

In establishing the School Usage Design Team (SUDT), the Board of Trustees and Superintendent affirmed their philosophy in Board Policy 0100 that:

- The community provides an essential resource to the educational program.
- Effective communication with all stakeholders helps build support for the schools.
- Accountability for the district's programs and operations is shared by the entire educational community, with the ultimate accountability resting with the Board as the basic embodiment of representative government.

PURPOSE OF SUDT

The SUDT was comprised of District stakeholders and community members for the purpose of identifying quantitative and qualitative criteria that would be used to:

- Analyze demographic, enrollment, facility, and program data
- Establish criteria to determine the most efficient and effective use of our resources based on this data
- Make recommendations to the Superintendent and Board that could lead to:
 - Changes in policy
 - Changes in boundaries
 - Changes in programs
 - School closure/consolidation/repurposing

SCHEDULE OF MEETINGS

The kickoff meeting of the SUDT was held on January 30, 2020. After holding two meetings in February 2020, the COVID-19 pandemic prevented the SUDT from meeting from March of 2020 through January of 2021. Consequently, the fourth meeting of the SUDT was held on February 25, 2021. This meeting and all proceeding meetings were Zoom meetings held on Thursdays from 5:00 PM to 6:30 PM. They were scheduled and communicated well in advance to the SUDT, except for the June 10, 2021 meeting, which was announced at the May 27, 2021 meeting. The District scheduled the June meeting to present the data aligned to the SUDT quantitative priorities prior to the summer break. The August 19, 2021 meeting was set at the June 10, 2021 meeting with assurance given that the District would notify the members in advance of the August meeting. The notification to the SUDT occurred on August 13, 2021. A summary of the SUDT meeting is presented here. A copy of the full meeting minutes is included in the Appendix.

HUSD'S 3-YEAR STRATEGIC PLAN

The 3-Year Strategic Plan was adopted by the HUSD Board of Education on June 24, 2019:

- Vision: The District will use resources, including facilities, efficiently and effectively to support our own educational community.
- Action: Conduct a comprehensive analysis of facilities, capacity, programs (i.e. bilingual programs) versus enrollment trends to better serve our own educational community.

The discussion of the strategic plan concerned the focus area of operational sustainability and the need for a comprehensive analysis of facilities, capacity, programs to determine how to better serve the educational community while weighing the District's enrollment trends.

The SUDT's primary focus is facilities, how they are used and designed to meet the needs of students.

OVERVIEW OF THE SUDT PROCESS

- Develop and define Evaluation Criteria
 - Quantitative (e.g., capacity, enrollment levels and trends, capacity utilization, operating costs, transportation requirements)
 - Qualitative (more subjective)
 - “Weighting”, if necessary—should all factors be valued the same?
- Examine the quantitative data for comparative purposes
- Identify qualitative factors

At the January 30, 2020 meeting, the District clarified that:

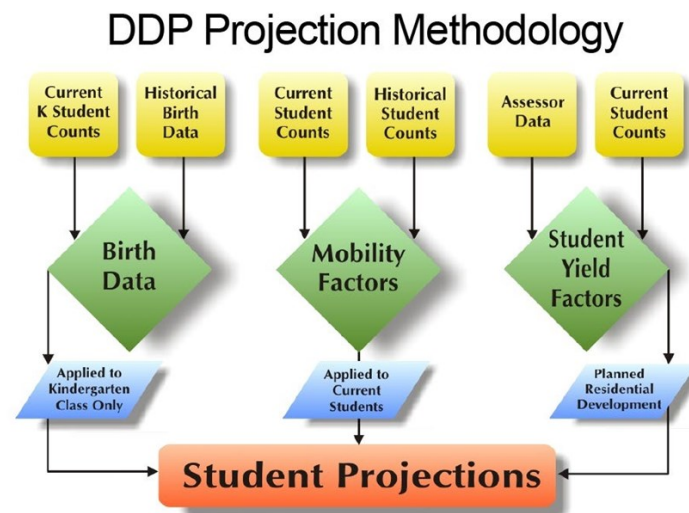
- The focus for the District is on elementary and middle schools. The District is not looking to redo the boundaries for the high schools.
- The implementation made from the Team will occur for the 2021-22 School Year.

At the February 13, 2020 meeting, the SUDT began discussing potential criteria and arrived at 37 potential criteria.

At the February 27, 2020 meeting, Mr. Kaitz of Davis Demographics and Planning (DDP), provided a detailed presentation of the District’s student population projections. Some of the points made were:

- All active residents are included within the Hayward Unified School District boundary
- The focus is on the last 4 years of students (2016-2019)
- The capture rate of Kindergarten students compared to births in Hayward. The kindergarten classes have dropped over the years and classes are showing a decline
- A lot of Apartments and Condos are being built, but they are aimed more towards professionals. The district tends to not get any kids from those particular homes

DDP provided a detailed description of their population projection methodology, which is based on multiple measures to improve reliability as shown in the graphic below.



At this meeting, the SUDT agreed on 36 quantitative criteria for further refinement, in the following categories:

- Neighborhoods
- School Safety
- Site Specific—Physical Plant
- Site Specific—Programs and People

The SUDT meeting scheduled for March 12, 2020 was canceled due to the COVID-19 Pandemic.

At the February 25, 2021 meeting, time was spent to review important topics in the minutes from the three SUDT meetings held in 2020, for example:

- Using resources including facilities, efficiently and effectively to support our own educational community
- Conducting a comprehensive analysis of facilities, capacity, programs versus enrollment trends to better serve our community
- Reviewing the evaluation criteria agreed to by the SUDT

The District had reviewed all of the SUDT comments “Wows and Wonders” of the DDP presentation in 2020 and responses were provided. There are a few representative samples:

- Comment about census: Think of the census as a thermometer. A thermometer measures the temperature at one point in time. That is what a census does. It measures the number of people in a location at a point in time.
- Comment about kindergarten: There is a decline in births in Hayward and seems to be a direct link to the decline in the enrolled Kinder students.
- Comment that the data is suggestive and not real: While projections are not real in the sense of predicting the future perfectly, projections based on multiple data sources increases their reliability and probability and is the best information the District and community has to plan for the future. In 2005, the District relied upon flawed projections, noted in the figure at right. DDP is adept at using multiple sources of data to provide projections, and in 2012 accurately projected the District would lose 1,000 students by 2019 and fall below 20,000.

[Wows and Wonders - SUDT - 02.27.20 - Davis Demographic Presentation of Data](#)

Wow – Comments

1. The data is suggestive, not real

Response: Correct, the projections from Davis Demographics are only a projection, based on current known information and historical data.

Below is an excerpt from the last committee back in June 2005, regarding enrollment projections:

Finally, Shelly Lapkoff of Lapkoff & Gobalet presented the demographic research findings which included enrollment forecasts. This presentation showed the rising migration patterns at the state and local levels. The recommendation was to use the Medium Enrollment Forecast scenario which would allow Fall 2005 kindergarten enrollment to be about 50 students higher than that of Fall 2004. They predict that the slow residential development will delicately counter the rising migration patterns, causing a slow, but stable enrollment growth. The recommendation was to plan for slow growth and flexibility in Hayward schools.

We have since changed firms and have been using Davis Demographics for our enrollment projections since 2012. The enrollment projections have reflected a trend of a continued decline in our enrollment. Below is an excerpt from Davis Demographics 2012/13 enrollment projection (2012/13 a new grade was added) compared to actuals:

Totals:	Fall 2012	Fall 2013	Fall 2014	Fall 2015	Fall 2016	Fall 2017	Fall 2018	Fall 2019
TK-6	12,548	12,563.2	12,606.9	12,465.9	12,270.2	12,027.6	11,795.1	11,603.8
7-8	3,215	3,123.8	3,084.8	3,129.0	3,122.8	3,167.0	3,215.7	3,176.9
9-12	5,006	5,067.2	5,134.7	5,120.6	5,158.7	5,116.1	5,079.6	5,139.7
TK-12	20,769	20,754.2	20,826.4	20,715.5	20,551.7	20,310.7	20,090.4	19,920.4

Actual Totals	20,840	20,946	20,996	20,947	20,771	20,429	19,909	19,746
Difference	+71	+192	+170	+231	+219	+118	-181	-174

2. With the census, it can change

Response: The US Census this year, plays a factor in the amount of Federal resources and representation our community receives but is not a factor in the demographic projections.

At the March 18, 2021 meeting, Mr. Joya from DDP provided a refresher on the updated demographic study that was completed for the District.

Trends look identical: decline in resident student population leading to declines in enrollment. A review of births by zip code indicate the largest declines have been in zip codes 94541 and 94544. Mr. Joya stated that the District cannot build its way out of the decline because a lot of the new construction are luxury apartments that are harder for families to rent.

Mr. Garde discussed the state of the District's budget and enrollment.

Currently, the District receives approximately \$11,000 per student. Mr. Garde made several points:

- If the District had simply maintained flat enrollment from 2004 that would have meant an additional \$40M annually. However, the 2015-16 to 2020-2021 student decline has been as much as the whole student body of Mt. Eden HS.
- Decline in enrollment has led to various budget challenges. There has been increased oversight by the County. [The Alameda County Office of Education has fiscal oversight responsibilities of school districts with standards based on Education Code.]
- When staffing reductions occur, they are based upon the student formula.
- In 2019 the District developed a Strategic Plan. A Strategic Plan had not been in place within the past 15 years.
- There are programmatic challenges with combination classes, class closures at some sites, and an inability to guarantee a consistent program at some sites like Special Ed and Bilingual. (Refer to figure at right for more detail.)

What Has Enrollment Decline Led To?

Budget Challenges

- Increased Oversight by County
- \$4M reduction in 2017/18
- \$8.8M reduction in 2019/20
- Projected \$15M for 2022/23
- Staffing reductions based on student formula

Programmatic Challenges

- Combination Classes
- Class closures at some sites
- Inability to guarantee a consistent program at some sites
 - Special Education
 - Bilingual

At the April 15, 2021 meeting, the SUDT voted on the top quantitative criteria. The ten receiving the most votes from the 22 SUDT members who attended this meeting were:

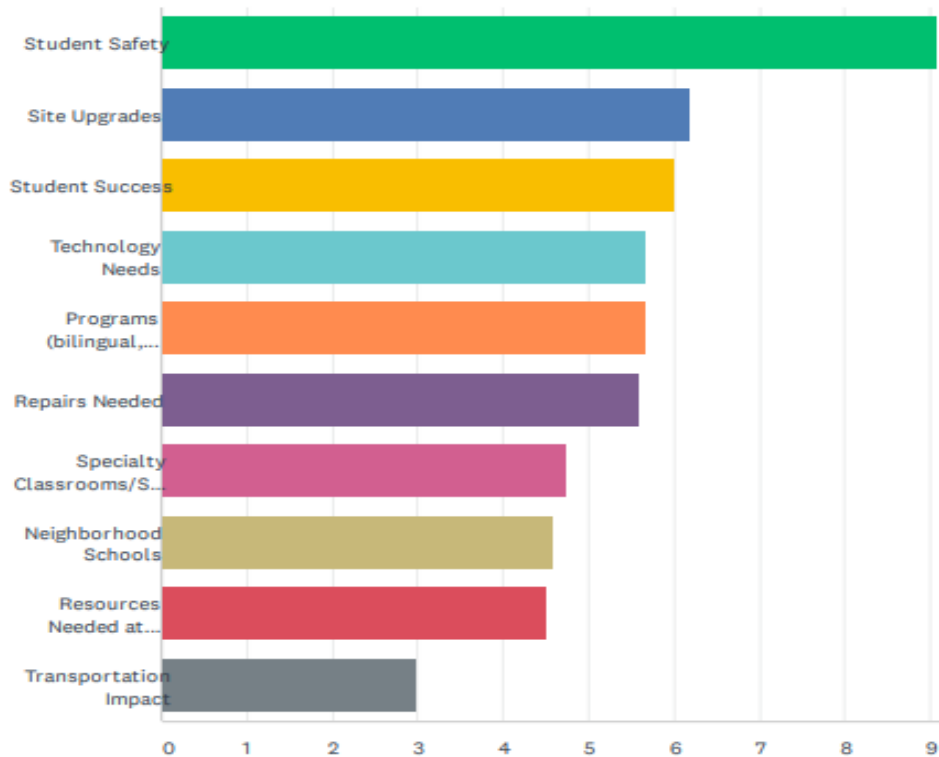
1. Student Safety
2. Site Upgrades
3. Technology Needs
4. Repairs Needed
5. Specialty Schools / Special Education
6. Programs (aka Signature Programs)
7. Transportation
8. Resources Needed at Receiving School
9. Student Success
10. Neighborhood Schools (tie)
11. Capacity and Utilization (tie)

The goal was to narrow the list to the Top 7 but the Team ran out of time.

At the May 6, 2021 meeting, the SUDT reviewed the results from the poll conducted at the April 15, 2021 meeting including five additional responses from members who completed the poll online. Including these additional responses, there was no change to the results. In total, 27 members voted in the polls to reduce the 36 criteria to ten.

The tie appeared to be broken for the tenth criteria due to the five additional members' votes. This was not true. Since the District initiated an evaluation of its Capacity and Utilization in 2019, Neighborhood Schools was chosen as the tiebreaker for the tenth criteria.

The goal for this meeting was to look at the 10 quantitative criteria from poll results and spend some time discussing four of the criteria and how the District could measure them. Dr. Raiford shared the poll results shown below.



There was a demonstration on how to use the last poll to determine the Top 7 quantitative criteria. The poll was given to the 12 members who were present and the list of the Top 7 in ranked order was:

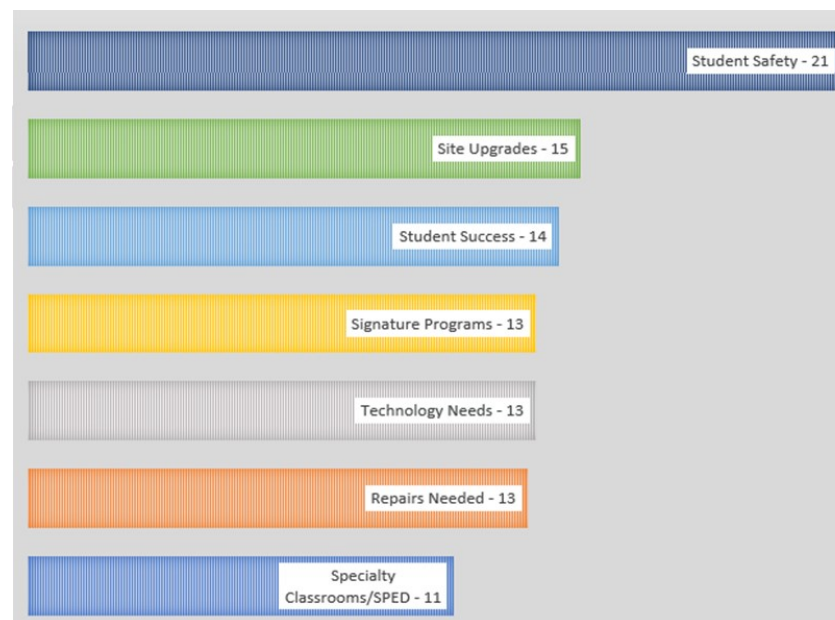
1. Student Safety
2. Site Upgrades
3. Student Success
4. Technology Needed
5. Signature Programs
6. Repairs Needed
7. Specialty Classrooms / Special Education

The SUDT was informed that the District would collect the available data to apply the Top 7 criteria to the elementary and middle schools of the district and see what the results are. Since there were only two weeks before the next meeting the SUDT was cautioned that some of the data may not be available or be able to be applied to the schools within the two-week period.

At the May 27, 2021 meeting, a presentation was given about the progress made in applying data to the SUDT's Top 7 quantitative criteria.

1. Student Safety – entered data on safety & security from Facility Condition Assessment, suspension rates from Dashboard, bullying/harassment, gang-related activity, fighting, weapons possession from the parent responses on the California Parent Surveys
2. Site Upgrades – entered costs per site per classroom from district data
3. Student Success – entered data from Dashboard on Math and ELA performance, and chronic absenteeism
4. Technology – entered data from FCA on technology status per site
5. Signature Programs – this is the only data not currently available. Distance learning programs have displaced the historical info on school websites, so the District is working on providing this information
6. Repairs Needed – entered costs per site per classroom from district data
7. SPED – Entered the location of all the SPED programs per site

There was a recap of the results with the weight of each Top 7 quantitative criterion on a 100-point scale. The figure eat right was used as a visual aid to the Team.



The remaining portion of this meeting was devoted to gathering the SUDT's recommendations on what qualitative criteria was important to consider when the Superintendent and Board evaluate the value and usage of a school site.

Prior to creating a list of qualitative criteria was a discussion about the qualities that make schools special. Maybe they are old or in disrepair, but there are characteristics about schools that are greatly valued.

Dr. Raiford discussed with the group “curb appeal” and proceeded to use three prompts to assist in generating responses and creating a list of qualitative criteria. These were the prompts:

- What are your expectations for the school exterior?
- What are your expectations for the school interior?
- What are your expectations for academic programs?

The complete list of the SUDT's Qualitative Criteria is presented further below in this section of the report.

At the June 12, 2021 meeting, a presentation of the data applied to the Top 7 quantitative criteria was provided to the SUDT. The schools were listed but their names were hidden since the District did not have all the data and, the superintendent and his cabinet have not seen the data. It was taking more time than expected to obtain the data and confirm with the SBDM Co-Chair because of all the end of school year activities. So, the SUDT was informed that the District will target setting a meeting in late August, once everyone gets back from summer, to review the data and draft of the report.

The SUDT was told that while the District has collected data on the high schools for most of the Top 7 criteria, the focus remains on the elementary and middle schools.

Each criterion was looked at one at a time and each data set was identified and discussed so that the SUDT understood the data related to the criterion.

Dr. Raiford asked the Team if there were additional qualitative criteria to add and that SUDT members could submit additional criteria through email.

The August 19, 2021 meeting was set at the June 10, 2021 meeting so that the SUDT can read a draft of the final report and provide input. Assurance was given that the District would notify the members in advance of the August meeting. The notification and draft report to the SUDT occurred on August 13, 2021.

At the August 19, 2021 meeting, the SUDT met to review the draft *Operational Sustainability Status Report for the Hayward Unified School District Superintendent and Board of Trustees* and identify errors of fact, specifically in the sections entitled *School Usage Design Team, Quantitative Criteria, and Qualitative Criteria*.

SUDT PRIORITIES—QUANTITATIVE CRITERIA

The SUDT identified their priorities for quantitative criteria. Their Top 7 quantitative criteria should be viewed as their recommendations for school usage design to the Superintendent and Board when considering changes in policy; changes in boundaries; changes in programs; and school closure, consolidation, or repurposing.

The Top 7 quantitative criteria as determined by the SUDT is as follows:

1. Student Safety
2. Site Upgrades
3. Student Success
4. Technology Needed
5. Signature Programs
6. Repairs Needed
7. Specialty Classrooms / Special Education

The District provided written methodology, data, evaluations for each of these quantitative criteria. A summary is presented here. The full report is included in the Appendix.

QUANTITATIVE SCORING MATRIX

The matrix below summarizes the Top 7 quantitative criteria scoring for each elementary and middle school being evaluated by the SUDT.

Summary Quantitative Criteria	Criterion 1: Student Safety (21)	Criterion 2: Site Upgrades (15)	Criterion 3: Student Success (14)	Criterion 4: Technology Needs (13)	Criterion 5: Signature Programs (13)	Criterion 6: Repairs Needed (13)	Criterion 7: SPED/ speciality Classrooms (11)	FINAL SCORE (100 max)
Elementary Schools								
Strobridge Elementary	8.4	0.0	6.3	8.8	6.5	0.0	1.6	32
Glassbrook Elementary	1.1	2.0	7.0	9.8	8.7	2.0	9.4	40
Park Elementary	6.3	2.0	8.4	8.8	13.0	2.0	1.6	42
Bowman Elementary	1.1	4.0	7.7	8.8	10.8	4.0	7.3	44
Eldridge Elementary	14.7	2.0	7.0	9.8	8.7	2.0	1.6	46
Longwood Elementary	13.7	4.0	7.7	8.8	6.5	4.0	1.6	46
Treeview Elementary	9.5	10.0	7.0	8.8	6.5	6.0	1.6	49
Eden Gardens Elementary	15.8	2.0	7.0	9.8	4.3	2.0	7.9	49
Ruus Elementary	10.5	2.0	10.5	7.5	8.7	4.0	11.0	54
Southgate Elementary	18.9	2.0	14.0	9.8	4.3	0.0	7.9	57
Palma Ceia Elementary	18.9	2.0	8.4	9.8	10.8	4.0	9.4	63
Tyrrell Elementary	6.3	14.0	7.0	9.8	8.7	12.0	7.9	66
Burbank Elementary	12.6	15.0	9.8	10.7	6.5	12.0	1.6	68
Lorin Eden Elementary	8.4	15.0	9.8	9.8	4.3	13.0	7.9	68
Stonebrae Elementary	13.7	14.0	7.0	10.7	8.7	10.0	6.3	70
Cherryland Elementary	12.6	15.0	8.4	13.0	10.8	12.0	1.6	73
Fairview Elementary	12.6	15.0	9.8	10.7	8.7	13.0	4.7	75
Harder Elementary	8.4	15.0	8.4	13.0	6.5	13.0	9.4	74
East Avenue Elementary	18.9	15.0	9.1	10.7	8.7	13.0	1.6	77
Schafer Park Elementary	21.0	15.0	10.5	10.7	6.5	12.0	6.3	82
Middle Schools								
Cesar Chavez Middle	1.9	4.0	5.6	10.7	13.0	4.0	5.5	45
Anthony W. Ochoa Middle	13.4	0.0	9.3	13.0	13.0	0.0	6.9	56
Bret Harte Middle	21.0	4.0	11.2	11.9	11.4	4.0	4.1	68
Winton Middle	5.7	12.0	8.4	10.7	11.4	11.0	11.0	70
Martin Luther King Middle	11.5	15.0	14.0	13.0	8.1	13.0	9.6	84

Further details of the evaluation under each criteria, with multiple sources of data, are available in the Appendix.

There is no benefit to drawing quick conclusions as to what should happen to the lowest scoring school sites on this matrix. Where schools are geographically situated in the District as well as their unique benefits and deficiencies are beyond what can be illustrated in a scoring matrix. The data paints an approximate picture of what exists as changes have occurred to schools over time. Some good things have happened that need to be replicated.

Schools that scored the lowest are those that are extremely expensive to upgrade or repair. Those same schools tend to be ranked lower in Student Safety and Student Success. Schools that scored the highest were recently modernized or received extensive repairs. That data suggests that students who attend these schools are safer and experience greater success.

Of course, there are outliers to the general statements of the former paragraph. Three examples:

- Eden Gardens Elementary appears to be a safe campus for students, even though the site needs extensive upgrades and repairs.
- Ruus Elementary students are proving to be successful on a school site that needs extensive upgrades and repairs.
- Harder Elementary scores high overall but student safety and student success are relatively low.

There was a concern expressed that too few members voted on the Top 7 criteria. While there were twelve members who submitted votes reducing the final ten criteria to the Top 7 criteria, 27 members chose the final ten. The three that were excluded were those difficult to define or quantify. They were:

- Transportation Impact – cannot measure until after decisions are made
- Resources Needed at Receiving School – cannot measure until after decisions are made
- Neighborhood Schools – difficult define and quantify

Another concern expressed was including the Signature Programs criterion. Signature Programs received the greatest number of votes, 15, within its category from the 27 members who voted on the final ten criteria.

SUDT PRIORITIES—QUALITATIVE CRITERIA

When the original brainstorming and discussion occurred with the SUDT in February of 2020, some of the criteria that was identified as either splitting the difference between quantitative and qualitative criteria or solely qualitative criteria were not, specifically, called out in the final list of qualitative criteria below. Those topics of concern that cannot be measured or are extremely hard to do so are identified here:

Gang Structure – the concern of gang presence and activity are prevalent at some schools. There is not a reliable, accessible source of information that has been identified to measure this concern for individual schools, but there is a sense that it is a problem at some schools. Within the *Criterion 1: Student Safety* are the results of the *California School Parent Survey* about what parents believe about gang-related activity.

Ease of Transition and Impact on Site Personnel – the concern that if programs are moved, schools are consolidated, or schools are closed that there needs to be a sound transition plan that considers the impact on parents and guardians, students, and site personnel.

School Climate and Culture – the concern that the larger the change the greater the effect on climate and culture. Therefore, the District needs to be a plan to mitigate change where it occurs.

Play Space, Green Areas, Multipurpose Room – the concern that these spaces are all of high importance to a school site and yet their need and quality cannot be defined as a measurement in square footage.

PHASE II

This report highlights the conclusion of Phase I for the School Usage Design Team. Phase II will identify how these findings will be utilized and what changes are recommended for the future.