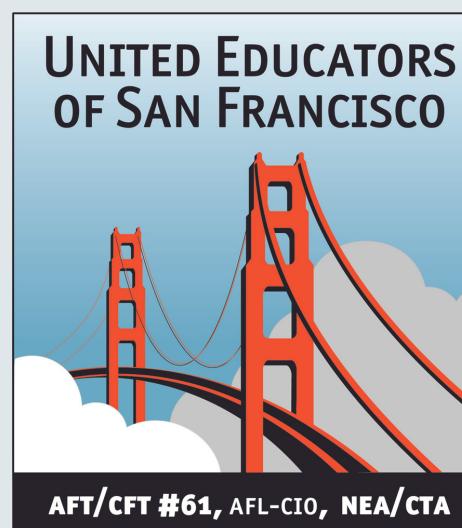




RESTRUCTURE IT RIGHT

RECOMMENDATIONS FOR
RIGHTING THE WRONGS OF
HISTORICAL MISMANAGEMENT
IN SFUSD





Introduction

When the United Educators of San Francisco says we are “fighting for the schools our students deserve,” it is not an empty slogan. We believe better schools are possible, and district management would be well served by focusing policy on “the schools our students deserve.”

Our state and our district are facing difficult challenges, like declining enrollment, that have real impacts on the funds available to do the critical work of educating our students. The state and federal governments have consistently not funded schools as a priority, and the painful reality of historical mismanagement in the San Francisco Unified School District (SFUSD) means these challenges are even more difficult to overcome, making budget cuts seem inescapable. However, we were pleased to learn that after the release of our report, [“Payday Loans and Pumpkin Patches: A History of Fiscal Mismanagement in SFUSD,”](#) the district committed to exploring cuts away from school sites and had taken our concerns surrounding central office bloat seriously.

In August 2023, SFUSD stated its superintendent would develop a proposal to “restructure districtwide services to serve students and sites more effectively and efficiently.”^[1] In December, SFUSD reaffirmed that commitment when Superintendent Matt Wayne announced the district would be “instituting central office staffing reductions to identify additional Unrestricted General Funds (UGF) in addition to hiring freezes.”^[2] We were hopeful to see these commitments from Wayne, and following the Board of Education’s ratification of a letter submitted to California Department of Education, per Assembly Bill 1200, which freed up “\$100 million in unrestricted ongoing budget solutions for [2024-25],” we expected the district to restructure its finances in a way that honored its stated values and commitments.^[3]

Now, at a time when UESF members still haven't received the raises SFUSD agreed to in October 2023 and the Board of Education approved in December 2023, we are witnessing distressing cuts to school sites and critical services that have a high impact on the day-to-day experiences of students and families in the district. We understood cuts were coming, but we did not expect SFUSD to right the wrongs of historical mismanagement on the backs of students, families and educators, especially when the district had already committed to addressing other areas of concern, like central office spending, first. School sites have been receiving budget allocations, which often include major cuts to staffing and student services. There has been no indication or communication that cuts are being made to any central management or district departments unrepresented by a collective bargaining agreement. Meanwhile, sports, libraries, arts and music, and other direct student services like counselors and family liaisons are threatened with cuts.

Harmful site-based cuts do not sit right with our membership, especially when SFUSD's central office continues to be bloated when compared with other school districts. We certainly understand the need for and value of a high-quality, high-functioning central office, but we continue to see overspending on upper management and central office supervisory staff rather than on essential services like facilities or staffing and recruitment.

According to a recent poll and accompanying document obtained by UESF and described in more detail in this report, public trust in SFUSD's ability to manage its finances is at an all-time low. A golden opportunity for the district to rebuild that public trust and to honor its commitments presents itself now: restructure its spending, and *restructure it right*.

By "restructure it right," the union means that the district should restructure (1) the amount of central office staffing expenditures to bring us in line with state averages, as well as (2) central office departments to reflect a shift away from austerity and toward well-resourced school sites.

The district can and should do better by its students and the educators who support them. Like "Payday Loans and Pumpkin Patches," this report is intended to offer solutions, and we again invite readers to join the United Educators of San Francisco in our fight for the schools our students deserve.

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Summary of Findings

Part 1: Central Office Staffing Expenditures

Over the past decade, SFUSD has spent millions on new upper-management positions, even as enrollment declined. Since the 2009-10 school year, SFUSD has added 168 high-level administrative positions, costing the district \$34.6 million annually on salaries plus benefits.

Amazingly, 9.6 percent (nearly 1 in 10) of all SFUSD employees are central office staff. Moreover, the district spends 96 percent more per student on central office supervisory staff than the state average, according to data reported to the state. Although it would make sense to see higher salaries (and a resulting higher amount per regularly attending student) in San Francisco due to the high cost of living, SFUSD actually spends more per student on central office supervisory staff than some school districts in places with an even higher cost of living than San Francisco, including Mill Valley and Menlo Park. These findings are in line with the conclusions of a 2023 audit report by the city's Budget and Legislative Analyst's Office (BLA), which found SFUSD spends more and has allocated more staff to central administration functions than comparable districts. According to the report, the district has 59 percent more full-time-equivalent workers assigned to central office functions than the average comparable district.

Part 2: Central Office Departments of Concern

Although a high-quality, functioning central office is certainly valuable, two specific central office departments are worth exploring more deeply when it comes to managerial bloat: the Enrollment Center and Leadership Equity Achievement Design (LEAD). The Enrollment Center uses a complicated enrollment system originally intended to desegregate San Francisco's schools. However, the multistep lottery system causes confusion for families and site administrators alike, while the city's schools are more segregated by income and race than they have been in decades. In addition to being confusing and dysfunctional, the current enrollment system is also expensive: The Enrollment Center has a staff of 27, likely costing the district more than \$2.7 million annually. SFUSD has announced an update to the enrollment system, but the new policy does not appear to address these staffing concerns and will take several years to be implemented.

Another central office department of concern is LEAD, a managerial department tasked with supervising schools and overseen by the superintendent. Through an examination of old organizational charts and other documents obtained by UESF, it appears LEAD has added many high-level administrative positions over the past decade. LEAD now has 35 employees, mostly managerial staff, representing a 250 percent increase since 2006, when the department had around 10 employees. Enrollment dropped by almost 4,000 students during that same period.

Part 1: Central Office Staffing Expenditures

Top Lines

- As enrollment declined over the past decade, SFUSD spent millions on new upper-management positions.
- Since the 2009-10 school year, SFUSD has added 168 high-level administrative positions, costing the school district \$34.6 million annually on salaries plus benefits.
- Of the 8,482 total employees in SFUSD, 817 are central office staff, meaning 9.6 percent of all district employees are central office staff. In other words, nearly 1 in 10 SFUSD employees works in the central office.
- With a staggering \$394 per student spent on central office supervisory staff, SFUSD spends 96 percent more per regularly attending student on central office supervisory staff than the state average.
- While one could argue that we should see higher salaries (and a resulting higher amount per regularly attending student) in San Francisco because of the cost of living, the data shows that SFUSD spends more per student on central office supervisory staff than some school districts in places with an even higher cost of living than San Francisco, including Mill Valley and Menlo Park.
- According to an audit report by the city's Budget and Legislative Analyst's Office (BLA) released in early 2023, SFUSD spends more and has allocated more staff to central administration functions than comparable districts.
- According to the BLA, the district spent 25 percent of its \$977.9 million general operating budget for the 2020-21 financial year on central administrative functions, much higher than the median 18 percent of the general operating budget spent on central administrative functions by comparable districts.
- SFUSD has 59 percent more full-time-equivalent workers assigned to central office functions than the average comparable district.

Background

The *San Francisco Chronicle* reported in December 2023 that the staff-to-student ratio in SFUSD hovers just over five students for every adult (5.3:1). While the 5:1 figure is true, it includes all district employees (central office staff among them) who make up a much larger share of district employees than they do in other school districts across the state. According to the National Center for Education Statistics, the teacher-to-student ratio is 21.06:1, but even that figure is misleading because it still includes central office employees who hold a teaching credential.[4]

Over the course of the past decade, SFUSD has spent millions on new upper management positions, even as enrollment declined. Now, upper management, which has mismanaged SFUSD's finances for decades, is claiming SFUSD needs to make cuts to critical services at high-needs school sites and even threatening school closures. Making cuts to central office spending, with a focus on upper levels of management, supervisory staff, and non-critical departments, should be a priority for SFUSD because it would allow the district to save money and avoid cuts that have a more direct impact on students and families.

Examining Expenditures: Upper Management Positions

According to a recently updated analysis by School Board Commissioner Matt Alexander, it appears that since the 2009-10 school year, SFUSD has added 168 high-level administrative positions, costing the school district \$34.6 million annually on salaries plus benefits. The biggest increase in the number of employees is to those at the manager or director position, which make up 139 of the 168 positions that have been added since 2009-10.

Job Classification	Approx Cost per FTE (salary + benefits)	2022-23 FTE	2009-10 FTE	Change Since 09-10	Additional Annual Cost Compared to 2009-10*
Deputy, Head, Assistant Supe	\$285,000	21	15	+6	+\$1,710,000
Executive Director	\$250,000	25	15	+10	+\$2,500,000
Director	\$224,000	56	8	+48	+\$10,752,000
Manager	\$190,000	100	9	+91	+\$17,290,000
Education Policy Analyst	\$180,000	25	12	+13	+\$2,340,000
TOTAL		227	59	+168	+\$34,592,000

*Assuming Constant Dollars

Examining Expenditures: Central Office Supervisory Staff

In California, school districts report data to the state. While some of the data reported can be inconsistent and hard to compare across districts, districts report their expenditures in a uniform way, using "object codes" to identify the various types of expenditures.

Object Code 2300 is the code for classified supervisors' and administrators' salaries, which is defined as "full-time, part-time, and prorated portions of salaries of supervisory personnel who are business managers, controllers, directors, chief accountants, accounting supervisors, purchasing agents, site administrators, assistant superintendents, and superintendents." The classification also includes stipends for governing board members and personnel commission members.^[5] Object Code 2300 does not include principals (who are "certificated"); for the most part, it represents central office supervisory staff.

The statewide average for the cost to a unified school district for Object Code 2300 Supervisory staff is \$201 per Average Daily Attendance ("ADA"), meaning the statewide average spending on central office supervisory staff is \$201 per regularly attending student. ^[6] For SFUSD, that cost is a staggering \$394 per student, or 96 percent more than the state average.^[7]

General Fund Expenditures by Object Code, 2021-22

San Francisco Unified

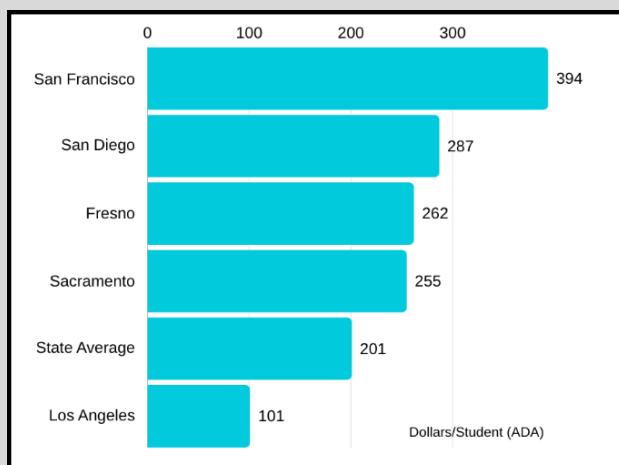


Object Codes	Type of Expenditure	Expenditures			Dollars/Student (ADA)			
		Unrestricted	Restricted	Total (ADA 44,794)	% Avg Unified School Districts	Statewide Avg Unified School Districts	Statewide Avg All Districts	
1000-1999 ▾	Certificated Personnel Salaries ⓘ	\$224,573,608	\$213,373,030	\$437,946,639	\$9,777	139%	\$7,055	\$7,088
2000-2999 ▾	Classified Personnel Salaries ⓘ	\$51,508,006	\$102,049,315	\$153,557,321	\$3,428	136%	\$2,523	\$2,536
2100 ⓘ	Classified Instructional Salaries	\$2,243,343	\$40,477,453	\$42,720,795	\$954	161%	\$592	\$607
2200 ⓘ	Classified Support Salaries	\$16,382,414	\$18,139,890	\$34,522,304	\$771	90%	\$859	\$851
2300 ⓘ	Classified Supervisors' and Administrators' Salaries	\$7,842,112	\$9,812,035	\$17,654,147	\$394	196%	\$201	\$205
2400 ⓘ	Clerical, Technical, and Office Staff Salaries	\$17,534,115	\$18,351,497	\$35,885,612	\$801	125%	\$639	\$641
2900 ⓘ	Other Classified Salaries	\$7,506,023	\$15,268,440	\$22,774,464	\$508	218%	\$233	\$232

Expenditure data reported to the state. SFUSD spends 96% more than the state average on Object Code 2300, the code representing central office supervisory staff [8]

When comparing SFUSD with other urban districts across the state, SFUSD spends more per regularly attending student on Object Code 2300 than several comparable districts. Sacramento, Fresno and San Diego, respectively, spend 27 percent, 31 percent and 43 percent more than the state average on central office supervisory staff. In contrast, Los Angeles spends 50 percent less than the state average on central office supervisory staff.[9]

SFUSD spending per regularly attending student on Object Code 2300 compared with other large, urban districts across the state [10,11]

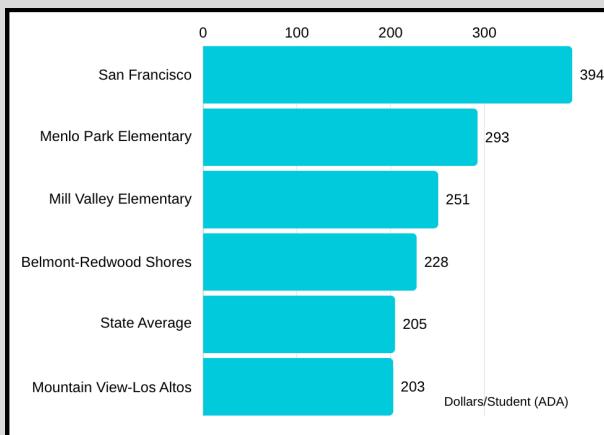


School District	Spending on Object Code 2300 (Dollar/Student (ADA))	Percentage Above/Below Statewide Average
Los Angeles	\$101	50% less
Statewide Average (Unified School Districts)	\$201	
Sacramento	\$255	27% more
Fresno	\$262	31% more
San Diego	\$287	43% more
San Francisco	\$394	96% more

While one could argue that we should see higher salaries (and a resulting higher amount per regularly attending student) in San Francisco because of the cost of living, the data shows that SFUSD spends more per student on central office supervisory staff than some school districts in places with an even higher cost of living than San Francisco.[12]

For example, Mountain View-Los Altos Union High spends slightly less than the statewide average on central office supervisory staff, and Belmont-Redwood Shores spends only 11 percent more than the statewide average. Mill Valley Elementary and Menlo Park City Elementary districts spend 22 percent and 43 percent more, respectively, than the statewide average on central office supervisory staff, which is still small in comparison to San Francisco's spending.

SFUSD spending per regularly attending student on Object Code 2300 compared to other Bay Area districts where the cost of living is high [13,14]



School District	Spending on Object Code 2300 (Dollar/Student (ADA))	Percentage Above/Below Statewide Average
Mountain View-Los Altos	\$203	<1% less
Statewide Average (All districts-- not just unified)	\$205	
Belmont-Redwood Shores	\$228	11% more
Mill Valley Elementary	\$251	22% more
Menlo Park Elementary	\$293	43% more
San Francisco	\$394	92% more

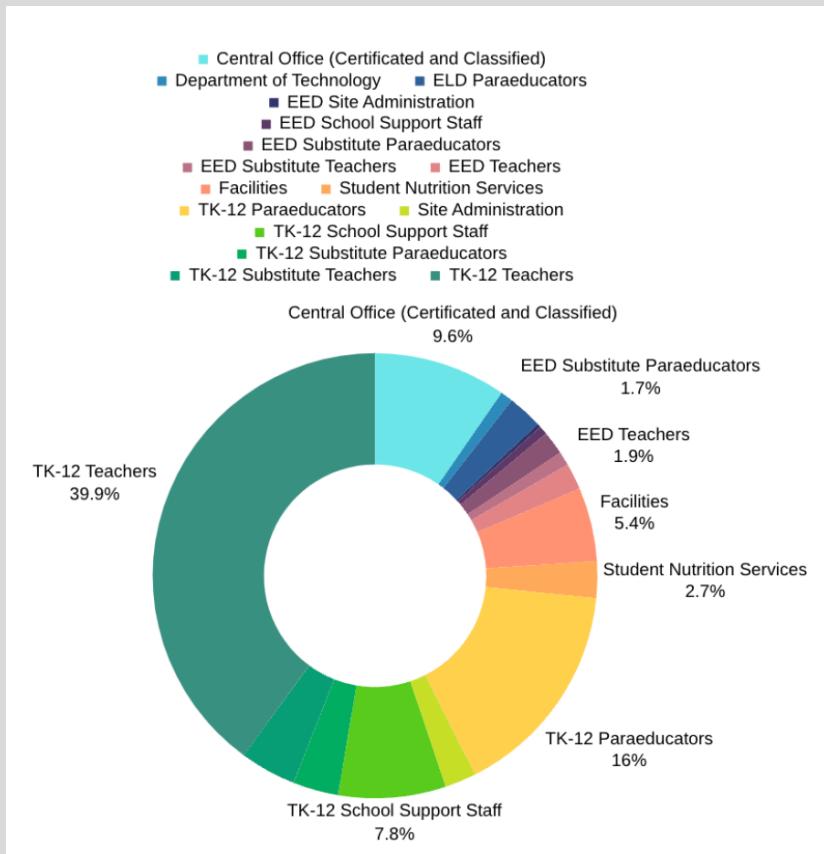
Examining the Number of Central Office Staff

Apart from data reported to the state, there is also data SFUSD reports to the public. According to staffing numbers shared by the district on its website, there are 334 central office certificated staff and 483 central office classified staff, making a total of 817 total central office staff. This number excludes the Department of Technology, Student Nutrition Services, and Facilities.

Of the 8,482 total employees in SFUSD, 817 are central office staff, meaning 9.6 percent of district employees are central office staff. In other words, nearly 1 in 10 SFUSD employees works in the central office.[15]

STAFF					
334 Central Office Certificated	483 Central Office Classified	77 Department of Technology	214 EED Paraprofessionals	24 EED School Site Administration	53 EED School Support Staff
144 EED Substitute Paraprofessionals	85 EED Substitute Teachers	163 EED Teachers	454 Facilities	226 Student Nutrition Services	1354 TK-12 Paraprofessionals
193 TK-12 School Site Administration	663 TK-12 School Support Staff	281 TK-12 Substitute Paraprofessionals	347 TK-12 Substitute Teachers	3387 TK-12 Teachers	8,842 Total Employees

Central Office Staff in SFUSD make up 9.6 Percent of District Employees



Nearly 1 in 10 SFUSD employees is central office staff, according to district data. [17]



These findings are in line with the conclusions of an analysis completed by Board of Education Commissioner Matt Alexander in 2022 and a subsequent audit report by the city's Budget and Legislative Analyst's Office (BLA) requested by Supervisor Hillary Ronen and released in early 2023, which found that SFUSD spends more and has allocated more staff to central administration functions than comparable districts.[18]

The BLA's report found that SFUSD spends more and has allocated more staff to central administrative functions when compared with 12 peer districts in the state. SFUSD spent 25 percent of its \$977.9 million general operating budget for the 2020-21 financial year on central administrative functions, much higher than the median 18 percent of the general operating budget spent on central administrative functions by comparable districts.[19]

When broken down by staff, the peer districts that provided their position detail information had a median of 138 full-time-equivalent workers assigned to central office functions for every 10,000 students. In contrast, SFUSD came in "well above" the norm with an astonishing 220 full-time-equivalents for every 10,000 students.[20] In other words, SFUSD has 59 percent more full-time-equivalent workers assigned to central office functions than the average comparable district.

While SFUSD has made some recent staffing changes in response to the BLA report, it will take bold leadership and sweeping changes to correct for the decades of inflated central office spending that have contributed to the district's present-day challenges. If staffed like its peer districts, SFUSD could save funds and avoid painful site-based cuts that have a direct impact on students and the services they receive daily.

School District Spending on Central Administration, Fiscal Year 2020-21		
	SFUSD	Peer Districts
Central Administration Spending	\$245.5 million	\$134.4 million
Percent of Total Operating Budget	25%	18%
Full-Time Equivalent Positions (FTEs)	1,294.1	674.3
Percent of Total FTEs	16%	16%
FTEs per 10,000 Students	220.4	138.4

Figures are from a 2023 report from the Budget and Legislative Analyst's Office [21]

Part 2: Central Office Departments of Concern

Top Lines

- SFUSD has central office departments that are expensive, allow school segregation to worsen, and are antithetical to the district's stated values and its mission of supporting Community Schools. Two departments that show severe signs of managerial bloat and excessive spending are the Enrollment Center and LEAD.
- SFUSD's enrollment system was originally intended to desegregate San Francisco's schools, but the city's schools are more segregated by income and race than they have been in decades.
- The current enrollment system is a multistep lottery that assigns students to schools throughout the city, causing confusion for families and school sites alike, and making staffing the schools a nightmare for administrators.
- The executive director of SFUSD's Enrollment Center is Lauren Koehler, who has an extensive background in charter schools, having previously worked for KIPP. Koehler's heavily-staffed Enrollment Center is expensive, likely costing the district more than \$2.7 million annually.
- LEAD is another central office department worth examining. Through an examination of old organizational charts and other documents obtained by UESF, it appears LEAD now has 35 employees, mostly managerial staff, representing at least a 250 percent increase since 2006, when the department had close to 10 employees. Enrollment dropped by almost 4,000 students during that same period.
- As a show of accountability to the public and an effort to rebuild public trust, we demand that SFUSD follow through on the BLA's recommendation that the district report back to the board of supervisors, and share any changes that resulted from the BLA analysis.

Background

In addition to restructuring the amount of central office staffing expenditures, UESF believes we should "restructure it right" by restructuring central office departments to reflect SFUSD's stated priorities of right-sizing the central office and shifting to Community Schools. We know the value of a high-quality, functioning and well-staffed central office, so we are not advocating for broad cuts to central office spending across the board, especially considering the importance of strong Human Resources, Business Services, and Facilities departments. Rather, we suggest looking at specific departments, with a focus on upper management spending, when reallocating funds and restructuring SFUSD's finances. The departments of particular concern to UESF are the Enrollment Center and LEAD.

The Enrollment Center

For decades, SFUSD has used an expensive and overly complicated enrollment process that creates chaos and confusion for students, families and school sites, while costing the district millions annually. Although this enrollment system was originally intended to desegregate San Francisco's schools, the city's schools are more segregated by income and race than they have been in decades.^[22] As a result, we now have segregated schools and an expensive enrollment center that keeps school sites in the dark and families frustrated.

History of Enrollment in SFUSD

The history of student enrollment in San Francisco is a history of racial segregation. Like schools all over America, schools in San Francisco maintained an official policy of segregation (de jure segregation) before de jure segregation was outlawed in California in 1947. De jure segregation was famously declared unconstitutional nationwide by the Supreme Court in *Brown v. Board of Education* in 1954, yet de facto racial segregation of schools remained a problem.

After a Black family filed a lawsuit against SFUSD's racially segregated system, a federal judge ordered desegregation; and in 1971 San Francisco instituted a busing system that transported children across the city so they could be in racially integrated schools. Many white families boycotted the decision, and by 1983, the district's enrollment had plunged by 32,000 students. Vying factions of parents filed lawsuits, leading a federal judge to oversee many school assignment efforts in SFUSD. The judge eventually gave up, calling the district's attempts at diversification a failure and handing control of the assignment system back to the school district. Since then, SFUSD has shifted away from a student assignment system that promoted integration and toward one that is based on parent choice. Although some enrollment patterns have changed, the schools have remained effectively segregated since that time. In fact, The *San Francisco Chronicle* examined six decades of school enrollment and census data in 2015 to find that since the city's race-based school assignment system ended in 2001, schools are even more segregated than in the 1970s.^[23]

The Current System

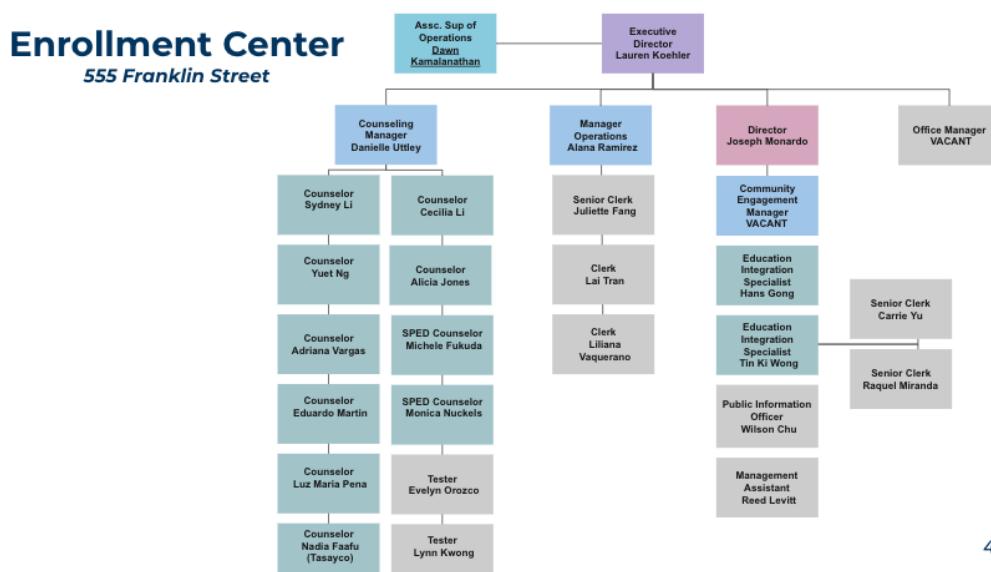
Today's enrollment system can best be described as an intricate multistep lottery. Parents and caregivers with students entering kindergarten can tour schools throughout the fall and winter, choose from more than 100 kindergarten programs, and submit a list of schools in order of preference. Parents and caregivers of sixth- and ninth-graders undergo a similar process. The computerized lottery gives first preference to younger siblings of children enrolled in a school, second preference to families living in census tracts where students score lowest on standardized tests, and third preference to students living in a school's neighborhood. Assignments are sent in March, and families can keep trying in four subsequent rounds, often learning their final assignment just days before school begins.^[24]

It appears that the goal under the current system is to give parents choice while also desegregating schools, but it has failed to meaningfully diversify the schools, and has continually frustrated many families who did not get a spot at any of the schools they listed as a preference.[25] According to the *San Francisco Chronicle*, "Families routinely cite the byzantine school assignment system as a reason to leave the city and live somewhere where choosing a kindergarten isn't a full-time job."^[26]

In addition to being confusing for families to navigate, the enrollment system creates chaos and confusion at school sites. Every year, a sense of unpredictability reigns: Schools do not know how many students will be assigned to their sites, meaning principals often do not know what their school's enrollment will be like with enough notice to accurately staff their site, creating uncertainty for students, families, educators and administrators alike. If a middle school, for example, does not have enough information about the incoming class of sixth-graders in the spring, how can the school accurately staff the grade level with quality educators for all of the subject areas? How can students know they will have access to high-quality classes? How can educators know they will have enough job security to prepare for the following school year?

School sites should be able to staff their schools in a predictable and consistent way. However, under the current system, the Enrollment Center is built for and sustained to manufacture chaos, causing instability so that nobody wins.

While SFUSD has announced an update to the enrollment system, the new policy is still being discussed and is not scheduled to be implemented until the 2026-27 school year. In the meantime, an expensive, fully staffed enrollment office oversees a system that, in the words of SFUSD itself, creates "many challenges for students, families and schools."^[27]



The current system, which continues to frustrate all stakeholders, is not cheap. According to SFUSD's organizational charts, the Enrollment Center has a staff of 27, overseen by the associate superintendent of operations, Dawn Kamalanathan, who recently announced she is stepping down from her position and leaving SFUSD altogether. The executive director of SFUSD's Enrollment Center is Lauren Koehler, who has an extensive background in charter schools, having previously worked for Alpha Public Schools and KIPP Houston.[\[29\]](#) Research has consistently shown that charter schools are expensive and have been found to place fiscal strain on public school districts.[\[30\]](#) Additionally, charter schools have been linked to high levels of segregation.[\[31\]](#) In a city that has fended off privatization movements that other cities have fallen victim to, it is concerning that someone who came from KIPP is directing SFUSD's enrollment system. We wonder about Koehler's principles of enrollment, and if those principles are based on the city's values or around the privatizing effects of charter schools.

Reporting to Koehler is another layer of management, and reporting to that layer are a series of counselors, clerks and integration specialists.[\[32\]](#) Using available information, it does not appear that the counselors are certified counselors. Instead, it seems these are "educational placement counselors," who counsel families through the confusing system of enrollment.[\[33\]](#)

Using SFUSD's recommended budget for 2023-2024, it appears the Enrollment Center is costing the district at least \$3.3 million annually, a steep price to pay for an enrollment system that causes so much unpredictability for school sites, as well as confusion and frustration for San Francisco families.[\[34\]](#)

Alternatives

In contrast to SFUSD's complicated and expensive enrollment system, districts like Long Beach Unified do not have enrollment centers. Their enrollment is zone-based, with a supplementary computerized "choice" lottery, and it is run by a software system and staff that works on other commitments the rest of the school year. The district does not have an organizational chart for its enrollment center because it simply does not exist.[\[35\]](#)

Closer to home, Berkeley Unified also uses a zone-based enrollment system. In Berkeley, the city is sorted into three zoned areas from east to west. Students are assigned to schools in those zones in an effort to desegregate while ensuring students have access to schools that are not too far from their homes. The schools in Berkeley appear to reflect the overall population, despite the city's economic and racial disparities.[\[36\]](#) Additionally, SFUSD has stated repeatedly that it is serious about its commitment to Community Schools, and having high-quality Community Schools throughout the city would make a complicated, cross-city enrollment system irrelevant.

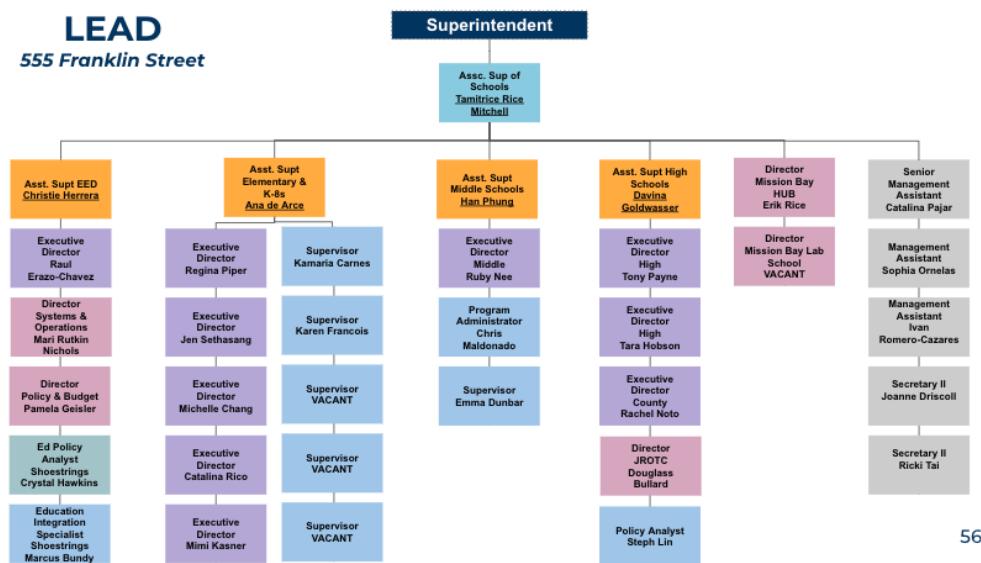
An improved enrollment system could reaffirm the district's commitment to Community Schools and lead to better outcomes for students and families, while also cutting down on central office costs. While SFUSD has announced a new system, one that looks more like Long Beach or Berkeley than its current system, the district has not said anything about staffing. The current system is problematic in many ways, but the fact that it is costing SFUSD millions per year should be highly scrutinized and revised to reflect the district's financial realities.

LEAD

Another department that warrants some scrutiny is Leadership Equity Achievement Design (LEAD). This department is strictly supervisory and managerial in nature, and contains several layers of management whose purpose is not transparent or entirely clear to the public. The layers manage and micromanage administrators and educators with little impact on students. At the very least, there needs to be transparency around what the LEAD office is for and why these layers of management are necessary.

The LEAD office did not always exist in its current form. Many of these positions were added since 2006, according to documents obtained by UESF, and the expansion of this department has not significantly influenced student outcomes. Any expensive managerial positions added during a period of fiscal crisis need to be justified to the public because this is public money intended for students—not managerial bloat.

Current System

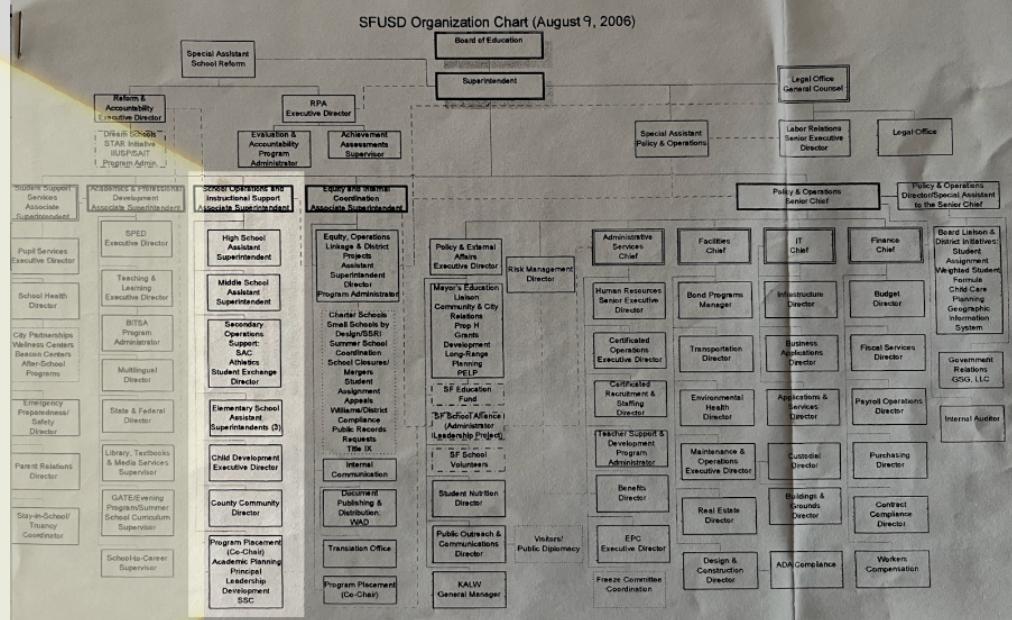
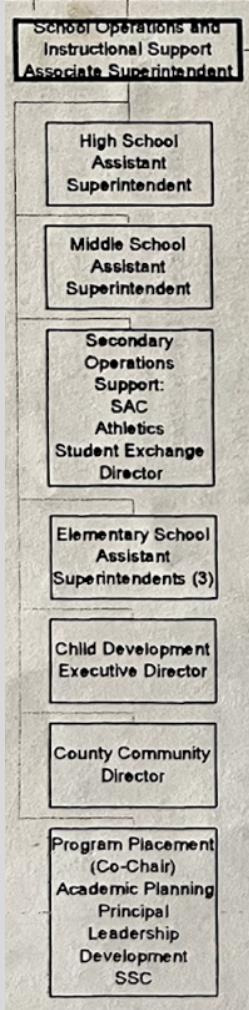


Current LEAD Organizational Chart [37]

One look at LEAD's organizational charts, and it is clear that the layers of management are numerous and convoluted. Principals report to directors or supervisors, who report to assistant superintendents, who report to the associate superintendent, who reports to the superintendent. Mixed into that complicated chain of command are analysts, specialists and assistants.

When examining older district documents, it is clear that it was not always like this in SFUSD.

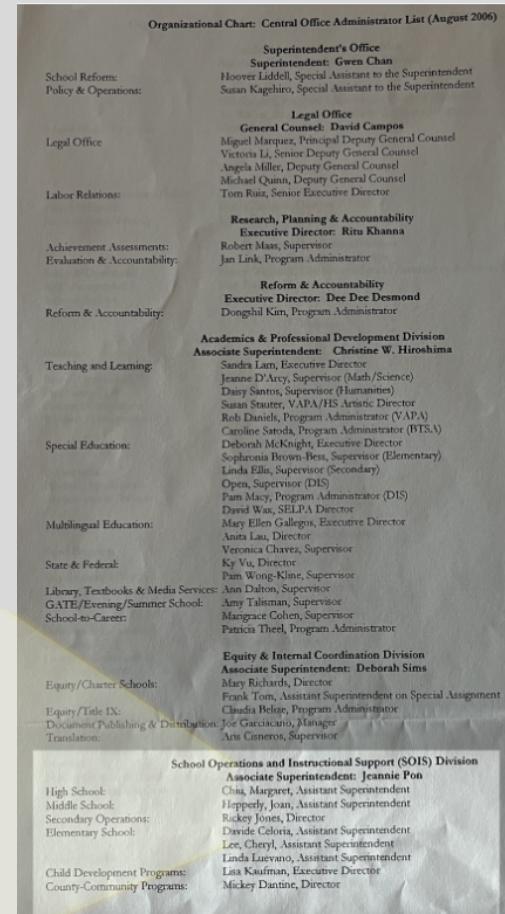
Comparative Analysis of LEAD Office (Then and Now)



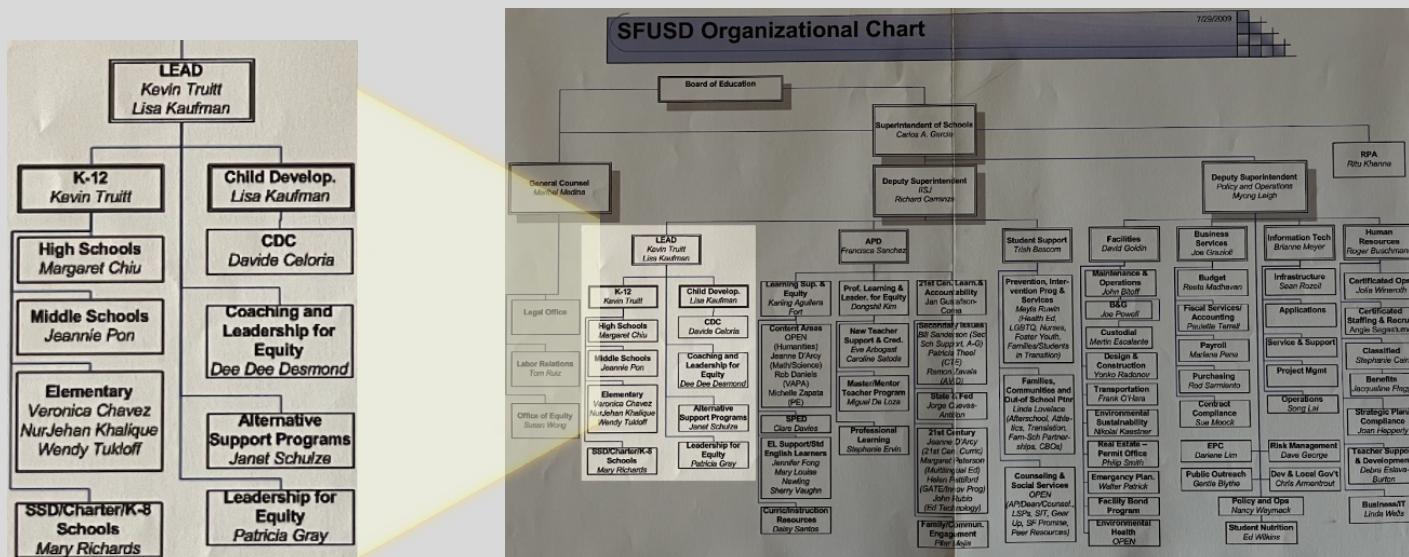
According to district documents obtained by UESF, the layers of management used to be much more straightforward and simpler for district employees to navigate. An organizational chart from 2006 reveals the department tasked with supervising and supporting schools (now called "LEAD," previously called "School Operations and Instructional Support") was overseen by one associate superintendent, and included five assistant superintendents, one executive director, one director, and possibly two other staff members. Altogether, it appears the department probably had close to 10 employees (a list from 2006 includes nine people), mostly managerial staff. In contrast, LEAD currently is overseen by one associate superintendent, and includes four assistant superintendents, 10 executive directors, five directors, six supervisors and nine other staff members. Altogether, it appears the department now has 35 employees, mostly managerial staff, representing a 250 percent increase since 2006.^[38] In that same period, district enrollment dropped by almost 4,000 students.^[39]

A Central Office Administrator List from 2006 reveals the department tasked with supervising and supporting schools (now called "LEAD," previously called "School Operations and Instructional Support") had a much smaller staff than the LEAD office has currently. Altogether it appears the department probably had close to 10 employees, mostly managerial staff. In contrast, LEAD currently is overseen by one associate superintendent, and includes four assistant superintendents, 10 executive directors, five directors, six supervisors, and nine other staff members. Altogether it appears the LEAD office now has 35 employees, mostly managerial staff, representing a 250 percent increase since 2006.

School Operations and Instructional Support (SOIS) Division
Associate Superintendent: Jeannie Pon
 Chiu, Margaret, Assistant Superintendent
 Hepperly, Joan, Assistant Superintendent
 Rickey Jones, Director
 Davide Celoria, Assistant Superintendent
 Lee, Cheryl, Assistant Superintendent
 Linda Luevano, Assistant Superintendent
 Lisa Kaufman, Executive Director
 Mickey Dantine, Director



According to an organizational chart from 2009, the "School Operations and Instructional Support" department had been renamed "LEAD," and had increased its staffing to 14 people, all managerial staff, up from 2006 levels, but still far below those of 2024.



SFUSD Organizational Chart, 2009

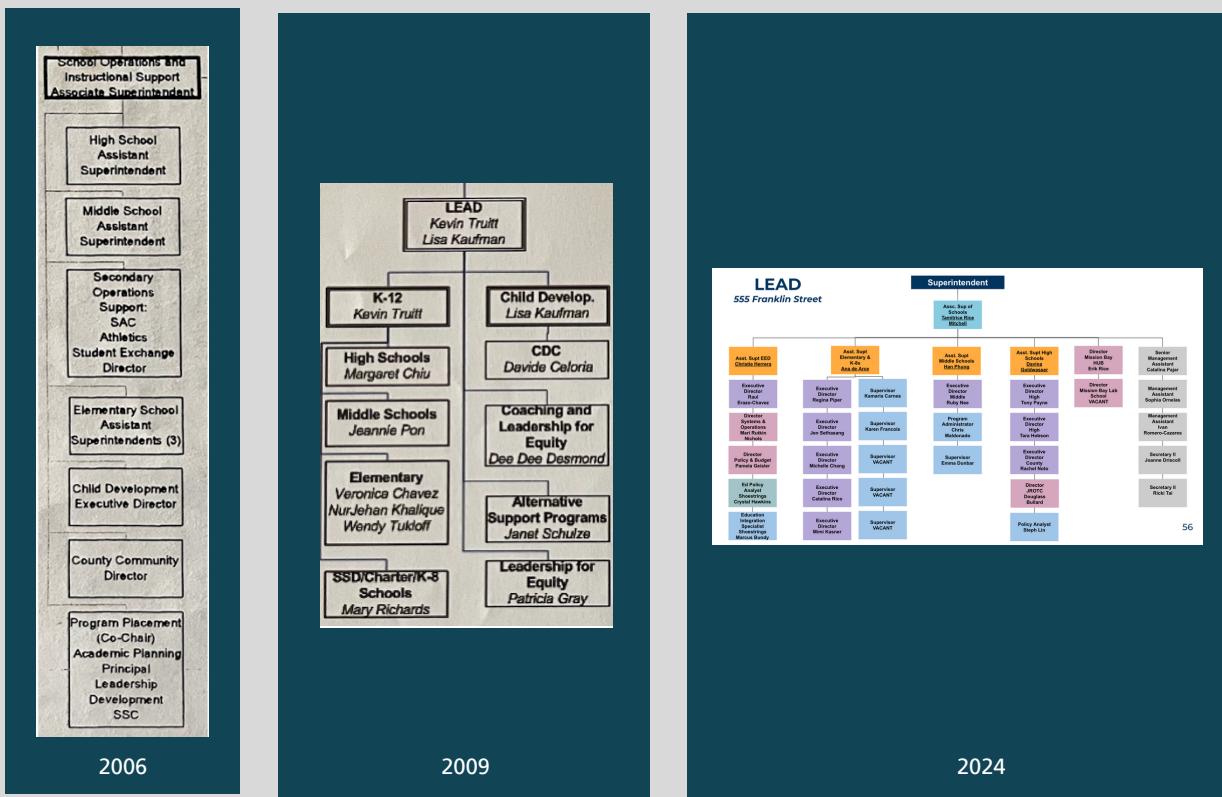
School Year	Enrolled Students*	Estimated Staffing in LEAD
2006-07	53,148	10
2009-10	52,992	14
2021-22	49,435	35**

LEAD Office Staffing levels increased as enrollment declined [39]

* Numbers exclude independent charter schools and students in County Office of Ed programs

****Number excludes EED office, a LEAD subdepartment**

It is hard to know exactly how much LEAD is currently costing SFUSD per year, but it is almost certainly millions. According to district documents, multiple individuals in the LEAD department are making over \$200,000.[40] In SFUSD's adopted budget for 2022-2023, the LEAD department is listed as having 19.5 full-time equivalent (FTE) positions and costing SFUSD over \$4.8 million. However, the 19.5 FTE figure is inconsistent with the LEAD organizational chart, which lists 35 positions, so the total cost of LEAD is likely to be much higher than \$4.8 million. [41]



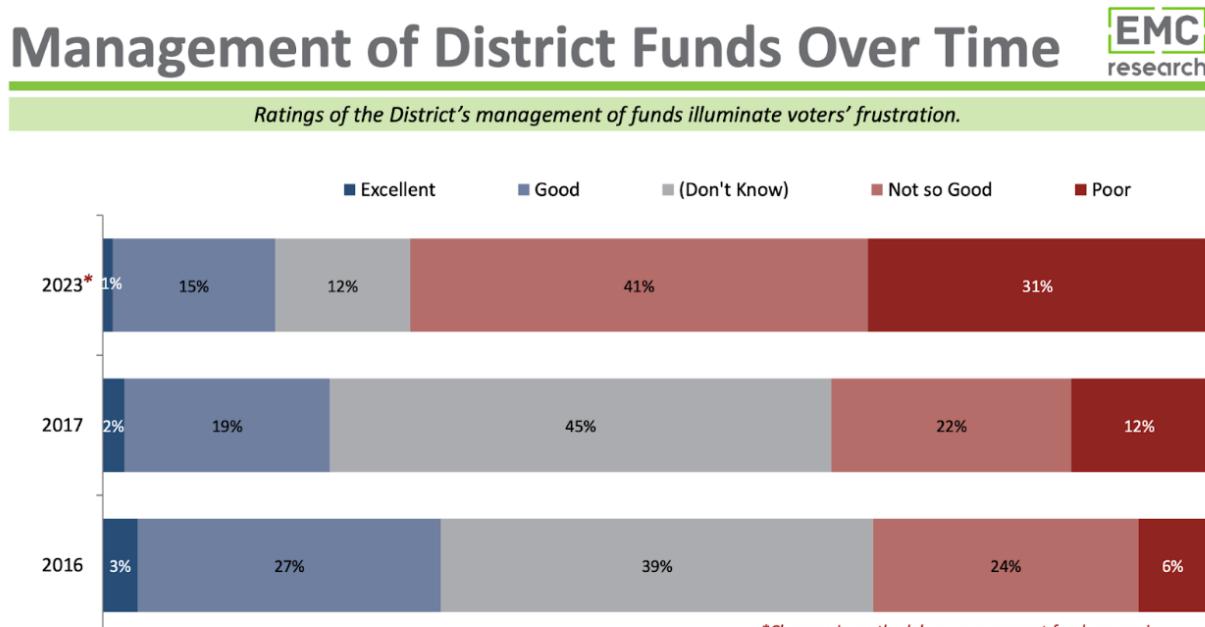
Left to right: 2006 "School Operations and Instructional Support" (before it was renamed LEAD) Organizational Chart, 2009 LEAD Organizational Chart, and 2024 LEAD Organizational Chart

Alternatives

The most obvious alternative for a department like LEAD is to return to the district's own managerial staffing levels from 2009, 2006 or before. What is the justification for managerial bloat as enrollment continues to decline? It would be challenging to adjust back to previous levels, but those challenges seem worthwhile when compared with the challenges faced by school sites with slashed budgets and a looming threat of school closures. In the face of these harmful possibilities, every other option must be explored seriously.

To win back public trust, SFUSD should reduce administrative bloat

According to a recent poll and accompanying documents obtained by UESF, public trust in SFUSD's ability to manage its finances is at an all-time low. The poll was a survey of likely November 2024 voters in San Francisco, and it was conducted in October and November 2023. When asked how they would rate the job that SFUSD is doing at managing its finances, only 16 percent of respondents responded "good" or "excellent," with the vast majority (72 percent) answering "not so good" or "poor." [42]



Data collected in a 2023 poll conducted by EMC Research with San Francisco voters illuminates voters' frustration with SFUSD's management of funds over time [41]

It is clear the public is noticing the effects of decades of fiscal mismanagement. The results of this poll may seem grim, but UESF believes this poll data presents SFUSD with a clear opportunity for the district to rebuild public trust during a critical time.

When the Budget and Legislative Analyst's Office issued its report on central office staffing and resource allocations, it included policy options and recommended that SFUSD report back to the board of supervisors within six months on its assessment of the results of the BLA analysis and any resulting changes in resource allocations.[43]

Policy Options

The Board of Supervisors should:

1. Share the results of this analysis with SFUSD and the public through forums including a public hearing for additional discussion and analysis as part of an assessment of policy choices and funding decisions, and request that SFUSD provide additional information and context as appropriate, in order to inform SFUSD's policy and budgetary decisions.
2. Request that SFUSD report back to the Board of Supervisors in six months on its assessment of the results of this analysis and any resulting changes in resource allocations.

Policy recommendations included in a 2023 report by the
Budget and Legislative Analyst's office [42]

As a show of accountability to the public and an effort to rebuild public trust, we demand that SFUSD follow through on the BLA's recommendation and that it report back to the board of supervisors immediately, and share any changes that resulted from the BLA analysis. If no changes have resulted from the analysis, it is important for SFUSD to acknowledge that and work with the BLA to incorporate its analysis and recommendations into the district's restructuring plan. Although we have provided examples of specific departments in the central office where cuts could be made, we expect that the Enrollment Center and LEAD are just the tip of the iceberg, and a continued relationship with the BLA could result in a deeper understanding of the district's resources and how to reallocate them in a way that helps, and not hurts, school sites, students, families and educators.



Conclusion

As SFUSD attempts to address its budgetary crisis and right the wrongs of historical mismanagement, UESF expects the district to carry out its fiscal restructuring in a way that is respectful to students, families and communities. SFUSD management should examine its central office spending and the departments of concern we have identified before, not after, making painful, high-impact cuts to school sites.

The district has an opportunity to rebuild public trust by honoring its previously stated commitments and being as transparent with the public as possible. As stated in Part 2 of this report, UESF demands that SFUSD follow through on the Budget and Legislative Analyst's Office's recommendations, and that it report back to the board of supervisors immediately, as a show of accountability to the public and in an effort to rebuild public trust.

UESF is fiercely fighting for the schools our students deserve, and this report offers ideas and solutions for how SFUSD can be a part of making our slogan district policy. We are committed to the schools our students deserve—schools fully staffed with counselors, social workers, nurses, librarians, family liaisons and all the educators who directly serve students' needs. We are currently in a reopeners, negotiating working conditions for our special education educators, and we need to know that SFUSD management is *restructuring it right* so that the solutions we agree to will be implemented effectively and efficiently. We know this fight will require the skills and experiences of many stakeholders and community partners, and UESF invites you to join us in the struggle for what we know is possible in San Francisco.

Endnotes

1. <https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CV328F00EEF9/%24file/20230829%20Presentation%20BOE%20Workshop%20on%20Resource%20Alignment.pdf>
2. <https://www.sfusd.edu/about-sfusd/sfusd-news/press-releases/2023-12-08-sfusd-commits-fulfilling-historic-raises-educators>
3. <https://www.sfusd.edu/about-sfusd/sfusd-news/press-releases/2023-12-08-sfusd-commits-fulfilling-historic-raises-educators>
4. https://nces.ed.gov/ccd/districtsearch/district_detail.asp?ID2=0634410
5. <https://www.ed-data.org/district/San-Francisco/San-Francisco-Unified>
6. <http://www.ed-data.org/ShareData/Html/113463; https://ousdparentsunited.com/2023/03/05/chop-from-the-top-is-not-a-meaningless-catch-phrase-and-heres-why/>
7. <http://www.ed-data.org/ShareData/Html/113463>
8. <http://www.ed-data.org/ShareData/Html/113463>
9. <http://www.ed-data.org/ShareData/Html/113595 ; http://www.ed-data.org/ShareData/Html/113594; http://www.ed-data.org/ShareData/Html/113596; http://www.ed-data.org/ShareData/Html/113597 ; http://www.ed-data.org/ShareData/Html/113463>
10. Table was made using figures from Ed-Data, which can be found using the following links: <http://www.ed-data.org/ShareData/Html/113595 ; http://www.ed-data.org/ShareData/Html/113594; http://www.ed-data.org/ShareData/Html/113596; http://www.ed-data.org/ShareData/Html/113597 ; http://www.ed-data.org/ShareData/Html/113463>
11. Graphic was made using figures from Ed-Data, which can be found using the following links: <http://www.ed-data.org/ShareData/Html/113595 ; http://www.ed-data.org/ShareData/Html/113594; http://www.ed-data.org/ShareData/Html/113596; http://www.ed-data.org/ShareData/Html/113597 ; http://www.ed-data.org/ShareData/Html/113463>
12. <http://www.ed-data.org/ShareData/Html/113600; http://www.ed-data.org/ShareData/Html/113601 ; http://www.ed-data.org/ShareData/Html/113603; http://www.ed-data.org/ShareData/Html/113602>
13. Table was made using figures from Ed-Data, which can be found using the following links: <http://www.ed-data.org/ShareData/Html/113600; http://www.ed-data.org/ShareData/Html/113601 ; http://www.ed-data.org/ShareData/Html/113603; http://www.ed-data.org/ShareData/Html/113602> (Percentages calculated using "State Avg All Districts" column).
14. Graphic was made using figures from Ed-Data, which can be found using the following links: <http://www.ed-data.org/ShareData/Html/113600; http://www.ed-data.org/ShareData/Html/113601 ; http://www.ed-data.org/ShareData/Html/113603; http://www.ed-data.org/ShareData/Html/113602>
15. <https://www.sfusd.edu/about-sfusd/facts-about-sfusd-glance>
16. <https://www.sfusd.edu/about-sfusd/facts-about-sfusd-glance>
17. Graphics created using district data reported on website: <https://www.sfusd.edu/about-sfusd/facts-about-sfusd-glance>
18. https://sfbos.org/sites/default/files/BLA.SFUSD_.CentralAdmin.011023.pdf
19. <https://drive.google.com/file/d/1Q9c6dROFH0ZHUJDAnE9zFNBSIw-MQMv9/view?ts=64da700d>
20. <https://drive.google.com/file/d/1Q9c6dROFH0ZHUJDAnE9zFNBSIw-MQMv9/view?ts=64da700d>
21. <https://drive.google.com/file/d/1Q9c6dROFH0ZHUJDAnE9zFNBSIw-MQMv9/view?ts=64da700d>
22. <https://drive.google.com/file/d/1e6-A2y8Mk27WKZGUje17WNC71qIMKs-E/view>
23. <https://www.sfchronicle.com/schools-desegregation/>
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26. <https://www.sfchronicle.com/bayarea/nevius/article/School-board-isn-t-heeding-parents-wishes-on-6319263.php>
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28. https://docs.google.com/presentation/d/1XpPqOVpp3Tgy_LxUvvmNfDaX5akkOF2caG8vVVaoVgQ/edit#slide=id.g229584bfedc_0_1982
29. <https://www.linkedin.com/in/lauren-koehler-4b38634/details/experience/>
30. <https://inthepublicinterest.org/wp-content/uploads/2023/05/0523-Fiscal-Impact.4.pdf>
31. <https://civilrightsproject.ucla.edu/research/metro-and-regional-inequalities/latanti-project-los-angeles-san-diego-tijuana/divided-we-fail-segregated-and-unequal-schools-in-the-southfield/Divided-We-Fail-final-rept-v3-03-18-11.pdf>
32. https://docs.google.com/presentation/d/1XpPqOVpp3Tgy_LxUvvmNfDaX5akkOF2caG8vVVaoVgQ/edit#slide=id.g229584bfedc_0_1982
33. <https://www.ctc.ca.gov/commission/lookup>
34. <https://drive.google.com/file/d/1n4sUMSo2Dk5EZnOs4e-Ra-BTt1Fmvjey/view>
35. <https://resources.finalsuite.net/images/v1697137774/lbusdk12caus/jajh5udekigurmumuttg/Superintendent-Org-Chart.pdf>
36. <https://www.sfchronicle.com/bayarea/article/San-Francisco-school-district-votes-to-revamp-15786467.php>
37. https://docs.google.com/presentation/d/1XpPqOVpp3Tgy_LxUvvmNfDaX5akkOF2caG8vVVaoVgQ/edit#slide=id.g239ecaaa7f2_0_1142
38. https://docs.google.com/presentation/d/1XpPqOVpp3Tgy_LxUvvmNfDaX5akkOF2caG8vVVaoVgQ/edit#slide=id.g239ecaaa7f2_0_1142
39. Enrollment numbers used for the statement on p.13 and the table on p.15 come from the following bond disclosure documents and were then confirmed using internal district documents shared with UESF:
<https://emma.msrb.org/EA418498-EP337213-EP733520.pdf>; <https://emma.msrb.org/EA418498-EP337213-EP733520.pdf>;
<https://emma.msrb.org/P11603852-P11237071-P11660128.pdf>
40. [https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CRK2LM02B907/\\$file/Assistant%20Superintendent%20of%20Middle%20Schools-Han%20Phung%20v.%2005.01.docx.pdf](https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CRK2LM02B907/$file/Assistant%20Superintendent%20of%20Middle%20Schools-Han%20Phung%20v.%2005.01.docx.pdf);
41. [https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CRK2LK02B6C2/\\$file/Assistant%20Superintendent%20of%20PK-8%20Schools-Ana%20de%20Arce%20v.%2005.01.docx.pdf](https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CRK2LK02B6C2/$file/Assistant%20Superintendent%20of%20PK-8%20Schools-Ana%20de%20Arce%20v.%2005.01.docx.pdf);
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43. [https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CQFLTZ582D8E/\\$file/Management%20Salary%20Table%20Proposed%2004.11.23%20\(1\).pdf](https://go.boarddocs.com/ca/sfusd/Board.nsf/files/CQFLTZ582D8E/$file/Management%20Salary%20Table%20Proposed%2004.11.23%20(1).pdf)
44. <https://drive.google.com/file/d/1n4sUMSo2Dk5EZnOs4e-Ra-BTt1Fmvjey/view>
45. <https://drive.google.com/file/d/1DnkvvV5a3r74TCMmwVRy2Bzcbt4MTe4D/view>
46. https://sfbos.org/sites/default/files/BLA.SFUSD_.CentralAdmin.011023.pdf