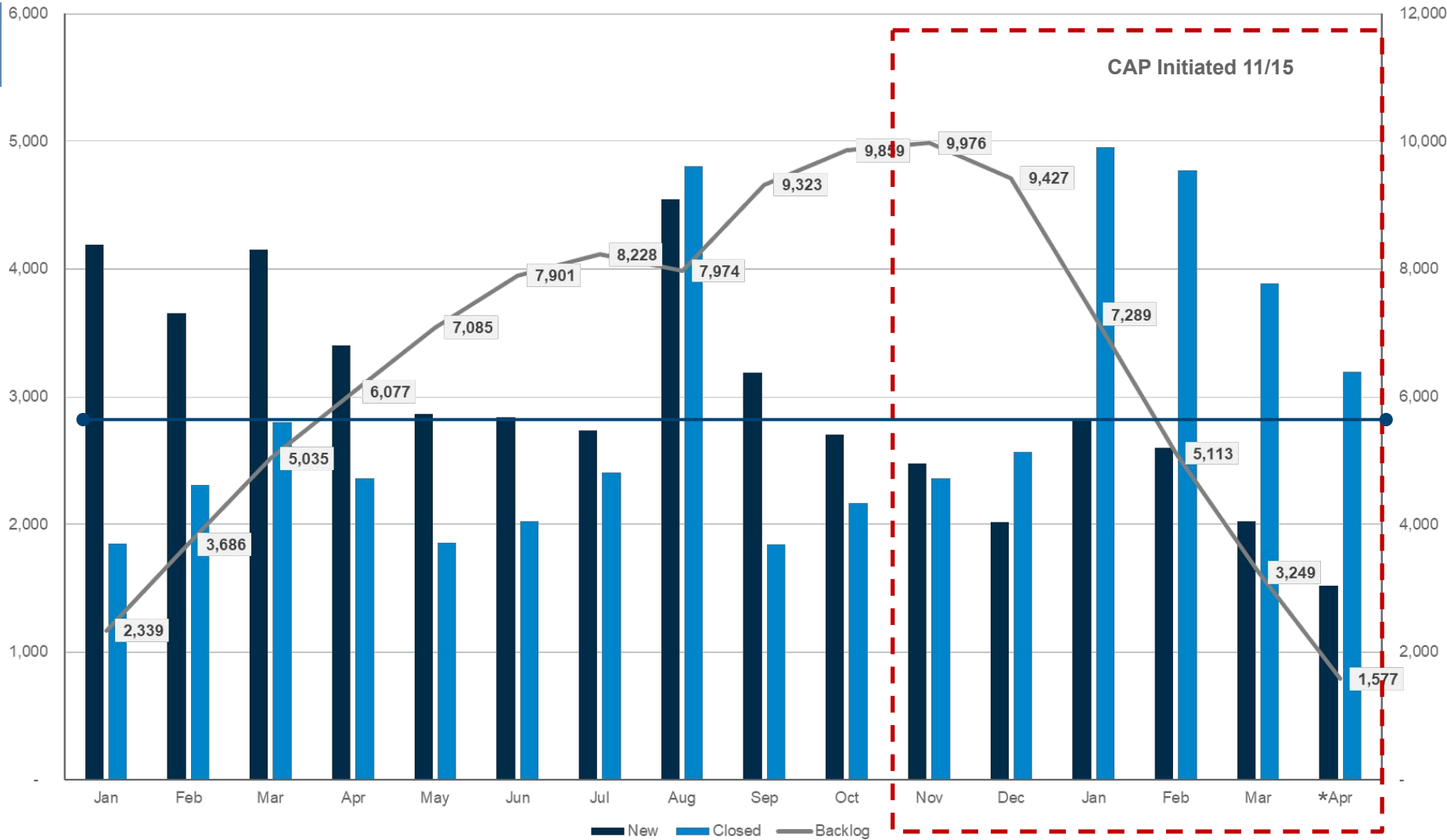
3 Key vacancies in business services, technology, and human resources are filled



\* The 90 day focus refers to the time from January 15 to April 15, 2023

# Major Accomplishments | CAP Payroll Tickets and Trends

Although new ticket volumes remain high, CM specialization contributes to a forecasted backlog of 1,577 at the end of April down from a high of 10,514 in mid-November



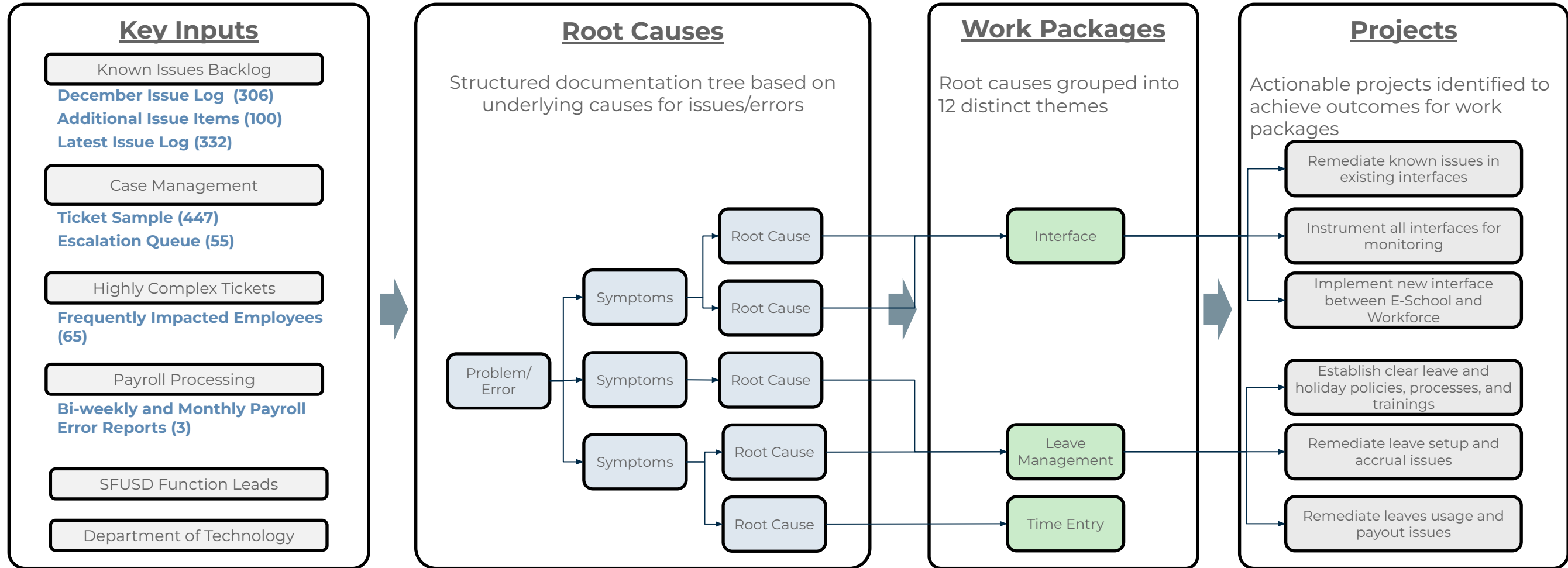
## Key Takeaways

- 1 The cumulative impact of the Command Center is “bending the curve” in reducing the ticket backlog
- 2 Case Managers have accelerated ticket closure rates due to increased specialization, significantly closing more tickets than are opened each week
- 3 High priority tickets have reduced from 840 to 300 by integrating functional teams into the ticket closing process
- 4 Process improvements, system fixes and payroll processing error reductions are contributing to the reduction in new tickets





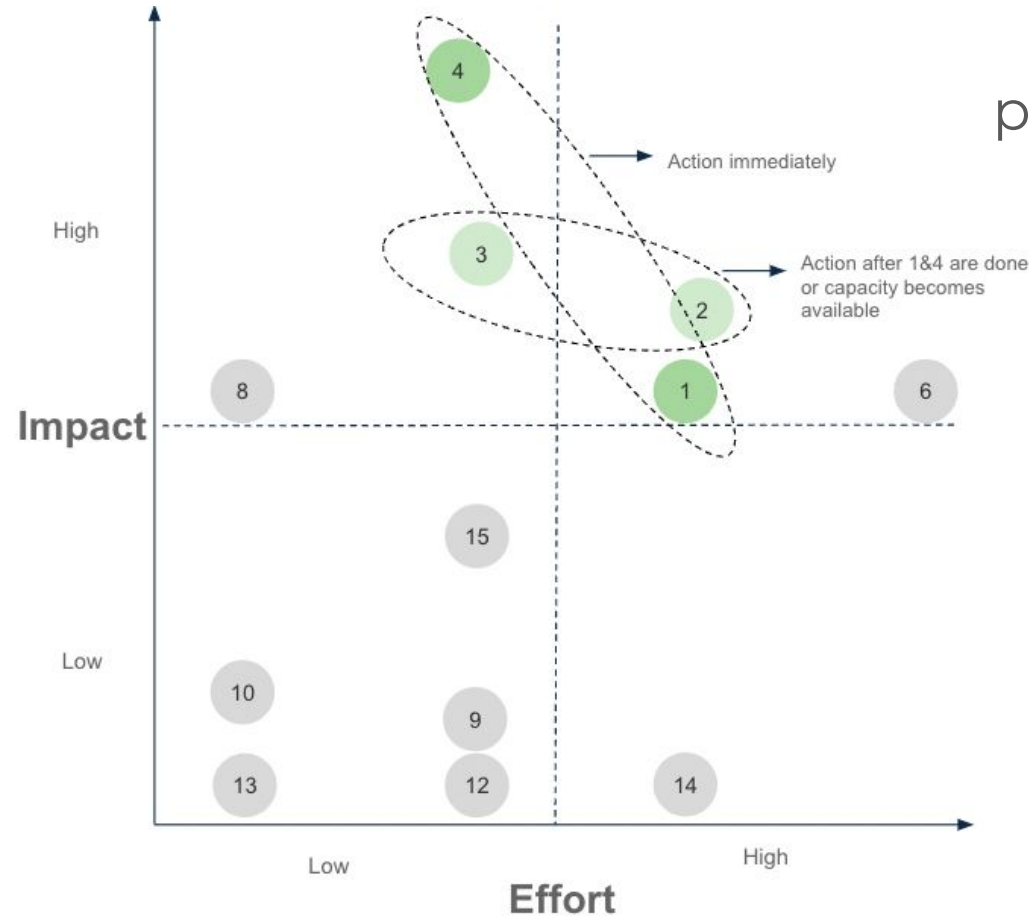
# From Issues to Root Causes to “Work Packages”



- The root cause inventory was derived largely from reviewing ~800 randomly selected Zendesk tickets submitted by SFUSD users and ~500 issues logged in the Issues Tracker by various CAP team members in calendar year 2022. Root Causes were developed while assessing and analyzing users’ experiences described in the Zendesk tickets, and the issues’ definitions in the Issues Tracker.
- Root causes grouped into 12 distinct work packages based on themes. Projects identified to realize outcomes for each work package.

# Work Packages Prioritization

#	Work Package
1	Interface
2	Time Entry
3	Leave Management
4	Employee / Payroll Data Management
6	Pay Rules Management
8	Pay Statement Accuracy and Transparency
9	Termination and Retirements
10	Stipend
12	Overpayment Recoupment
13	Workflow
14	Operational KPI and Reporting
15	Benefits Management



High impact work packages have been assigned a higher prioritization

# Work Package | Project Stages

Illustrative project lifecycle stages for work package implementation; Each project will conform to these stages, tasks and deliverables; Teams are chartered and staffed according to required skills and resource requirements; Controls are established to measure \$ burn rates against deliverable per project timeline (actual hours booked to each project measured against deliverables); Payments are tied to outcomes (deliverables);

Discovery	Planning	Design	Build	Test	Deploy	Support
<b>Tasks</b>						
<ul style="list-style-type: none"> <li>Confirm business drivers and objectives / outcomes</li> <li>Determine work scope (process, policy, system defects/enhancements, data)</li> <li>Define list of projects within each work package</li> <li>Determine project priority</li> </ul>	<ul style="list-style-type: none"> <li>Determine project scope (process, policy, system defects/enhancements, data)</li> <li>Identify project roles &amp; responsibilities</li> <li>Create project charter</li> <li>Create project management / execution plan</li> <li>Define project communication plan</li> <li>Obtain charter sign-off</li> </ul>	<ul style="list-style-type: none"> <li>Document current business process (as-is)</li> <li>Review identified defects / enhancements</li> <li>Identify and document business requirements</li> <li>Align business requirements with SAP best practices</li> <li>Document proposed business (to-be)</li> <li>Develop functional requirements documentation</li> <li>Define use cases for testing</li> <li>Conduct QA, obtain sign-off on documentation</li> </ul>	<ul style="list-style-type: none"> <li>Capture technical requirements</li> <li>Configure SAP SuccessFactors</li> <li>Build customizations, reports</li> <li>Update / develop interfaces</li> <li>Conduct unit testing</li> <li>Conduct proof of concept (POC) walk-throughs</li> <li>Document configuration, customizations</li> <li>Document unit testing results</li> <li>Conduct QA, obtain sign-off on documentation</li> </ul>	<ul style="list-style-type: none"> <li>Conduct integration testing</li> <li>Conduct UAT testing</li> <li>Conduct regression testing</li> <li>Obtain business sign-off on testing results</li> <li>Conduct training as needed</li> <li>Issue communications announcing upcoming changes</li> <li>Obtain authorization for moving changes to production</li> </ul>	<ul style="list-style-type: none"> <li>Move changes to production</li> <li>Conduct smoke test</li> <li>Obtain business confirmation that changes are working as designed</li> <li>Conduct lessons learned to be applied to next work package / project</li> <li>Transition ongoing support to application support team</li> </ul>	<ul style="list-style-type: none"> <li>Monitor KPI's</li> <li>Address identified defects</li> <li>Knowledge transfer from remediation to support team</li> </ul>
<b>Deliverables</b>						
<ul style="list-style-type: none"> <li>Work package project list</li> </ul>	<ul style="list-style-type: none"> <li>Project charter(s)</li> <li>Project plan(s)</li> <li>Project communication plan(s)</li> </ul>	<ul style="list-style-type: none"> <li>Business requirements documents (BRD)</li> <li>Functional requirements documents (FRD)</li> <li>Requirements Traceability Matrix (RTM)</li> </ul>	<ul style="list-style-type: none"> <li>Documentation for:                             <ul style="list-style-type: none"> <li>Technical requirements</li> <li>Configuration</li> <li>Customizations</li> </ul> </li> <li>Unit testing results</li> </ul>	<ul style="list-style-type: none"> <li>Documented testing results &amp; sign-off</li> <li>Training material</li> <li>Communications</li> </ul>	<ul style="list-style-type: none"> <li>Documented lessons learned</li> </ul>	<ul style="list-style-type: none"> <li>KPI Reports (issues, tickets, payroll errors, etc.)</li> </ul>

# Staffing | Progress During 90 Day Plan

As of 4/6/23, 12 out of 44 immediate need positions are filled (27%)

Function	Total Positions	Progress as of 4/6	
HR	22	+9	11
Technology	10	+2	8
Business Services	10	+1	9
Labor	1	-	1
Superintendents Offices	1	-	1
<b>Total</b>	<b>44</b>	<b>+12</b>	<b>32</b>



# Progress on Temporary Staffing

- Increased Robert Half Employees Providing Support
  - Case management
  - Salary Team
  - Payroll Support
  - HR Support
- Expanding Pool of Temporary Staff
  - An RFP identified 10 qualified contractors
  - Focus on additional support in the areas noted above as well as increased technical expertise to address systems issues (i.e. testing)



# Tax Withholding Update

- Submitted all corrections to the state Franchise Tax Board
- Currently auditing federal data submitted to the IRS to reconcile any anomalies
- Collaborated with the City of San Francisco to offer financial advice to all employees
- Engaged with a tax preparation firm to provide tax services for those who received a W-2c and Overpayment Letter



# Corrective Action Plan Next 90 Day Focus\*

## Key Indicators of Success

---

- 1 Overall employee ticket backlog is less than 1,000

---

- 2 New tickets are resolved within 10 days (or better)

---

- 3 Reduce by half (11 FTE) the key vacancies in business services, technology, and human resources

---

- 4 Work package timeline is established so a stabilization date is identified

---




\* The next 90 day focus refers to the time from April 15 to July 15, 2023

# EXHIBIT E



# Payroll State of Emergency Update

May 9, 2023



# A “Fixed” EmpowerSF | Defining the End Game

## Key Indicators of Success

---

- 1 Less than 25 payroll errors per payroll cycle <sup>1</sup>
  - 2 All new pay related issues are resolved within one payroll cycle
  - 3 Business Services, Human Resources, and Technology are fully staffed
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# Corrective Action Plan Next 90 Day Focus\*

## Key Indicators of Success

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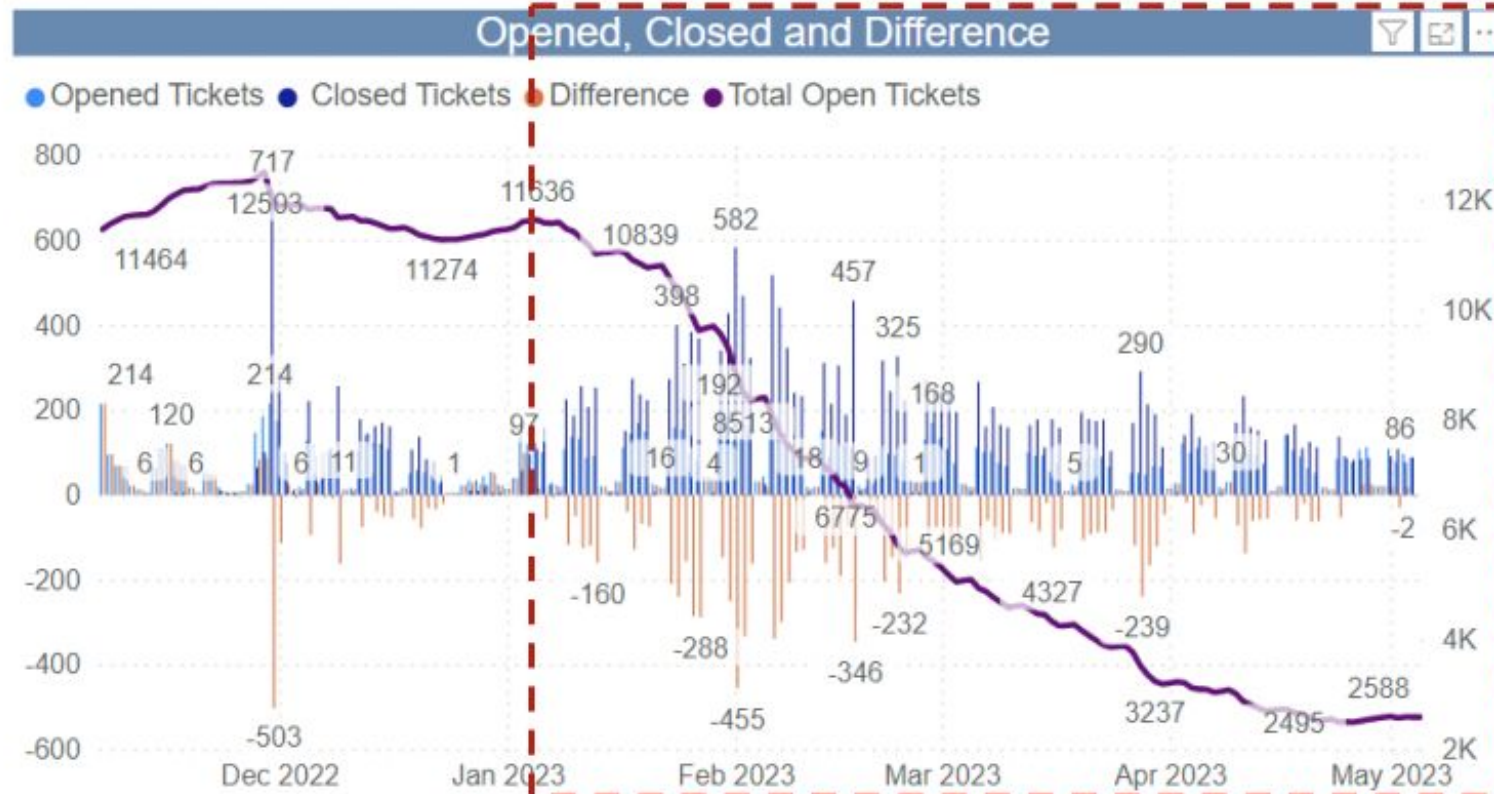



\* The next 90 day focus refers to the time from April 15 to July 15, 2023

# Ticket Backlog

## Case Management | Daily Open & Closed Tickets (since 11/15/22)

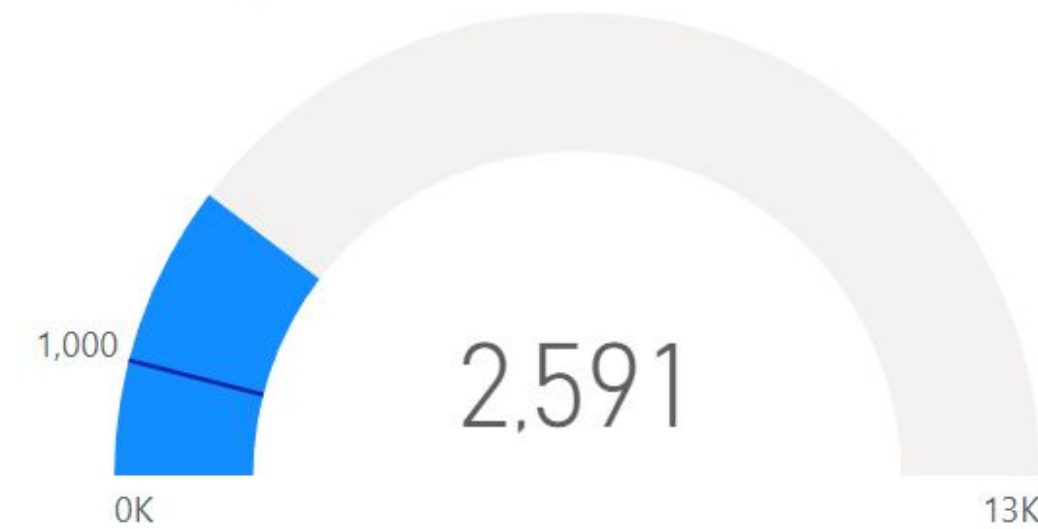
Closed tickets since the start of the CAP is **22,021**; Backlog Reduction is **-8,662**; Remaining Backlog is **2,566**



Date	Opened Tickets	Closed Tickets	Difference	Ending Open Tickets
5/5/2023				2588
5/4/2023	86	88	-2	2588
5/3/2023	94	76	18	2590
5/2/2023	77	106	-29	2572
5/1/2023	108	90	18	2601
4/30/2023	20		20	2583
4/29/2023	19		19	2563
4/28/2023	111	85	26	2544
4/27/2023	106	83	23	2518
4/26/2023	76	82	-6	2495
4/25/2023	91	86	5	2501
4/24/2023	83	136	-53	2496
4/23/2023	11		11	2549
4/22/2023	17		17	2538
<b>Total</b>	<b>13,359</b>	<b>22,021</b>	<b>-8662</b>	<b>2588</b>



# Ticket Backlog



**1,591**  
Backlog - Target Difference

**-94**  
Weekly Backlog Difference

**61%**  
Backlog - Target Difference (%)

**17**  
Weeks to Stabilization

## Backlog by Queue



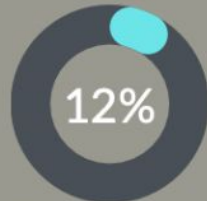
# EMPOWERSF CALL CENTER

## Call Center v.1

Nov 1, 2022-March 10, 2023



Average # Agents Available per Shift



Percentage of Calls Answered



Average Wait Time: 00:06:22



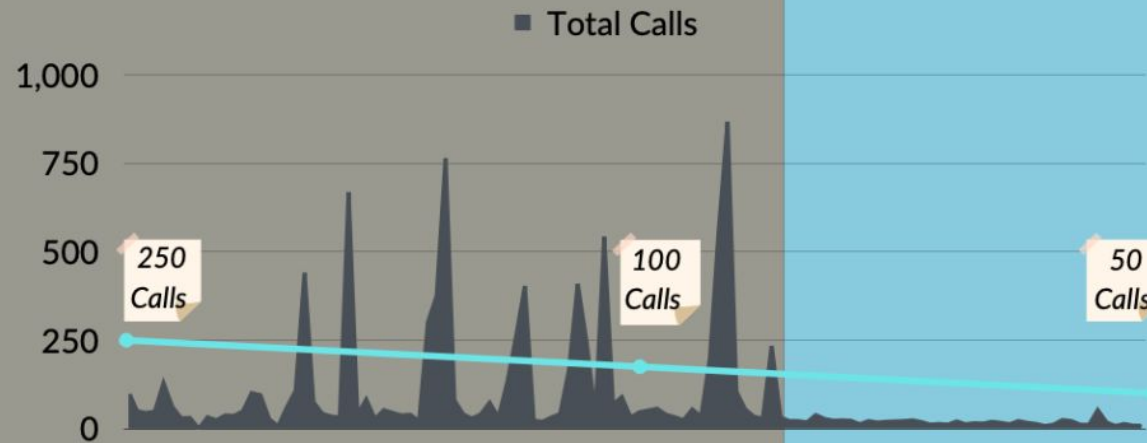
Average # Agents Available per Shift



Percentage of Calls Answered



Average Wait Time: 00:01:28



The increase in call volume in v.1 and subsequent decline in v.2 is due to more agents being available to answer employees calls the first time

V.2 has improved its ability to meet employees' needs by providing comprehensive training to agents and increasing the number of agents available.

A minimum of three agents are assigned to each shift, with additional staffing during morning hours from Tuesday to Friday.

# Tax Withholding Update

- Submitted all corrections to the state Franchise Tax Board
- Audited Federal data submitted to the IRS to reconcile any anomalies
- Collaborated with the City of San Francisco to offer financial advice to all employees
- Engaged with a tax preparation firm to provide tax services for those who received a W-2c and Overpayment Letter



# Looking Forward: Risks and Opportunities

- State penalties
- Staffing
- Labor negotiations
- A&M Transition

## Approved and implemented salary increases:

- UESF
- UESF Para Stipends
- UASF
- Local 21
- Local 6
- Unrepresented Management/Board Designated Managerial

## Pending due to negotiations and final Board approval:

- SEIU
- Common Crafts
- \*Local 6 “me too” after Common Crafts final negotiations
- Unrepresented Non-Management (follows SEIU once the SEIU agreement is reached)





# EXHIBIT F

b







## Stabilization KPIs

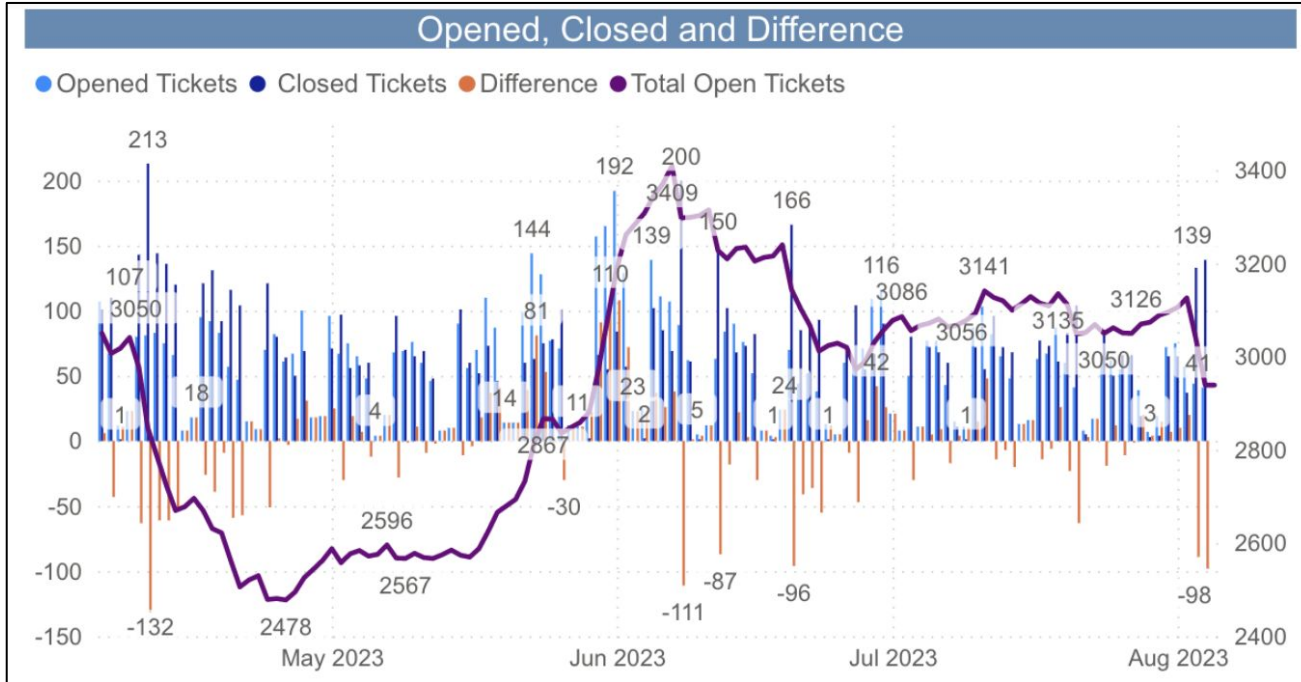
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- 1** Less than 25 payroll errors per paycycle
- 2** All new payroll issues are resolved within one payroll cycle
- 3** Business Services, Human Resources, and Technology are fully staffed
- 4** Consulting and contract support limited to technical assistance

## 90-Day KPIs\*

Key Performance Indicators (KPIs)	Progress
New tickets are resolved within 10 days (or better)	
Overall employee ticket backlog is less than 1,000	
Reduce by half (11 FTE) the key vacancies in business services, technology, and human resources	
Work package timeline is established so a stabilization date is identified	

# Ticket Resolution

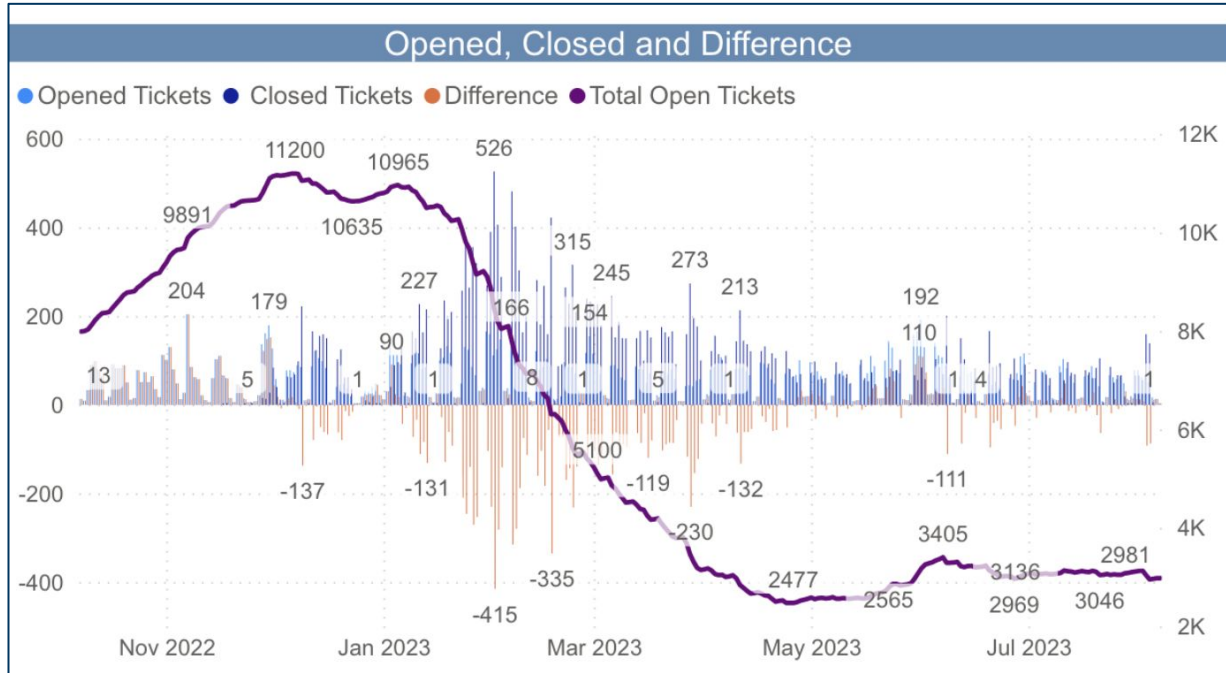


# Key Vacancies

## Hiring Status (Current Week and Previous Week)

Department	Positions Posted	# Positions Filled	% Positions Filled
Business Services	10	6	70.00%
HR	22	20	90.91%
Technology	13	2	20.00%
<b>Total</b>	<b>45</b>	<b>28</b>	<b>60.30%</b>

# Reflections



# Staff Support

## Exception Based-Pay

Transitioning to exception-based timekeeping for certificated staff Inbox x



**EMPowerSF** <empowersf@sfusd.edu>  
to PangH ▾

Wed, Jun 21, 3:34 PM ☆ ↶ ⋮

Dear SFUSD leaders,

We are excited to announce a significant update in our timekeeping practices that will boost time entry efficiency and reduce errors in certificated educators' pay. Effective June 21, 2023, certificated employees will have contractual work hours pre-populated for the days they are scheduled to work. Similar to administrators, if they are present and working on a day they are scheduled to work, they no longer have to type 7.00 hours (for a 1.0 FTE) in the timesheet.

You will see this in your certificated employee's timesheet when you login to EMPowerSF Time & Attendance and select **Edit Employee Time**.

### What is exception-based timekeeping?

The shift to an exception-based pay system marks an important milestone in our ongoing efforts to improve our EMPowerSF processes and better align with best practices in other school districts. In a positive-pay system, which we've had since the launch of EMPowerSF, employees are required to record both work and absence hours accurately to ensure they are paid correctly. An exception-based pay system takes the opposite approach: scheduled hours will be assumed as worked unless an exception is made, i.e. an absence, time off, or additional work hours beyond the schedule are entered in the timesheet.

### What will change for you?

**For your 1.0 certificated FTEs:** Nothing; there is no change in the managerial responsibilities over timesheets. Managers still need to approve time off requests and timesheets by the time the employee submits them at the end of each pay period.

**For your part-time certificated FTEs:** You will need to ensure that the certificated employee's schedule in Time & Attendance accurately reflects their days and hours worked. For part-time and/or split-site assignments, work schedules may vary from site to site, so this update is necessary to ensure proper auto-population of hours worked, time off, and absences—all of which are key factors in determining accurate compensation.





## CITY AND COUNTY OF SAN FRANCISCO

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### 2022–2023 CIVIL GRAND JURY

# Press Release

## FOR IMMEDIATE RELEASE

Contacts: sfcgj2023@gmail.com  
Karen Kennard, Foreperson, +1 415 551-3635

## Grand Jury: SFUSD Teacher Staffing “Not Making the Grade”

### *2022–2023 San Francisco Civil Grand Jury Report Identifies Low Pay, Hiring and Recruiting Challenges*

San Francisco, CA, June 16, 2023—The 2022–2023 San Francisco Civil Grand Jury released findings that the San Francisco Unified School District (SFUSD) employs too few credentialed teachers to furnish a quality education to every San Francisco student.

“The state and SFUSD both mandate credentialed teachers for our students, but the District falls short,” said Karen Kennard, Jury Foreperson. “It’s urgent to understand what’s broken—and to remediate this crisis.”

In the most recent reporting year, just 77% of SFUSD teaching roles were staffed by fully credentialed teachers and 9% of its staffing assignments were classified “ineffective” by the State Department of Education. By comparison, the average for all Bay Area school districts is one fifth more credentialed teachers and one third fewer “ineffective” assignments. Statewide data was similar.

The Jury’s report details a yearlong investigation of SFUSD classroom, wage, and benefits data relative to Bay Area and California averages. The Jury also interviewed District leadership and staff, representatives

of the San Francisco Board of Education, staff from SFUSD’s teacher accreditation program, school principals, and teachers.

Longstanding factors that affect recruiting and retention include low teacher pay relative to many other Bay Area school districts, SFUSD’s poor marketing of benefits like its pension plan and housing subsidies and an ongoing payroll fiasco. The District also has had an annual teacher attrition rate of 9–10% for more than a decade. The Jury found that the COVID-19 pandemic only worsened this trend.

The investigation also uncovered that the District does not maintain tracking data about why applicants turn down job offers, nor does it conduct exit interviews of teachers who leave. “We are concerned that SFUSD does not collect the kind of recruiting and HR data that is commonplace in other organizations,” Kennard said. “The District has room to improve in its willingness and ability to track, recognize and communicate the challenges it faces.”

“A more data-driven and forthright management culture would only help the District’s efforts to recruit and retain credentialed teachers,” Kennard said.

To read the full report, please visit <https://civilgrandjury.sfgov.org/report.html>.

## About the San Francisco Civil Grand Jury

The Superior Court selects 19 San Franciscans to serve year-long terms as Civil Grand Jurors. The Jury has the authority to investigate City and County government by reviewing documents and interviewing public officials and private individuals. At the end of its inquiries, the Jury issues reports of its findings and recommendations. Agencies identified in the report must respond to these findings and recommendations within either 60 or 90 days, and the Board of Supervisors conducts a public hearing on each Civil Grand Jury report after those responses are submitted. For more information, visit the San Francisco Civil Grand Jury website: <https://civilgrandjury.sfgov.org>.

###



# CITY AND COUNTY OF SAN FRANCISCO

## 2022–2023 CIVIL GRAND JURY

June 13, 2023

The Honorable London Breed  
Mayor of San Francisco  
City Hall, Room 200  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Dear Mayor Breed,

The 2022–2023 Civil Grand Jury will release a report entitled, “*Not Making the Grade: San Francisco’s Shortage of Credentialed Teachers*,” to the public on June 15, 2023. Enclosed is an advance copy. By order of the Presiding Judge of the Superior Court, Hon. Anne-Christine Massullo, this report is to be kept confidential until the date of release.

California Penal Code §933(c) requires a response to be submitted to the Presiding Judge no later than August 14, 2023.

California Penal Code §933.05 states that as to each finding, the response must indicate one of the following:

1. The respondent agrees with the finding; or
2. The respondent disagrees with the finding, wholly or partially, with an explanation.

As to each recommendation, the response must indicate one of the following:

1. The recommendation has been implemented, with a summary of the implementation;
2. The recommendation has not yet been, but will be implemented in the future, with a timeframe for implementation;
3. The recommendation requires further analysis, with an explanation, scope, and parameters of that analysis, and a timeframe for discussion not more than six months from the publication of the grand jury report; or
4. The recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

Please e-mail your response to Presiding Judge Massullo at [CGrandJury@sftc.org](mailto:CGrandJury@sftc.org) or mail to 400 McAllister Street, Room 008, San Francisco, CA 94102-4512.

Respectfully,

A handwritten signature in blue ink that reads "Karen Kennard".

Karen Kennard, Foreperson



## CITY AND COUNTY OF SAN FRANCISCO

### 2022–2023 CIVIL GRAND JURY

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June 13, 2023

Ben Rosenfield  
Controller, Office of the Controller  
City Hall, Room 316  
1 Dr Carlton B. Goodlett Place  
San Francisco, CA 94102

Dear Controller Rosenfield,

The 2022–2023 Civil Grand Jury will release a report entitled, “*Not Making the Grade: San Francisco’s Shortage of Credentialed Teachers*,” to the public on June 15, 2023. Enclosed is an advance copy. By order of the Presiding Judge of the Superior Court, Hon. Anne-Christine Massullo, this report is to be kept confidential until the date of release.

California Penal Code §933.05 states that as to each finding, the response must indicate one of the following:

1. The respondent agrees with the finding; or
2. The respondent disagrees with the finding, wholly or partially, with an explanation.

As to each recommendation, the response must indicate one of the following:

1. The recommendation has been implemented, with a summary of the implementation;
2. The recommendation has not yet been, but will be implemented in the future, with a timeframe for implementation;
3. The recommendation requires further analysis, with an explanation, scope, and parameters of that analysis, and a timeframe for discussion not more than six months from the publication of the grand jury report; or
4. The recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

You are not required to respond to the findings and recommendations in this report. If you choose to respond, please e-mail your response to Presiding Judge Massullo at [CGrandJury@sftc.org](mailto:CGrandJury@sftc.org) or mail to 400 McAllister Street, Room 008, San Francisco, CA 94102-4512, no later than August 14, 2023.

Respectfully,

A handwritten signature in blue ink that reads "Karen Kennard".

Karen Kennard, Foreperson



# CITY AND COUNTY OF SAN FRANCISCO

## 2022–2023 CIVIL GRAND JURY

June 13, 2023

Dr. Matthew Wayne  
Superintendent of Schools, San Francisco Unified School District  
555 Franklin Street  
San Francisco, CA 94102

Dear Dr. Wayne,

The 2022–2023 Civil Grand Jury will release a report entitled, *“Not Making the Grade: San Francisco’s Shortage of Credentialed Teachers,”* to the public on June 15, 2023. Enclosed is an advance copy. By order of the Presiding Judge of the Superior Court, Hon. Anne-Christine Massullo, this report is to be kept confidential until the date of release.

California Penal Code §933(c) requires a response to be submitted to the Presiding Judge no later than August 14, 2023.

California Penal Code §933.05 states that as to each finding, the response must indicate one of the following:

1. The respondent agrees with the finding; or
2. The respondent disagrees with the finding, wholly or partially, with an explanation.

As to each recommendation, the response must indicate one of the following:

1. The recommendation has been implemented, with a summary of the implementation;
2. The recommendation has not yet been, but will be implemented in the future, with a timeframe for implementation;
3. The recommendation requires further analysis, with an explanation, scope, and parameters of that analysis, and a timeframe for discussion not more than six months from the publication of the grand jury report; or
4. The recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

Please e-mail your response to Presiding Judge Massullo at [CGrandJury@sftc.org](mailto:CGrandJury@sftc.org) or mail to 400 McAllister Street, Room 008, San Francisco, CA 94102-4512.

Respectfully,

A handwritten signature in blue ink that reads "Karen Kennard".

Karen Kennard, Foreperson



# CITY AND COUNTY OF SAN FRANCISCO

## 2022–2023 CIVIL GRAND JURY

June 13, 2023

Kevine Boggess  
President, San Francisco Board of Education  
555 Franklin Street  
San Francisco, CA 94102

Dear President Boggess,

The 2022–2023 Civil Grand Jury will release a report entitled, *“Not Making the Grade: San Francisco’s Shortage of Credentialed Teachers,”* to the public on June 15, 2023. Enclosed is an advance copy. By order of the Presiding Judge of the Superior Court, Hon. Anne-Christine Massullo, this report is to be kept confidential until the date of release.

California Penal Code §933(c) requires a response to be submitted to the Presiding Judge no later than September 13, 2023.

California Penal Code §933.05 states that as to each finding, the response must indicate one of the following:

1. The respondent agrees with the finding; or
2. The respondent disagrees with the finding, wholly or partially, with an explanation.

As to each recommendation, the response must indicate one of the following:

1. The recommendation has been implemented, with a summary of the implementation;
2. The recommendation has not yet been, but will be implemented in the future, with a timeframe for implementation;
3. The recommendation requires further analysis, with an explanation, scope, and parameters of that analysis, and a timeframe for discussion not more than six months from the publication of the grand jury report; or
4. The recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

Please e-mail your response to Presiding Judge Massullo at [CGrandJury@sftc.org](mailto:CGrandJury@sftc.org) or mail to 400 McAllister Street, Room 008, San Francisco, CA 94102-4512.

Respectfully,

A handwritten signature in blue ink that reads "Karen Kennard".

Karen Kennard, Foreperson

BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102-4689  
Tel. No. (415) 554-5184  
Fax No. (415) 554-5163  
TDD/TTY No. (415) 554-5227

## MEMORANDUM

TO: Tom Paulino, Liaison to the Board of Supervisors, Office of the Mayor  
Ben Rosenfield, City Controller, Office of the Controller  
Dr. Matt Wayne, Superintendent, San Francisco Unified School District

FROM: Stephanie Cabrera, Assistant Clerk, Government Audit and Oversight  
Committee, Board of Supervisors

DATE: June 30, 2023

SUBJECT: Civil Grand Jury Report Received

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The Board of Supervisors' Government Audit and Oversight Committee is in receipt of the San Francisco Civil Grand Jury (CGJ) report released June 15, 2023, entitled: "Not Making the Grade: San Francisco's Shortage of Credentialed Teachers":

Pursuant to California Penal Code Sections 933 and 933.05, the departments must:

Respond to the report within 60 days of receipt, or no later than August 15, 2023.

For each finding the Department response shall:

- 1) agree with the finding; or
- 2) disagree with it, wholly or partially, and explain why.

As to each recommendation the department shall report that:

- 1) the recommendation has been implemented, with a summary explanation; or
- 2) the recommendation has not been implemented but will be within a set timeframe as provided; or
- 3) the recommendation requires further analysis. The officer or agency head must define what additional study is needed. The Grand Jury expects a progress report within six months; or
- 4) the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

The Civil Grand Jury Report identified the following city departments to submit responses:

- Office of the Mayor
- Office of the Controller

- Superintendent of schools
- Board of Education

When submitting responses to the Civil Grand Jury, please forward a copy to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or email at: [Stephanie.Cabrera@sfgov.org](mailto:Stephanie.Cabrera@sfgov.org).

cc: Melissa Hernandez, Office of Chair Preston  
Andres Power, Office of the Mayor  
Todd Rydstrom, Office of the Controller  
Hong Mei Pang, San Francisco Unified School District  
Danielle Houck, San Francisco Unified School District  
Marin Trujillo, San Francisco Unified School District  
Mele Lau Smith, San Francisco Unified School District  
Judson Steele, Board of Education