District Review Report
Youngstown City School District IRN: 045161
Review Conducted May 5-9, 2014

Organization of this Report

Youngstown District Review Overview ........................................................... 2
Youngstown District Review Findings ............................................................. 6
Youngstown District Review Recommendations .............................................. 20
Appendix A: Review Team, Activities, Schedule, Site Visit .......................... 24
Appendix B: Enrollment, Expenditures, Performance .................................... 29
Appendix C: List of Documents Reviewed ....................................................... 41
Youngstown City School District Review Overview

Purpose
Conducted under Ohio law\(^1\), district reviews support local school districts in establishing or strengthening a cycle of continuous improvement. Reviews consider carefully the effectiveness of system-wide functions using the Ohio Department of Education’s six district standards: leadership and governance; curriculum and instruction; assessment; human resources and professional development; student support; and fiscal management. Reviews identify systems and practices that may be impeding improvement as well as those most likely to be contributing to positive results.

Methodology
Reviews collect evidence for each of the six district standards above. A district review team consisting of independent consultants with expertise in each of the standards review documentation, data and reports for two days before conducting a five-day district visit that includes visits to individual schools. The team conducts interviews and focus group sessions with such stakeholders as board of education members, teachers’ association representatives, administrators, teachers, parents and students. Team members also observe classroom instructional practice. Subsequent to the on-site review, the team meets for two days to develop findings and recommendations before submitting a draft report to the department of education. District review reports focus primarily on the system’s most significant strengths and challenges, with an emphasis on identifying areas for improvement.

Site Visit
The site visit to Youngstown City School District was conducted from May 5, 2014, through May 9, 2014. The site visit included 46 hours of interviews and focus groups with approximately 40 stakeholders. The review team conducted two focus groups with elementary, middle and high school teachers.

A list of review team members, information about review activities and the site visit schedule are in Appendix A. Appendix B provides information about enrollment, expenditures and student performance. Appendix C lists the documents that were reviewed prior to and during the site visit.

District Profile
Youngstown City School District is located in Mahoning County, Ohio. According to the United States Census Bureau, the estimated population as of July 1, 2013, was 65,184, representing a 2.7 percent decrease since the 2010 Census\(^2\). At least 80 percent of the city’s population graduated from high school. The median household income is $24,421, with 35.6 percent of the population living below the poverty line. In comparison, the median Youngstown City School District teacher salary has increased from $52,616 in Fiscal Year 2011 to $54,869 in FY2013\(^3\). According to the Bureau of Labor and Statistics, the April 2014 unemployment rate (seasonally-adjusted) for Youngstown-Warren-Boardman, OH-PA Metropolitan Statistical Area was 6.7 percent compared to 5.7 percent for Ohio.

The district’s enrollment is on the decline. The district has experienced a 23.0 percent decrease in enrollment between FY 2008-2009 and FY 2012-2013 (See Figure 1, See Appendix B). There also have been shifts in enrollment demographics. The percentage of black students decreased from 69 percent to 66.2 percent and the percentage of white students decreased from 18.2 percent to 15.2 percent over the same time period (see Figure 2, See Appendix B). However, the percentage students that are Hispanic, economically disadvantaged, disabled, or limited English proficient have all increased as seen in Figure 3 (See Appendix B).

\(^1\)Ohio Revised Code 3302.10
\(^2\)2008 – 2012 American Community Survey 5-Year Estimates
\(^3\)Source: Ohio Department of Education, iLRC.
Youngstown is comprised of the following thirteen schools, six of which include specialty programs that have admission requirements. Schools with specialty programs are noted with an asterisk. Enrollment by school is shown in Table 1 (See Appendix B).

1. *Chaney Campus, Grades 6-12; offers Science, Technology, Engineering and Math (STEM), Visual Performing Arts, and College and Career programs;
2. *Choffin Careers and Technical Center/Adult Education, Grades 11-12;
3. *Discovery Program at Kirkmere, Grades 3-8;
4. *East Campus, Grades 7-12; Offers Discovery Career Connections;
5. Harding Elementary, Grades Pre K-6;
6. Martin Luther King Elementary School, Grades PreK-6;
7. Paul C. Bunn Elementary School, Grades PreK-6;
8. Programs of Promise at Wilson School, Grades 2-12;
9. *Rayen Early College Middle School, Grades 6-8;
10. Taft Elementary, Grades PreK-6;
11. William Holmes McGuffey Elementary School, Grades Pre K-6;
12. Williamson Elementary School, Grades PreK-6; and

**Student Performance**

Information about student performance includes: (1) the differentiated accountability status of the district, including the ranking; (2) the progress the district and its schools are making toward narrowing proficiency gaps as measured by the gap closure component; (3) English language arts performance and student growth; (4) mathematics performance and student growth; (5) Performance Index performance; (6) annual dropout rates and four- and five-year cohort graduation rates; and (7) suspension/expulsion rates. Data is reported for both the district and all schools and student subgroups that have at least three years of sufficient data.

Three-year trend data (or more) are provided when possible, in addition to areas in the district and/or its schools demonstrating potentially meaningful gains or declines over these periods. The data reported in Appendix B is the most recent available.

1. **The district is High Support Status** as of fall 2013.
   A. Youngstown City School District is receiving high state support in FY2014, based on its 2012-2013 report card.
   B. The district was able to move up to Academic Watch from Academic Emergency in 2010-2011 and maintained that status through the 2011-2012 school year. However, they received grades of F in “Indicators met,” “Overall Value-Added,” “Gap Closing” and “Graduation Rate.”

2. **The district is not narrowing proficiency gaps.**
   A. Youngstown did not meet the 2013 Annual Measurable Objectives for reading (83.4 percent), math (78.5 percent) or graduation (75.9 percent), which resulted in a grade of F (see Figure 4, Appendix B).
   B. With the exception of Hispanic and limited English proficient students, subgroup reading passing rates for 2012-2013 exceeded 2011-2012 (see Figure 5, Appendix B). In general, most subgroups showed higher passing rates in reading than math, but consistently increased math passing rates within the three years (see Figure 6, Appendix B).

---

4 Differentiated accountability defines the roles and expectations of the school district and ODE based upon the performance of the local school district.

5 High Support Status represents the districts performing in the lowest 5% in the state.
3. The district’s English language arts performance and student growth.
   A. Youngstown did not meet any state indicators for reading in 2012-2013. In addition, the
district’s reading passing rates at each grade level are lower than similar districts and the state
average (see Figure 7, Appendix B). However, reading passing rates for Grades 4, 7 and 10 are
the highest in three years (see Figure 8, Appendix B).
   B. Student growth in reading has fallen below the growth standard in Grades 6 and 7 for the past
three years. However, student growth in Grade 4 reading has been above the growth standard
for two of the past three years, and the three-year average growth for Grade 4 was green\(^7\) (see
Figure 9).

4. The district’s mathematics performance and student growth.
   A. The district did not meet any state indicators in math in 2012-2013. Only math passing rates in
Grades 4 and 5 exceeded those of similar districts (see Figure 10). In addition, passing rates for
all grade levels in math were lower than the state. However, math passing rates for Grades 4,
5, 6, 7 and 10 are the highest in three years (see Figure 11).
   B. Only Grade 6 continues to show below expected growth for three consecutive years. The three-
year average growth for Grade 4 was green (see Figure 12).

5. The district’s Performance Index\(^8\) scores.
   A. Youngstown’s Performance Index score for 2012-2013 was 76.9. As seen in Figure 13, the
Performance Index trend has risen steadily over the past three years.
   B. The number of points received for accelerated and proficient test scores has increased, while
the number of points for basic and limited test scores has declined.

6. Graduation Rates\(^9\) and dropout rates\(^10\).
   A. Youngstown received a grade of “F” for the four-year and five-year graduation cohort rates.
Graduation rates also fell below similar districts and the state (see Figure 14). However, the
graduation trend has steadily risen over the past three years for both four- and five-year rates
(see Figure 15).
   B. The number of dropouts for 2012-2013 increased to 90, approximately 80 more students than
the previous year. Freshman and sophomore students were included in the dropout count for
2012-2013 (see Figure 16).

---

\(^6\)Student growth, or growth standard, represents the minimum amount of progress you should expect students in a
district to make in a grade.

\(^7\)Green indicates that students make more than a year’s progress in a single year.

\(^8\)The Performance Index (PI) Score measures the achievement of every student regardless of their level of
proficiency. Schools receive points for every level of achievement, with more points being awarded for higher
passing scores. Untested students also are included in the calculation and schools and districts receive zero points
for them. For the purposes of assigning the letter grades, a PI Score of 120 is considered to be a “perfect” score.
Districts and schools will receive one of five letter grades from “A” through “F” based on the percentage of total
possible points earned.

\(^9\)Graduation rate is the percentage of students that received a regular or honors diploma during or before the end of
the school year.

\(^10\)As defined by the U.S. Department of Education, dropout rate represents the percentage of 16- through
24-year-olds who are not enrolled in school and have not earned a high school credential (either a diploma or an
equivalency credential such as a General Educational Development [GED] certificate).
7. The district’s rates of in-school suspensions, out-of-school suspensions, expulsions by district and school.
   
   A. With the exception of expulsions per 100 Students, the district’s disciplinary actions continue to exceed those of the state (see Figure 17). Disobedient/disruptive behavior and fighting/violence have been the top two reasons for out-of-school suspensions respectively, as can be seen in the number of occurrences per year (see Table 2).

   B. More than 50 percent of the schools reduced the out-of-school suspension rate from 2011-2012 to 2012-2013. Two schools reduced their out-of-school suspension rate by more than 50 percent from 2010-2011 to 2012-2013 (see Table 3).
Youngstown City School District Review Findings

Strengths

LEADERSHIP AND GOVERNANCE

1. Based on interviews with the Youngstown City School District Board of Education, members understood the unsatisfactory student achievement results and committed to make changes across the district.
   A. Board of education minutes reflect that the board selected a new superintendent to implement changes in instructional practices and student learning.
   B. An administrative team, including the superintendent, developed a district improvement plan and implemented it in 2011 to address student performance.
   C. The Youngstown City School District Revitalization Plan and “Revitalization Plan II: Increasing Student Achievement” show that most district facilities were reconfigured to enhance learning environments for students.
      • Ineffective teachers have been non-renewed to improve teaching and learning.
      • Ineffective administrators have been non-renewed to improve building leadership.
   D. District, building and teacher meeting protocols indicate that the Ohio Improvement Process has been implemented with fidelity through the district leadership team, building leadership teams and teacher-based teams to impact adult instructional practices.
      • Youngstown’s instructional framework was established to focus teaching in each classroom. The cornerstones of the framework, standards and instructional delivery encourage more student engagement and increased student performance.
      • Literacy Collaborative supports literacy and writing components in Grades K-6.
      • Math coaching protocol provides the math instructional framework for Grades K-7.
      • Special needs students now receive on grade-level instruction.
   E. As reflected in the Comprehensive continuous improvement Plan, documents from the treasurer’s office indicate that resources have been aligned to support the improvement plan.
   F. As a result of an August 2012 Kronley and Associates report on “Promoting Partnerships: Strategies to Embed Community Partnerships in Youngstown City Schools,” the district has reached out to various stakeholders to improve student achievement.
      • Youngstown State University Early College program, initiated in 2004 with support from the Gates Foundation and Jobs for the Future, is a partnership between the district, Youngstown State University and Eastern Gateway Community College.
      • Youngstown is a partner with the City of Youngstown in the Community Initiative to Reduce Violence.
      • The Office of Community Partnerships at the district promotes increased school-home-community collaborations that provide resources and programs for students, parents, educators and the community.
      • The school district hosted an event in June 2014 to thank over 300 donors who support programs for students, principals and teachers throughout the district.

IMPACT: Connected district and school improvement plans are in place. Revisions are done as needed. Youngstown has reached out to the community and beyond to extend learning opportunities for students at all levels.
CURRICULUM AND INSTRUCTION

1. Based on the review of documents, interviews and focus groups, the Youngstown City Schools curriculum is aligned to Ohio’s New Learning Standards.
   A. There are curriculum maps, model units and assessments in place to support instructional staff in implementing the standards.
   B. Building and classroom observations showed that teachers have numerous curricular instructional resources such as textbooks, computers and Smartboards available to support them.
      • Curriculum Instructional support staff work to assist teachers in implementing instruction.
      • The district created an Instructional Framework that guides curriculum implementation.
   C. During building visits most classrooms had learning targets posted and standards displayed.
      • The district has posted the new learning standards and other curriculum information on the district website.
      • According to district review team members, when asked, students could explain the learning targets that their lessons were addressing.
   D. The district is in the process of implementing the Literacy Collaborative Program.
      • Teachers are given in-classroom support to implement the program by curriculum staff trained in modeling the Literacy Collaborative program.
      • The district will continue training teachers in the use of the Literacy Collaborative materials through the 2014-2015 school year.

2. A review of documents revealed that all thirteen buildings in the district have a building One Plan, a building leadership team and teacher-based teams in place.
   A. Staff shared that participating in building leadership teams and teacher-based teams assists them in identifying students’ areas of weakness and they can then work together to address instructional issues.
   B. Building leadership teams and teacher-based teams meeting minutes show how teachers, intervention specialists and tutors are expected to use the Ohio Improvement Process 5-Step Process to determine assignments, review data and change instruction.

IMPACT: By aligning the district curriculum maps, model units and instructional framework to Ohio’s New Learning Standards, Youngstown teachers have the tools in place to implement the new standards. The 5-Step Process provides each building’s staff members with a format to address student needs and academic weaknesses. These resources focus each building’s work on educating students of varying abilities and needs.

ASSESSMENT AND EFFECTIVE USE OF DATA

1. The district is working toward creating a data-driven culture.
   A. State-mandated tests and a variety of non-state created assessments are given district-wide. Diagnostics, short-cycle assessments, unit tests, Ohio Achievement Assessments/Ohio Graduation Tests Mirrors, and Running Records are some of the non-state mandated assessments administered.
   B. Teacher-based teams, building leadership teams and the district leadership team meet monthly to review student data and develop strategies. A review of the 2014 meeting agendas and minutes from 11 building leadership teams, two district leadership teams and two teacher-based teams indicate that student assessment results are discussed during the meeting. The district leadership team and building leadership teams used state assessment results, Decision Framework data, and classroom walk-through observations to determine the goals, strategies and action steps to include in the Comprehensive Continuous Improvement Plan.
• One teacher in the focus group mentioned that in her building the teacher-based team’s agenda is strictly followed. The meetings are data driven and teachers and literacy and math coaches are expected to attend prepared. They discuss their areas of strengths and weaknesses. Everyone on the team has a role – i.e. summarize reports, take minutes, etc. They have a checklist and grade themselves on how the meeting went. Teacher-based teams’ strategies are developed and then one strategy is chosen for implementation. The team then regroups to discuss the effectiveness of the strategy. In addition, literacy and math coaches use the meeting outcomes to inform their embedded professional development. This process was confirmed by a curriculum and instruction staff member who stated that some teacher-based teams are very strong and know how to use the data to help teachers gain a deeper understanding of the information.

• Another teacher mentioned that the teacher-based team was trained on how to run the meetings and they are data driven. If they need professional development they request it.

• A third teacher stated that the “building leadership team is fabulous.” The building leadership team also discusses attendance and discipline.

• According to a curriculum and instruction staff member and building principal, the 5-Step Process is used when analyzing data.

• Another staff member indicated that building administrators observe and give instructional feedback to teachers.

C. The district uses SchoolCity, a web-based application to provide student assessments and house state assessment results.

• Teachers indicated that they look at reports to see how their students’ performances compared to students in other buildings. Some teachers dig deeper into SchoolCity reports to see strand-level data and item analyses. A few teachers stated that they use these data to inform instruction. Others believe they have improved in using the information in SchoolCity.

• Some teachers pull their student data from SchoolCity to bring to teacher-based team meetings.

D. Students are benchmarking and know what they need to do to improve.

• Teachers review individual results with students. A curriculum and instruction staff member stated that students own their learning. The students are aware of the data and know why it is collected. A principal confirmed this by stating that students know how they performed on assessments and are involved in setting personal goals.

• Students were approached at random during building walk-throughs and were able to articulate what they were learning in class and provide examples.

• According to a school staff member, students are accessing ProgressBook® to see how their performance is impacting their grades. The ProgressBook® Usage Report for one school indicated that over 92 percent of students have an active status.

E. The DATA department generates and distributes student performance data.

• Preliminary report card workbooks (found in the Secure Data Center) are reviewed with principals prior to the final Education Management Information System submission so that principals have a chance to check the reports for accuracy. The DATA department also disseminates various reports such as ADM lists that show which students will be included in the accountability calculations. Once assessment results are available on the Success website, student- and teacher-level reports are generated for building principals. Ohio Achievement Assessment scores are then used to determine what students receive literacy intervention.

• The DATA department also generates standards-based, standardized student report cards. There are only two report card templates produced: one for Grades 1-3 and one for Grades 4-12.
F. Parents are given access to student data. Some parents use ProgressBook® to check on grades, attendance and homework assignments. Parents also receive interim student report cards four times per year. Behavior charts are sent home with students and behavior notebooks are available for parents to communicate with teachers. Parent liaisons also notify parents when progress reports are available.

G. Student support staff strives to remove obstacles to student growth.
   • A visiting teacher helps families get what they need to improve student attendance. Parent focus group members stated that they are seeing fewer suspensions.
   • The Individualized Education Programs are amended regularly to reflect current needs since typical student growth occurs in a short period of time.

**IMPACT:** The combined efforts of teachers, administrators and support staff to make data-driven decisions and to encourage parents and students to take ownership of student data will lead to student gains and improve overall district performance.

**HUMAN RESOURCES AND PROFESSIONAL DEVELOPMENT**

1. **The district has systems and practices in place to hire highly qualified teachers.**
   A. Interviews and documents revealed that the district increased staff recruitment efforts in the 2012-2013 school year.
      • Human resources staff held one job fair.
      • The human resources staff also participated in job fairs sponsored by the Ohio Eight Job Fair, Kent State University, University of Akron and Youngstown State University.
      • Position descriptions were posted on the district's website and social media websites such as Facebook.
      • The staff diversity listing showed that 47 teachers were hired in the 2013-2014 school year.
   B. A “Memorandum of Understanding” is in place with Youngstown Education Association for acceptable wages and hours and the district’s human resources department works cooperatively with five unions to establish wages, hours and working conditions.
   C. The superintendent’s “Revitalization Plan” and the “One Plan” both reference and support building a foundation for dedicated teachers and employees. Both plans recite the following statements:
      • “Highly qualified teachers were interviewed and selected based on commitment and knowledge.”
      • “All middle school staff had to undergo professional development to meet the needs of middle school students.”
   D. During focus group interviews, principals and district leaders said they were provided teachers regularly to assist and provide instructional models. The Resident Educator program is provided to some staff within the district.
   E. According to human resources data, 99.3 percent of the teachers have a BS/BA degree, while 55.6 percent have a master’s degree.
   F. Principal and teacher focus group interviewees stated that in-service is provided to them on Student Learning Objectives.
   G. After a two-year audit, Youngstown’s special education programs were labeled “in compliance.”

**IMPACT:** The collective actions taken by the superintendent, the district and the board of education administration affirm steps to hire and develop a highly qualified, highly trained professional teaching force. This will lead to improvement in the quality of education provided to students and ultimately, the quality of its student graduates.
2. Youngstown aligned its educator evaluation system to the Ohio Teacher Evaluation System to improve all educators’ practices.
   A. According to statements made by teachers and principals in interviews and focus groups, all teaching and administrative staff members have been trained in the Ohio Teacher Evaluation System and walk-through evaluation processes.
      • It was stated in teacher and administrator focus groups that Ohio Teacher Evaluation System professional development training was intensive.
      • Eight teachers are being terminated as a result of poor performance on the Ohio Teacher Evaluation System, according to human resources staff.
      • Student scores have improved in reading on the Ohio Graduation Tests.
   B. Teacher-selected and administrator-approved goals are mutually developed in accordance with the OTES evaluation guidelines.

**IMPACT:** Using the state Ohio Teachers Evaluation System procedures will ensure the growth of positive teaching techniques and practices within the Youngstown City School District.

3. The district provides ongoing growth and opportunity for all educators through professional development.
   A. As expressed by upper-level management and focus groups with administrators and teachers, the district’s professional learning communities, building leadership teams and teacher-based teams are well organized and actively use data.
   B. Literacy and math coaches are continuously training staff to use data and perform instruction to meet the building level team and teacher-based team outcomes and to determine professional development.
   C. Teachers and administrators in focus groups agreed that weekly meetings are scheduled to collaborate in teams and professional learning groups.
   D. Teacher and administrative focus group members stated that teacher-based teams are actively using the 5-Step Process. Minutes viewed from teacher-based teams at Chaney and East High School showed evidence of this as well.
   E. According to the Youngstown Revitalization Plan, all middle school staff had to undergo professional development to meet the needs of middle school students.
   F. Literacy and math coaches meet with first-year teachers regularly to assist and provide instructional models.
   G. Personnel files indicate that staff have requested and received permission and funding to attend self-selected professional development training.

**IMPACT:** As professional practices continue with organized building leadership teams and teacher-based teams actively using data, student growth and performance as well as teacher satisfaction will increase.

**STUDENT SUPPORT**

1. Data reports and interviews indicate that new support programs for students and families are having a positive impact on engaging stakeholders and improving school climate and culture.
   A. A new in-school suspension program was implemented in the 2013-2014 school year as an option for students in Grades 7, 8 and 9. According to 2013-2014 discipline data, out-of-school suspensions have dropped significantly due to administrators utilizing the in-school suspension option for disciplinary infractions.
   B. The district is in the second year of participation as a three-year demonstration site with the Quaglia Institute for Student Aspirations.
• According to the 2012-2013 outcomes report, five of the initial seven schools participating showed improved attendance and there was a decrease in out-of-school suspensions in six of the seven schools.

• Baseline data of the My Voice Student Survey is available for future evaluation of the implementation of “The Eight Conditions That Make a Difference” component in participating schools.

C. A strong partnership with the D and E Counseling Center has been established. The partnership provides school-based mental health specialists who, according to the Annual Report of Performance Outcomes for the 2012-2013 school year, served 314 students with significant interventions on a weekly basis and provided brief interventions with 480 students. The Administrator Building Survey data revealed that 100 percent of those surveyed value the services provided by the counseling center and recommend they continue.

D. The district implemented the Pathways to Parent Leadership Institute to provide a communication link between families and schools and advocacy for families. The institute facilitates parent transition and empowerment meetings, supports a Family Readiness Center and a Community Leader in all schools, and links families to community resources to assist with essential needs. An ombudsman supports school/parent relations and serves as a mediator with disputes.

E. The Intensive English Program provides support and alternative instructional strategies for English language learners and mainstream teachers at Martin L. King, McGuffey and Taft elementary schools, the Discovery School, Chaney VPA/STEM, East High School and Choffin Career Center. English language learners are clustered and mainstreamed in the regular classroom and supported by educational assistants and/or Teachers of English as a Second Language.

2. Expanded preschool, school choice options and pathways to colleges and careers for students provide more opportunities for students based on interests and talents.
   A. Preschool programs are offered at seven locations with transportation provided to allow access for families.
   
   B. Special education central office staff shared that intervention specialists work with career and technical teachers in an inclusive setting to provide the least restrictive environment for IEP students attending the career center.

**IMPACT:** As a result of expanded opportunities, many students and families are more engaged. New partnerships and support will result in improved academic performance and develop trust and buy-in from stakeholders.

**FISCAL MANAGEMENT**

1. A review of the Youngstown City School District’s budget, also known as the appropriations document, was conducted and found to be thorough and detailed. A presentation revealed that it is prepared annually and its approval by the board of education provides legal spending authority and direction for the administration to operate the district.
   
   A. The budget contained information on a per-student basis, individual fund level, and also by area of operation and by type of expenditure, such as salaries, benefits and supplies.
   
   B. The presentation also included the district’s five-year forecast for the general fund and emergency funds, as well as the Certificate of Estimated Resources, which spells out sources of revenues and cash assets available for the appropriations contained in the budget.

**IMPACT:** The fiscal information provided to the board and stakeholders is clear, understandable and detailed. It provides appropriate authority for the district administration to operate in a fiscally responsible manner.
2. A review of the current fiscal year activity provides evidence that the district is attempting to use its limited resources more efficiently to increase learning, meet the needs of students and operate the district. This was evidenced by the following:
   A. Budget reductions in the current fiscal year were made by closing buildings rather than the elimination of programs and services for students;
   B. Employee benefits and percentages paid by the district for health insurance were reduced in recent association bargaining to help pay for salary and wage increases;
   C. The district improved the alignment of their grants to support the One Plan;
   D. The district sought and received grants for support to provide after-school and summer programs;
   E. The district’s October 2013 five-year financial forecast notes were detailed and contained reasonable assumptions, such as stable property taxes over the next five years and recent labor negotiations for salaries and benefits, to provide an opportunity for strategic planning;
   F. The new chief financial officer, hired in April 2013, created budgets for central operations that are managed by the central office administration, thus allowing them to make any necessary purchases for improved efficiency and strategic planning.
   G. The chief financial officer personally reviews all purchase orders $5,000 and above to insure that expenditures are appropriate, legal and follow the desired goals of the district.

**IMPACT:** The combination of a good forecast, precision reductions that do not impact student learning, the acquisition of additional resources and more efficient use of current resources allows the district to better address the learning needs of its students.

3. A review of the district’s capital plan and interviews with the chief of business revealed that the district is following the capital plan, which was created prior to the 2010 completion of the Ohio School Facility Commission building project.
   A. The capital plan includes preventive maintenance and expected life cycles for the structure and equipment contained in each building.
   B. Visits to the buildings revealed that they were clean, safe, well lit and conducive to student learning.

**IMPACT:** Proper preventive maintenance preserves equipment and structures to reach expected life spans, protects the districts’ most expensive investments and serves as a mechanism to control long-term costs.

**Challenges and Areas for Growth**

**LEADERSHIP AND GOVERNANCE**

1. During interviews with Youngstown board members, district leadership and other stakeholders, some expressed a concern that the board members do not have an understanding of their roles and responsibilities.
   A. In interviews with central office personnel in various roles, there was a common theme that the board wants to be involved in the day-to-day operations of the district.
   B. Board members’ perspectives on their roles and responsibilities, as stated in interviews, were evidenced by the following statements:
      • “Disgruntled employees or parents” come to board members when they get no satisfaction.“
      • “It is the board’s job to make decisions rather than the superintendent.”
      • “It’s ok to get into someone else’s lane.”
      • “You [we...the board] need to be micromanagers.”
• “The superintendent uses the ADC to deflect the board.”

C. The Harwood Institute for Public Innovation report in June 2012 stated: “…The school board was seen [by some Youngstown residents] as a significant barrier to change in the community.” (p. 6)

2. Interviews with board members and central office administration cited communication between board members and the superintendent is not always timely or consistent. Multiple board members highlighted communication as a major issue for the school district.

A. During an interview a board member expressed feeling that board members are the “last to know” about issues in the district, and “…information is not given in a timely manner and causes the district to be reactive.”

B. Another board member said, “…There needs to be better communication at all levels.”

C. It was also mentioned that “…(the board) needs to get timely reports from the superintendent.”

3. Dialogue with union leaders and administrators revealed concern about the reality of goals and timeline for the One Plan, which states that all goals will be reached at 100 percent during the 2014-2015 school year.

A. For example, the Ohio School Report Card data shows that students in Grades 3 through 7 did not meet any indicators in reading and math on the spring 2013 Ohio Achievement Assessments.

4. There is anxiety regarding the shifting of staff and teaching positions to different buildings during the school year according to interview participants.

A. Union representatives indicated that buildings have been reconfigured and teachers have been moved; in some cases, teachers have been moved multiple times.

B. Teachers, administrators and parents expressed concern about the district structure and stability based on so many changes within a brief time span.

• Board members mentioned concerns with hiring practices. One specifically indicated, “…The community is not aware of what postings are available. In-house personnel do not seem to know of available positions. It seems like the superintendent puts people in positions without going through the proper protocol.” Another member said that the district needs to utilize “home-grown talent.”

IMPACT: Because of current communication patterns among the board of education, the administration, the staff and the Academic Distress Commission, there is a constant tension throughout the district. These noted challenges create a negative climate and provoke questions as to who is actually in charge and running the district.

CURRICULUM AND INSTRUCTION

1. The lack of consistency in the district regarding curriculum materials and programs, assessments, the Ohio Improvement Process and professional development was voiced as a concern by participants in interviews and focus groups.

A. Both teachers and curriculum staff stated that the district has numerous curriculum resources, however they may not all be aligned to Ohio’s New Learning Standards or district-wide curriculum.

• Students shared that different programs of study and courses were offered in different schools.

• Students and staff both stated that some learning targets are not useful and do not inform instruction.

• An elementary teacher commented, “The targets are always changing.”
B. Staff members and students repeatedly noted that assessments seldom matched what was being taught and there was not enough time given to study new information for assessments. The curriculum staff stated that getting teachers to believe that students can succeed is a “hard sell,” and the constant changing of assessment goals adds to the problem.

C. Staff members complete the 5-Step Process, but reported that they are not really clear on what to do with data they might gather.
   - During a focus group one principal noted that the district was “data rich” but “analyzing poor.”
   - One teacher stated that in her building the building leadership team meeting was, “more like a staff meeting,” not an improvement process meeting.

D. Staff members were vocal about the need for more targeted, focused professional development.
   - During teacher interviews, many staff members were excited about the Literacy Collaborative Program but feared the district may discontinue it before everyone had been trained in the process.
   - In repeated interviews, teachers and principals talked of the need to be trained in data analysis and cultural awareness.

2. While the district has many measures in place necessary to impact students’ success, such as curriculum maps, model unit lessons and an instructional framework, it was noted in interviews that the issue of low staff and student morale effects improvement efforts.

A. Curriculum staff, teachers and principals shared a frustration with the numerous vendors and consultants that are brought into the district to share ideas on how to improve.

B. Staff and students voiced concern of the way the district is portrayed by the media to the community.

**IMPACT:** The lack of consistency between the curriculum materials and programs and the assessments impacts instruction and building staffs’ efforts to address Ohio’s New Learning Standards. The lack of consistency further affects the use of the Ohio Improvement Process with fidelity throughout the district.

3. Teachers, students and administrators assert that they are feeling overwhelmed with the number and frequency of assessments for students.

A. Assessments are given quarterly in some subject areas and twice quarterly in other subjects. Additionally, unit and end-of-chapter tests are regularly given in all subjects by all staff.

B. The Ohio Graduation Test and the English Language Arts portion of the Ohio Achievement Assessment are given twice a year.

C. Statements of individuals and teacher focus groups and Youngstown Education Association interviews mentioned that poor student attendance limits the administration of assessments and some students refuse to take the tests.

D. No evidence was presented to show a coordinated system-level body made up of all stakeholders established to monitor, oversee and protect against the overwhelming frequency of assessments and pressure on staff.

**IMPACT:** The lack of monitoring of district initiatives and the frequency of assessments increases staff and student stress and encourages the mobility of both groups out of Youngstown.
ASSESSMENT

1. While data are collected frequently, it is not used consistently across the district.
   A. Assessment data is not consistently disaggregated to the student level.
      • Principals indicated that for the most part, SchoolCity is used as a summative tool and
        not formatively as originally intended. In the curriculum and instruction focus group
        meeting, a staff member stated that some teachers are leery of SchoolCity and do not
        use its reporting features.
      • Very few teachers use the assessment tool for retesting students to confirm the
        effectiveness of an intervention. It was evident from the teacher focus group discussion
        that not all teachers were aware they could have provided input to the assessments
        before they were published.
      • Most teachers in the focus groups did not know if they received Value-Added
        reports or understood how to interpret SAS® EVAAS® Value-Added and diagnostic
        reports. A curriculum and instruction staff member also indicated that district-wide,
        approximately 50 percent of teachers have looked at their Value-Added reports. This
        is a missed opportunity for understanding what subgroup of students are not getting
        what they need to show growth. Of the thirteen building-level teacher Value-Added
        reports reviewed, six schools did not have any teachers rated as most effective in math
        or reading.
      • According to one central office staff member, about 30 – 40 percent of teacher-based
        teams are following the 5-Step Process with fidelity. One teacher mentioned that her
        teacher-based team meetings were not structured. She further stated that the meetings
        turn into gripe sessions and nothing gets accomplished.
   B. According to a DATA staff member, not all schools are using the full version of
      ProgressBook®. This is a missed opportunity for parents and students to get real-time
      information on assignments and performance.
   C. Although some parents believe that communication with the district is improving,
      they pointed out that reports cards could be more parent-friendly, especially in giving
      suggestions on how to help their children improve. One parent stated that it would be great
      if the student report card could be as detailed as the Ohio Achievement Assessment parent
      reports.
   D. Due to competing priorities, the district was not able to fully implement the One Plan or
      Comprehensive Continuous Improvement Plan strategies.
      • The Implementation Management Monitoring Tool was not used to keep track of
        strategies, action steps and adult implementation. As a result, several action items
        on the One Plan and Comprehensive Continuous Improvement Plan have not been
        initiated. Members of the support team agreed that it was difficult to stay on top of
        monitoring and compliance issues.
      • Science and social studies were not targeted as initially intended. In addition, the focus
        on math and use of math coaches was scaled back from the original plan. Principals
        stated that there is not nearly the amount of professional development offered for
        math instruction as reading.
      • Parents are also concerned that district programs are changing every couple of years,
        which does not provide students the continuity they need from one year to the next.
        One parent coined the phrase, “Give the change a chance to work.” By not monitoring
        these changes with fidelity, the district is missing opportunities to collect outcomes
        that can better inform whether to continue, refine or scrap new initiatives.
E. At times, limited access to fully functioning technology impedes communication, access to assessments and curriculum enrichment.

- One teacher indicated that several computers in the classroom are not working and that it takes months to receive a white board.
- Some parents do not have access to reliable technology (i.e. cell phones or computers). Parents miss the opportunities to acquire real-time student performance information and resources to help their children excel. One parent in the focus group indicated that she doesn’t know much about the common core (Ohio’s New Learning Standards) and has not received information from the district about it. One parent also expressed that even though the district offers in-service for teachers, there is no follow-up to make sure that teachers are integrating their new learning into their lessons.
- Technical issues with scanable bubble sheets persist and cause bottlenecks in the administration of assessments. Curriculum and instruction personnel indicated that they have inherited the task of printing volumes of bubble sheets to ensure that the sheets will be readable by the scanning software.
- Several teachers do not believe that their district’s technology is prepared to handle online assessments.

**IMPACT:** The lack of monitoring of the implementation of district initiatives allows distractors and derails the main plan. Opportunities are hindered to collect outcome data that can better inform whether to continue, refine or halt current initiatives. Inequitable access to technology for students and parents decreases the availability of resources and real-time information that can be used to address students’ needs as they become apparent.

**HUMAN RESOURCES AND PROFESSIONAL DEVELOPMENT**

1. The Youngstown City School District has been and is experiencing difficulty in the retention of teaching and administrative staff.
   
   A. According to human resources staff, in 2010-2011, 30 teachers were issued a Reduction in Force in 2011-2012, 35 teachers were issued a Reduction in Force.
   
   B. Four teachers were non-renewed and three, who were on the non-renewal list resigned. Ten teachers were non-renewed in 2013-2014.
   
   C. In the 2012-2013 school year, Youngstown experienced one of the highest mobility rates for employees leaving the system in recent years based on data and statements from human resources staff. Eighty teachers left the system and forty-seven teachers were hired.

2. From focus groups, students, teachers and administrators expressed concern and stress due to “too many personnel and building changes.” Comments received demonstrate the lack of communication with staff.

   A. Many focus group participants stated that there was no consistency in program personnel and leadership.
   
   B. Teacher and administrative focus groups both complained of upper level administration’s “moving instruction targets.” Both groups agreed targets should be set, “but leave them there long enough for our shots to hit or miss them!”
   
   C. Administrators stated that they feel they are being pulled in too many directions at the same time and that their teachers and students are stressed because of it.
   
   D. One administrator stated that “limited district finances and bad media publicity make it difficult for Youngstown to compete with a few surrounding school districts for staff.”
   
   E. Due to financial restraints, Youngstown cannot financially compete with some of its surrounding school districts.
**IMPACT:** The inconsistency in programs, personnel, leadership, system-wide goals, building-level organization (building assignments by grades and staff), as well as program target changes all contribute to the high mobility rate of staff and students out of the system.

3. **District staff expressed inconsistencies in the delivery of professional development.**
   - A. One focus group member stated as others nodded in affirmation that “literacy coaches are only “half-time” employees and cannot fulfill the needs of our staff.”
   - B. Another teacher went on to say that, “some literacy coaches meet with teachers only two to three times per month, some meet only two to three times per year, and some only meet with first year teachers in the building.”

**IMPACT:** The lack of consistency and direction for math and literacy coaches in training impedes the frequency and efficiency of the program delivery of professional development in Youngstown City School District.

**STUDENT SUPPORT**

1. **There are multiple district programs and services in place to support students and families,** however, not all are aligned as a comprehensive system of support, nor implemented with fidelity and consistency across the district according to interviews and documents reviewed.
   - A. It was stated in several interviews that the district has developed many external partnerships to support student success and reduce non-academic barriers to learning. Although there are many resources, there is no well-defined comprehensive multi-tiered system of support to provide a continuum of services for students.
   - B. The Quaglia Framework (social/emotional learning) is being implemented in schools participating in phases I and II of the three-year demonstration site project. There was no evidence presented of a plan to continue implementation of the Quaglia Framework at the end of the three-year demonstration, which ends after the 2014-2015 school year.

2. **As described in The Positive Student Support Team Manual, the Positive Student Support Team process is utilized to address the needs of the individual student who may not be experiencing success in the general education classroom. It is described as a dynamic process that requires the collaborative and integrated effort between the school and community. According to interviews with teachers and a review of documents, the Positive Student Support Team is not implemented with fidelity and consistency across the district.**
   - A. Teachers from the focus group discussion expressed concern that “there are too many referrals,” and some teachers still view the Positive Student Support Team as the process to have a student tested for special education.
   - B. *The Positive Student Support Team Manual* includes forms, guidelines and procedures for the Positive Student Support Team and Special Education Action Team processes, but no resources for suggested interventions or support for the classroom teacher to implement and track interventions is provided.
   - C. The levels mentioned in the manual are Positive Student Support Team Case Closed, Positive Student Support Team Case to Special Education Action Team (suspected disability) and Positive Student Support Team Open (interventions in progress). No evidence of formal training is provided at the time of the review.
   - D. Although, the board of education has approved implementation of the Positive Behavioral Interventions and Supports (PBIS) Framework and Limited Use of Seclusion and Restraint Policy, at the time of the review, evidence was not provided to indicate that there is a plan for training and implementation that has been developed.
   - E. There is no evidence provided at the time of the review, of a comprehensive list of internal and external student support resources available for staff or families.
IMPACT: Inconsistent and fragmented implementation of programs and services results in lack of fidelity and less impact on student achievement and engagement. Lack of communication of available resources limits accessibility.

3. According to documents and interviews, systems to provide equity and access for all students to participate in district programs, alternative pathways to colleges and careers and for IEP students to fully participate in general education are not well defined or aligned.
   A. Students in the focus group shared concerns that students must meet certain criteria to be accepted to their programs of choice. They said East High School is a “dumping ground” for the students who do not meet requirements for acceptance in other programs. Parents expressed a need for more options for students who do not meet requirements for special programming.
   B. According to the 2013-2014 Special Education and Teaching and Unit Count document, there are twenty-seven self-contained classrooms in Grades K-6 and thirty-one self-contained units in Grades 7-12.
   C. A central office administrator stated that getting buy-in from teachers to increase inclusionary practices for students with an Individual Education Program is an “ongoing district challenge.”

IMPACT: Students who do not meet the criteria for acceptance to special programs may become discouraged and disengaged with school. Students with IEPs are being served in self-contained classrooms with limited access to the general classroom.

4. The district has expanded school choice options for students, however there are still many challenges engaging students and improving attendance and the graduation rate according to focus group discussions and Ohio School Report Card data.
   A. The 2012-2013, four- and five-year graduation rates were lower than similar districts and the state average.
   B. Dropouts for the 2012-2013 school year increased by 80 students from the previous year.
   C. Teachers expressed concerns with the “poor technology skills” of the educational assistants responsible for entering daily attendance.
      • Another concern from teachers and parents is that the district provides one visiting teacher who is responsible for making phone calls to homes of absent students, completing home visits, providing interventions with students and assisting families with issues that impact student attendance. The visiting teacher also works with principals to complete truancy filings.
      • Parents complained that teachers and principals are “suspend happy.”

IMPACT: There is no evidence of prevention and early intervention programs for students at risk of dropping out of school. Attendance data impacts monitoring and interventions with students and families. Data indicates that the utilization of in-school suspension in lieu of out-of-school suspensions keeps students in school. Discipline incidents disrupt teaching and learning and effect school climate and safety for students.

5. Parents and students expressed concern that teachers do not understand the cultural differences of students and this influences how they treat and try to motivate students.

IMPACT: When teachers are not aware of or following culturally appropriate practices, students’ motivation and achievement may be impeded. School climate and culture may be impacted when the school environment is not welcoming and inclusive.
1. A review of the district’s budget documents and presentation showed that district goals and objectives to be achieved by the budget were not visibly or verbally stated. Additionally, neither detailed budgets for buildings, nor input from building-level staff and administration were made available. While the budget documents and presentation are fairly thorough, they do not include district goals and objectives to be achieved by the budget, detailed budgets of buildings, nor input from building-level staff and administration.

**IMPACT:** The board’s budget presentation document (included in the board’s meeting minutes) stated “the district needs to continue to establish clear priorities in the budgeting process,” however, the lack of stated goals and objectives prevents the measurement of achievement or opportunities for improvement. Without building-level participation and the lack of building-level budgeting details, the budget may not be as precise as possible to achieve the district’s goals and objectives. This is particularly true when changes begin to be made in expenditure patterns.

2. A review of the last released annual audit for fiscal year 2012 revealed several errors in the posting of expenditures to grants that contributed to compliance issues and financial reports being filed late with the federal government. The chief financial officer recognized the need to make changes in operations and hired an outside consultant to make recommendations.

**IMPACT:** Failure to resolve the underlying causes of accounting and reporting errors could result in overspending in a particular area or fund; loss of grants due to failure to comply with operational and/or reporting requirements; or an unfavorable review of the district’s annual financial report.

3. While reviewing expenditures and interviewing the chief financial officer, it became apparent that all expenditure areas were higher on a per pupil basis in Youngstown than comparative districts and state averages. The Expenditure per Student Comparison table in Appendix B demonstrates the percentage of additional costs per pupil that the district spent over comparable districts and state averages, per the 2013 fiscal year Cupp Report.

It is duly noted that the high percentage of students living in poverty (98.5 percent as compared to 82.2 percent for comparable districts and 45.4 percent for state average), as well as the higher percentages of students with disabilities (21 percent versus 18.1 percent and 14.5 percent respectively), will result in higher costs as the district moves forward to meet the needs of the students. It is also recognized that the comparison of Youngstown to other comparable districts is not the final answer to the efficiency of the district. Another area of financial concern is the increasing cost of tuition that the district pays out to other schools. The chief financial officer stated in his Forecast Notes that the cost of tuition, community school, open enrollment and vouchers will rise each year by about 200 additional students if current trends continue. The loss of 200 students would impact costs by as much as $1.6 million per year.

**IMPACT:** Given the lack of tax value poverty levels in the district and the district’s very tight resources, spending $1.6 million per year in tuition will result in less resources being available to improve student learning.

4. Preventive maintenance costs are being expensed from the district’s Fund 34 District Building Maintenance Fund, which is required by the Ohio Schools Facilities Commission to be established to account for the required one-half mill annual funding from the district and account for expenditures of Fund 34 activity.

**IMPACT:** There is a risk that the preventive maintenance costs will deplete the account to the point that there will be insufficient funds to replace equipment when it reaches the end of its expected life span.
Youngstown City School District Review Recommendations

**LEADERSHIP AND GOVERNANCE**

1. Provide training for board of education members and central office administration to focus on roles and responsibilities. Include other topics, such as team building, consensus-building techniques and parliamentary procedure. Use pre- and post-surveys to gauge the effectiveness of the trainings for all participants.

2. Develop and implement a communication protocol to improve communication at all levels across the district, with the board of education and the community. Survey the community to assess their perceptions of the district.

3. Review and revise the One Plan to reflect realistic, reasonable goals and timelines. Establish quarterly benchmarks and develop a protocol to monitor progress.

4. Use the Ohio Teacher Evaluation System, Ohio Principal Evaluation System and evaluations of other district staff to determine levels of effectiveness appropriate to improve teaching and learning in the district.

**BENEFITS:** The implementation of a communication protocol, structured achievable goals and the systematic practice of evaluation across the district will encourage collaborative between the board of education and district administrators to improve student achievement.

**CURRICULUM AND INSTRUCTION**

1. Create a team of teachers, administrators and curriculum staff to develop formative and summative assessments. Provide adequate professional development for this team on assessment creation. Implement a yearly assessment calendar for staff, students and the community and include it in the district’s instructional framework document.

2. Align all district curriculum resources to Ohio’s New Learning Standards. Assure that any curriculum items purchased are aligned with the standards, and provide criteria and training to the district staff for such purchases.

3. Provide training for all staff throughout the district on the 5-Step Process. Use the Ohio Leadership Advisory Council’s video series to introduce the concept and contact the State Support Team 5 to provide the training at no cost to the district. Provide the building leadership teams and teacher-based teams meeting times during the school day to regularly use the 5-Step Process.

4. Use academic monitors to help oversee the academic processes and development in the district, and to report findings to the Academic Distress Commission, to ensure that the curriculum is being presented with fidelity throughout the district.

5. Develop a district-wide common set of protocols for in-service training. Implement a monitoring system for supervisors of full-time and part-time literacy and math coaches to ensure consistency in the delivery of their staff development.

6. Create a system-wide, monthly calendar to include program initiatives, standardized testing dates, assessments, end-of-quarter and yearly testing dates, Ohio Teacher Evaluation System evaluation deadlines and major personnel or program moves. Appoint a committee to chart, monitor and evaluate both the frequency and amount of assessments throughout the school system and the
movement of programs and personnel due to school closings, new initiatives, budgetary cuts, reorganization or state and local mandates. Establish a protocol for the addition of new initiatives to include superintendent and board approval.

**BENEFIT:** Bringing in external support, such as the state support team and academic monitors, can help the district begin to create needed protocols and timelines to measure the district’s progress. Creating and maintaining a district-wide calendar steadies the rate of change and influences the effect of student achievement and stakeholder perceptions.

**ASSESSMENT**

1. Focus on two or three key initiatives and then monitor the level of implementation. Expect that all teachers should use student- and classroom-level reports available in SchoolCity to inform instruction. Make ProgressBook® modules available for students and parents in all schools, and monitor to make sure parents and students are using the system. Provide training for teachers in understanding and using Value-Added information.

2. Ensure that available technology is sufficient to administer online assessments. Conduct an audit of electronic instructional tools and make repairs and purchases to meet classroom needs.

3. Encourage members of the executive cabinet to attend building-level and teacher-based team meetings (in rotation) to observe how the meetings are conducted and make recommendations to improve the process.

4. Focus on using the assessments formatively, as originally intended. Provide professional development for teachers on how to create “testlets” in SchoolCity to check for understanding after an intervention.

**BENEFITS:** Keeping the initiatives manageable will allow Youngstown to stay focused on the main issue: student achievement and growth. By providing the necessary professional development and monitoring to make sure teachers are using the tools given, a cycle of process improvement will evolve.

**HUMAN RESOURCES AND PROFESSIONAL DEVELOPMENT**

1. Create, distribute and implement a clear and concise district personnel goal plan for Youngstown City Schools showing, at-a-glance by school, the personnel categories, experience, certification and National Board Certified teachers of the staff. Include goal statements for balanced building staffs in terms of years of experience and certification levels.

2. Conduct exit interviews for all teaching and administrative employees who leave the school district for reasons other than termination or as a “Reduction in Force” to determine their reasons for leaving the district and whether or not they will be employed in another school district. Use the data from the brief exit interviews to inform opportunities for improvements within the buildings and the district.

3. Develop a yearly professional development calendar. Include all district-determined professional development and state-sponsored professional development, such as Response to Intervention, Universal Design for Learning and Formative Instructional Practices. Survey staff regularly to assess their professional development needs and include those on the calendar as well. Solicit the assistance of State Support Team 5 to determine training they are able to provide to the district at no cost.
4. Establish a protocol outlining when and how administrators and staff members will be reassigned. Allow the district’s central office staff, administrators and teachers to create a stable system for determining criteria for district moves. Create a timeline for school improvement with measurable annual objectives. Review the information cited in the *Quaglia Institute Impact Report* to the district regarding school improvement efforts, which states, “most experts agree that - especially when change to a school culture, staff morale, community outlook etc. is part of an improvement effort - three to five years is not an unrealistic term in which to realize outcomes.”

**BENEFITS:** Establishing personnel goals to balance instructional staff by experience and certification coupled with collecting and analyzing data from exit interviews creates an ideal environment to recruit and retain quality educators. Consistent training across the district creates a standard for professional development and allows for additional training based upon the needs of staff within each building.

**STUDENT SUPPORT**

1. Employ the Positive Student Support Team process to follow the best practices of the Response to Intervention/Multi-Tiered System of Support model. Utilize the state support team and educational service center for training and support. Review and consult online resources such as www.interventioncentral.org and other resources for tiered intervention strategies to develop a framework with multiple levels of support for students and families.

2. Fully implement the Positive Behavioral Interventions and Supports Framework to include training, support and resources. Use the framework as part of a multi-tiered system of support and align it with Quaglia Aspirations framework to support positive behavior and improve school climate. Utilize the state support team and educational service center for training and support. According to a recent Hanover Research Report on “Disciplinary Alternatives to Suspension” (June 2014), school-wide implementation of Positive Behavioral Interventions and Supports has significant positive effects in lowering numbers of suspensions, office referrals and observed problem behaviors. Review and consult PBIS.org for specific training modules and resources to support implementation of Positive Behavioral Interventions and Supports.

3. Establish a committee to review the Quaglia outcome data and begin planning for the next phase after the demonstration project ends.

4. Develop a process to collect and evaluate outcome data to assess the impact of all student support programs and community/agency partnership services.

5. Conduct resource mapping of internal and external supports and resources to provide alignment of services and easier access for staff and families. Explore resources from the UCLA Mental Health in Schools website at [http://smhp.psych.ucla.edu/](http://smhp.psych.ucla.edu/) for resource mapping tools and additional information on developing a comprehensive continuum of support for students and families.

6. Repurpose or hire staff to assist with visiting teacher responsibilities.

7. Convene a committee to review school choice acceptance criteria and develop a plan to be more inclusive of all students.

**BENEFITS:** Following a multi-tiered system of support with Positive Behavioral Interventions and Supports as a component for the Positive Student Support Team process will provide multi-tiered interventions and supports. Utilization of a data-driven problem-solving model is a best practice that will impact student achievement when implemented with fidelity. School teams will have the skills and resources to address struggling learners and reduce barriers to learning. Improved academic achievement, a reduction in discipline incidents and improved school climate should be reflected in future outcome data if implemented with fidelity. Positive Behavioral Interventions and Supports and the Quaglia Framework are strong components of a multi-tiered system of support. Internal
and external resources will be more accessible to school teams and families as a result of resource mapping. Evaluation of programs and services will provide data to drive decisions to keep what is working and eliminate what is not.

**FISCAL MANAGEMENT**

1. Include the district’s goals and objectives, criteria of how budget decisions were made and budget details by building in the district’s annual budget and budget presentation. Include building staff and administrators in the preparation process.

2. Survey the parents of Youngstown students attending other districts and schools to determine what changes, if any, in the ridership criteria would bring their children back to the district. Based on the survey results, prepare a cost and benefit analysis to determine what the impact of the different proposed changes would be to the district finances.

3. Analyze why district spending is so much higher than its comparable districts. Review operations and spending to determine areas that can be reduced without impacting students. Make changes in operations accordingly.

4. Continue implementing changes in the design of accounting systems and work flow and checks and balances, and improve internal control to help catch and correct errors and improve communication. Provide appropriate training to staff on accounting systems changes and include the superintendent.

5. Prepare an analysis for Fund 34 on an annual basis and determine when required resources will be insufficient to meet the districts capital plan. Prepare a plan of options to address future unfunded capital needs to present to the board. The Ohio School Facility Commission recognizes that many districts are unable to fully fund their capital plan with only one half of a mill of taxation on an annual basis. This would be especially true of districts that have a very low assessed tax value per pupil, which is the case for Youngstown.

**BENEFITS:** The inclusion of building staff and administration in the budgeting process will increase the likelihood that building budgets achieve the stated outcomes in the form of improved student learning and delivery of student services. The inclusion of the district’s goals and objectives, budget decision criteria (i.e. analytical data for students and comparable data to drive decisions) and building-level budget data will allow all stakeholders to look at how the budget will meet the needs of students and how effective prior year adjustments in budgets have improved student learning and the delivery of student services.

Changing the transportation criteria to provide transportation to all students could draw students back to the district over a wide area of the district without substantially increasing costs, and would release resources to be reallocated from tuition to other areas. This also could create greater efficiency on a per pupil basis as more students are added to the district.

Removal of inefficiencies allows the district to redirect resources to better meet the needs of students. Well planned changes, along with cooperation and training for staff, will improve the accuracy of the district’s financial information and reports. The additional cost of staff time to integrate new internal control procedures and checks and balances into their workloads should be at least partially offset by more streamlined procedures and controls. Improved accuracy will reduce audit costs and help ensure continued receipt of federal and other grants. Improved communication also will lead to efficiency and reduction in errors. The Fund 34 analysis will provide the details to allow the board and administration to address the district’s unfunded capital needs while continuing to provide a desired level of performance with strategic planning. All of this ultimately supports improved operations and more resources for student learning.
Appendix A: Review Team Members, Activities, Site Visit Schedule

Review Team Members
The following team of Ohio Department of Education staff members and independent consultants conducted the review at Youngstown City School District from Monday, May 5 through May 9, 2014.

1. Abby L. Dewar, Review Team Member, Leadership and Governance
2. Bernadine Burchett, Review Team Member, Curriculum and Instruction
3. Connie Solano, Review Team Member, Assessment
4. Dennis Dorsey, Review Team Member, Human Resources/Professional Development
5. Jonathan Boyd, Review Team Member, Financial Management
6. Karen Hopper, Review Team Member, Student Support
7. Dr. John Richard, Associate Superintendent
8. Clairie Huff-Franklin, Director, Distress Commissions and Education Reform

District Review Activities
The following activities were conducted during the review:
- Interview with curriculum department staff-nine people
- Document review-One Plan, curriculum resources
- Document review-personnel files
- High school student focus group-11 students
- State Support Team 5 interview-three people
- Observation of district leadership team meeting-15+ people
- Onsite visit-McGuffey School-Interviewed 10 teachers, visited music classroom, first-grade classroom and special education-autistic class-Grades 2-4, physical education class
- On-site visit-Williamson School-Interviewed three teachers, visited Kindergarten classroom and Grades 2, 3, 5 and 6 classrooms
- On-site visit-Choffin Career and Technical Center-interviewed building administrator, visited all career-tech classrooms
- K-12 principal focus group-nine people
- Secondary teacher focus group-12 people
Site Visit Schedule

(Please be sure that interviewees selected for each interview block can answer questions about each level: elementary, middle and high school.)

Notes: Team members may use laptops to take notes during interviews, focus groups, etc. With the exception of meetings with leadership teams, supervising staff should not be scheduled in focus groups with those under their supervision.

Day 1 - Monday, May 5

<table>
<thead>
<tr>
<th>Location 1</th>
<th>Team Workroom Room 301</th>
<th>Location 2</th>
<th>Meeting Room at Central Office Room 214</th>
<th>Location 3</th>
<th>2nd Meeting Room at Central Office Caucus Room</th>
</tr>
</thead>
<tbody>
<tr>
<td>Time</td>
<td>Activity</td>
<td>Time</td>
<td>Activity</td>
<td>Time</td>
<td>Activity</td>
</tr>
<tr>
<td>7:30-8:30</td>
<td>CACI/DRT Team Meeting</td>
<td>9:30-11:00</td>
<td>Leadership &amp; Governance Interview 1</td>
<td>9:30-11:00</td>
<td>HR &amp; PD Interview 1 (focus on OTES/OPES)</td>
</tr>
<tr>
<td>8:30-9:15</td>
<td>Orientation with District Leaders and Principals - Board Room</td>
<td>12:15-1:45</td>
<td>Assessment &amp; Data Interview</td>
<td>12:15-1:45</td>
<td>Curriculum &amp; Instruction Interview 1</td>
</tr>
<tr>
<td>9:30-11:00</td>
<td></td>
<td>12:15-1:45</td>
<td>Student Support Interview 1</td>
<td>2:15-3:30</td>
<td>Fiscal Interview w/District Admin Staff 1</td>
</tr>
<tr>
<td>11:00-12:15</td>
<td>DRT Meeting/Working Lunch</td>
<td></td>
<td></td>
<td>2:15-3:30</td>
<td>Review Team Meeting/Discussion of the day’s interviews/changes to schedule/additional documentation need</td>
</tr>
<tr>
<td>1:45-2:15</td>
<td>Document Review</td>
<td></td>
<td></td>
<td></td>
<td>Review of Documents (Randomly selected personnel files)</td>
</tr>
</tbody>
</table>

3:30-4:30 Review Team Meeting/Discussion of the day’s interviews/changes to schedule/additional documentation need

4:30-5:30 Review of Documents (Randomly selected personnel files)
### Day 2 – Tuesday, May 6

<table>
<thead>
<tr>
<th>Location 1</th>
<th>Team Workroom Room 301</th>
<th>Location 2</th>
<th>Meeting Room at Central Office Room 214</th>
<th>Location 3</th>
<th>2nd Meeting Room at Central Office Caucus Room</th>
</tr>
</thead>
<tbody>
<tr>
<td>Time</td>
<td>Activity</td>
<td>Time</td>
<td>Activity</td>
<td>Time</td>
<td>Activity</td>
</tr>
<tr>
<td>7:30-8:30</td>
<td>DRT Team Meeting – discussion of previous day’s notes/questions from notes</td>
<td>8:30-9:45</td>
<td>Leadership &amp; Governance 2</td>
<td>8:30-10:00</td>
<td>Curriculum &amp; Instruction Interview 2</td>
</tr>
<tr>
<td>8:30-10:00</td>
<td>8:30-9:45</td>
<td>8:30-10:00</td>
<td>Curriculum &amp; Instruction Interview 2</td>
<td>8:30-10:00</td>
<td>Curriculum &amp; Instruction Interview 2</td>
</tr>
<tr>
<td>10:00-11:15</td>
<td>High School Focus Group</td>
<td>10:00-11:15</td>
<td>Fiscal Interview 2 (staff) if needed/Classroom visits</td>
<td>10:00-11:15</td>
<td>Fiscal Interview 2 (staff) if needed/Classroom visits</td>
</tr>
<tr>
<td>11:30-1:00</td>
<td>DRT Meeting/Working Lunch - Discussion of interviews thus far</td>
<td>1:00-2:15</td>
<td>Student Support Interview 2</td>
<td>1:00-2:15</td>
<td>Fiscal Interview w/Local Officials 3</td>
</tr>
<tr>
<td>1:00-2:15</td>
<td>1:00-2:15</td>
<td>1:00-2:15</td>
<td>Student Support Interview 2</td>
<td>1:00-2:15</td>
<td>Fiscal Interview w/Local Officials 3</td>
</tr>
<tr>
<td>2:30-4:30</td>
<td>Teacher Focus Group MS/HS</td>
<td>2:30-4:30</td>
<td>Teacher Focus Group MS/HS</td>
<td>3:15-4:15</td>
<td>Teacher Focus Group Elem</td>
</tr>
<tr>
<td>2:30-4:30</td>
<td>Teacher Focus Group MS/HS</td>
<td>2:30-4:30</td>
<td>Teacher Focus Group MS/HS</td>
<td>3:15-4:15</td>
<td>Teacher Focus Group Elem</td>
</tr>
<tr>
<td>3:30-4:30</td>
<td>School Parent Members Focus Group</td>
<td>4:00-5:00</td>
<td>Teachers’ Union 1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3:30-4:30</td>
<td>School Parent Members Focus Group</td>
<td>4:00-5:00</td>
<td>Teachers’ Union 1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Day 3 – Wednesday, May 7

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>7:30-8:45</td>
<td>DRT Team Meeting Discussion of previous day’s notes/follow up questions</td>
</tr>
<tr>
<td>8:45-10:15</td>
<td>Classroom Visits TBD</td>
</tr>
<tr>
<td>10:15-10:30</td>
<td>Travel time, if needed</td>
</tr>
<tr>
<td>10:30-12:00</td>
<td>Classroom Visits TBD</td>
</tr>
<tr>
<td>12:00-1:00</td>
<td>DRT Meeting/Working Lunch</td>
</tr>
<tr>
<td>1:15-2:15</td>
<td>HR/PD Interview 2 focus on Prof Dev</td>
</tr>
<tr>
<td>2:15-3:30</td>
<td>Document Review</td>
</tr>
<tr>
<td>3:30-4:30</td>
<td>DRT - Lead into Emerging Themes</td>
</tr>
<tr>
<td>4:30-5:30</td>
<td>Board of Education Interview</td>
</tr>
</tbody>
</table>

### Locations

<table>
<thead>
<tr>
<th>Location 1</th>
<th>Location 2</th>
<th>Location 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team workroom/selected classrooms/location for focus group</td>
<td>Meeting room at central office (for 6-8)/selected classrooms</td>
<td>Another meeting room at central office/location for focus group</td>
</tr>
</tbody>
</table>

Note: Time TBD.
### Day 4 – Thursday, May 8

<table>
<thead>
<tr>
<th>Location 1</th>
<th>Team workroom/selected classrooms/location for focus group</th>
<th>Location 2</th>
<th>Meeting room at central office (for 6-8)/selected classrooms</th>
<th>Location 3</th>
<th>Another meeting room at central office/location for focus group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
</tr>
<tr>
<td>8:00-11:00</td>
<td>Classroom visits</td>
<td>8:00-11:00</td>
<td>Classroom visits or follow up interviews</td>
<td>8:00-11:00</td>
<td>Classroom visits or follow up interviews</td>
</tr>
<tr>
<td>11:00-2:00</td>
<td>DRT/Working Lunch – document review &amp; synthesis of observations/meetings/ interviews</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2:00-2:45</td>
<td>Final Review of Documents</td>
<td>2:45-4:00</td>
<td>DRT Emerging Themes Meeting: Individual Presentations from each DRT member</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2:45-4:00</td>
<td>DRT Emerging Themes Meeting: Individual Presentations from each DRT member</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Day 5 – Friday, May 9

<table>
<thead>
<tr>
<th>Location 1</th>
<th>Team workroom/selected classrooms/location for focus group</th>
<th>Location 2</th>
<th>Meeting room at central office (for 6-8)/selected classrooms</th>
<th>Location 3</th>
<th>Another meeting room at central office/location for focus group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
<td><strong>Time</strong></td>
<td><strong>Activity</strong></td>
</tr>
<tr>
<td>8:00-10:00</td>
<td>DRT Final Meeting: Facilitation of Emerging Themes (Questions, Clarifications, Sensitive Issues, Changes from yesterday’s meeting) &amp; consensus re themes to be shared with district leadership</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10:00-10:45</td>
<td>Meeting with Superintendent regarding Themes Caucus Room</td>
<td>11:00-11:45</td>
<td>Meeting with Leadership Team regarding Themes Board Room</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11:45-12:00</td>
<td>Thank You; Q &amp; A</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix B: Enrollment, Expenditures, Performance

Figure 1: YCSD Enrollment Trend

2008-2009: 6,819
2009-2010: 6,541
2010-2011: 6,088
2011-2012: 5,561
2012-2013: 5,239

Figure 2: YCSD Enrollment by Subgroup (Race)

- Asian: 69.0% to 66.2%
- Black, Non-Hispanic: 18.2% to 15.2%
- Hispanic: 7.9% to 12.7%
- Multiracial: 4.6% to 5.6%
- White, Non-Hispanic
Figure 5: Reading Pass Rate Trends by Subgroup

- Multiracial: 64.9 (2010-2011), 60.3 (2011-2012), 69.3 (2012-2013)
- White: 65.0 (2010-2011), 62.5 (2011-2012), 64.4 (2012-2013)
- African American: 53.0 (2010-2011), 54.0 (2011-2012), 57.5 (2012-2013)
- Hispanic: 54.7 (2010-2011), 57.5 (2011-2012), 53.8 (2012-2013)
- IEP: 34.0 (2010-2011), 29.8 (2011-2012), 30.3 (2012-2013)

Figure 6: Math Passing Rate Trends by Subgroup

- White: 53.1 (2010-2011), 56.0 (2011-2012), 60.9 (2012-2013)
- ED: 42.5 (2010-2011), 47.1 (2011-2012), 51.0 (2012-2013)
- Hispanic: 43.2 (2010-2011), 51.3 (2011-2012), 49.3 (2012-2013)
- LEP: 38.2 (2010-2011), 48.4 (2011-2012), 44.6 (2012-2013)
### Figure 9: YCSD Fall 2013 Reading OAA Value-Added Report

<table>
<thead>
<tr>
<th>Grade</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Growth Standard</strong></td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td><strong>State 3-Yr-Avg</strong></td>
<td>0.5</td>
<td>0.3</td>
<td>0.0</td>
<td>-0.5</td>
<td>0.6</td>
<td>-0.5</td>
</tr>
<tr>
<td><strong>2011 Mean NCE Gain</strong></td>
<td>3.9 DG</td>
<td>1.1 LG</td>
<td>-1.4 R</td>
<td>-3.1 R</td>
<td>1.0 LG</td>
<td></td>
</tr>
<tr>
<td><strong>Std Error</strong></td>
<td>0.7</td>
<td>0.8</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
</tr>
<tr>
<td><strong>2012 Mean NCE Gain</strong></td>
<td>3.5 DG</td>
<td>-0.2 Y</td>
<td>-1.6 R</td>
<td>-2.9 R</td>
<td>-3.6 R</td>
<td></td>
</tr>
<tr>
<td><strong>Std Error</strong></td>
<td>0.9</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
</tr>
<tr>
<td><strong>2013 Mean NCE Gain</strong></td>
<td>-0.9 Q</td>
<td>-2.1 R</td>
<td>-5.3 R</td>
<td>-1.9 R</td>
<td>-0.0 Y</td>
<td></td>
</tr>
<tr>
<td><strong>Std Error</strong></td>
<td>0.8</td>
<td>0.8</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
<td>0.7</td>
</tr>
<tr>
<td><strong>3-Yr-Avg NCE Gain</strong></td>
<td>2.2 DG</td>
<td>-0.4 Y</td>
<td>-2.8 R</td>
<td>-2.6 R</td>
<td>-0.9 R</td>
<td></td>
</tr>
<tr>
<td><strong>Std Error</strong></td>
<td>0.5</td>
<td>0.4</td>
<td>0.4</td>
<td>0.4</td>
<td>0.4</td>
<td>0.4</td>
</tr>
</tbody>
</table>

- **DG**: Estimated mean NCE gain is greater than the growth standard by at least 2 standard errors.
- **LG**: Estimated mean NCE gain is above the growth standard by at least 1 standard error but less than 2 standard errors above it.
- **Y**: Estimated mean NCE gain is at most 1 standard error below the growth standard but less than 1 standard error above it.
- **Q**: Estimated mean NCE gain is more than 1 standard error below the growth standard but by 2 standard errors or less.
- **R**: Estimated mean NCE gain is below the growth standard by more than 2 standard errors.

---

### Figure 10: 2012-2013 Math Performance Comparisons by Grade Level

- **YSCD**
- **Similar Districts**
- **State**

- 3rd Grade: 61.6%, 62.2%, 78.4%
- 4th Grade: 64.3%, 61.3%, 77.7%
- 5th Grade: 58.4%, 47.7%, 75.1%
- 6th Grade: 68.7%, 42.2%, 54.5%
- 7th Grade: 34.6%, 39.4%, 50.6%
- 8th Grade: 56.3%, 38.4%, 59.3%
- 10th Grade: 57.6%, 68.8%, 83.9%
- 11th Grade: 64.8%, 82.3%, 89.2%
Figure 17A: YCSD Disciplinary Actions Per 100 Students Compared to Similar Districts - All Discipline Types

Figure 17B: YCSD Disciplinary Actions Per 100 Students Compared to Similar Districts - Expulsions
### Table 1: School Enrollment by Race and Special Populations

<table>
<thead>
<tr>
<th>Name of Building</th>
<th>Total Number of Students by Race</th>
<th>Total Number of Students by Special Populations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>African American</td>
<td>Hispanic/Latino</td>
</tr>
<tr>
<td>Chaney Campus VPA &amp; STEM</td>
<td>258</td>
<td>47</td>
</tr>
<tr>
<td>Choffin Career Center</td>
<td>19</td>
<td></td>
</tr>
<tr>
<td>East High School</td>
<td>721</td>
<td>117</td>
</tr>
<tr>
<td>Harding Elementary School</td>
<td>323</td>
<td>41</td>
</tr>
<tr>
<td>Kirkmere Elementary School</td>
<td>186</td>
<td>26</td>
</tr>
<tr>
<td>M L King Elementary School</td>
<td>198</td>
<td>99</td>
</tr>
<tr>
<td>Paul C Bunn Elementary School</td>
<td>116</td>
<td>32</td>
</tr>
<tr>
<td>Rayen Early College</td>
<td>116</td>
<td>19</td>
</tr>
<tr>
<td>Taft Elementary School</td>
<td>231</td>
<td>35</td>
</tr>
<tr>
<td>William Holmes McGuffey Elementary School</td>
<td>222</td>
<td>48</td>
</tr>
<tr>
<td>Williamson Elementary School</td>
<td>239</td>
<td>70</td>
</tr>
<tr>
<td>Wilson Middle School</td>
<td>203</td>
<td>55</td>
</tr>
<tr>
<td>Youngstown Early College</td>
<td>144</td>
<td>17</td>
</tr>
</tbody>
</table>

### Table 2: Discipline Occurrences (District Level)

<table>
<thead>
<tr>
<th>Discipline Reason</th>
<th>2010-2011 School Year</th>
<th>2011-2012 School Year</th>
<th>2012-2013 School Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Out of School Suspension</td>
<td>In-School Suspension</td>
<td>Emergency Removal by District Personnel</td>
</tr>
<tr>
<td>Truancy</td>
<td>143</td>
<td>16</td>
<td>35</td>
</tr>
<tr>
<td>Fighting/Violence</td>
<td>494</td>
<td>23</td>
<td>642</td>
</tr>
<tr>
<td>Vandalism</td>
<td>34</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Theft</td>
<td>15</td>
<td>25</td>
<td>19</td>
</tr>
<tr>
<td>Use/ Possession of weapon other than gun/explosive</td>
<td>23</td>
<td></td>
<td>17</td>
</tr>
<tr>
<td>Use/ Possession of tobacco</td>
<td>23</td>
<td>30</td>
<td>17</td>
</tr>
<tr>
<td>Use/ Possession of other drugs</td>
<td>19</td>
<td>19</td>
<td>31</td>
</tr>
<tr>
<td>Disobedient/Disruptive Behavior</td>
<td>2212</td>
<td>149</td>
<td>2256</td>
</tr>
<tr>
<td>Harassment/Intimidation</td>
<td>151</td>
<td>205</td>
<td>32</td>
</tr>
<tr>
<td>Unwelcome Sexual Conduct</td>
<td>16</td>
<td>32</td>
<td>12</td>
</tr>
</tbody>
</table>
Table 4: Youngstown City School District Expenditure per Student Comparison

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>YCSD Expenditure per Student</th>
<th>Percentage YCSD Over Comparable Districts</th>
<th>Percentage YCSD Over State Averages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>$2,069.01</td>
<td>22%</td>
<td>52%</td>
</tr>
<tr>
<td>Building Operations</td>
<td>$3,799.00</td>
<td>64%</td>
<td>90%</td>
</tr>
<tr>
<td>Instruction</td>
<td>$8,598.85</td>
<td>29%</td>
<td>48%</td>
</tr>
<tr>
<td>Pupil Support</td>
<td>$1,066.48</td>
<td>48%</td>
<td>79%</td>
</tr>
<tr>
<td>Staff Support</td>
<td>$ 959.65</td>
<td>81%</td>
<td>170%</td>
</tr>
</tbody>
</table>
Appendix C: List of Documents Reviewed
The review team analyzed multiple data sets and reviewed numerous documents before, during and after the site visit, including:

1. 2013 Cupp Report
2. 2013-14 Fiscal Year Budget and Budget Presentation
3. 2014 Board Minutes
4. Academic Distress Commission meeting minutes
5. Academic Distress Commission Recovery Plan Up-Date, March 15, 2012;
6. ADC Academic Recovery Plan Up-Date, March 28, 2013
7. Administration Personnel Files
8. Annual Audit of 2012 Fiscal Year
10. Board of Education minutes 2012-13
11. Choffin Career Center Information Packet including One Plan, BLT and TBT minutes
12. Collective Bargaining Agreement
13. Comprehensive Continuous Improvement Plan (CCIP)
15. Detailed Appropriations Report run April 2014
16. Discipline and Attendance data
17. District and School Report Cards
18. District Capital Plan
19. District Consolidated Comprehensive Improvement Plan and IMM
20. District Improvement and School Improvement Plans
21. District Leadership Team Agenda and activity sheet
22. District or School reviews produced within three years (SIDR)
23. District Positive Behavior and Supports and Limited Use of Seclusion and Restraint Policy 5630.01
24. District Bullying and Other Forms of Aggressive Behavior Policy 5517.01
25. District Profile FY 2013
26. District’s 2014 Consolidated Continues Improvement Plan
27. DLT, BLT, and TBT meeting agendas and minutes
28. Evaluation tools for central office administrators and principals;
30. Job Descriptions for central office, school administrators and instructional staff
31. Long-Term Enrollment Trends
32. McGuffey School BLT minutes
33. McGuffey School One Plan
34. McGuffey School TBT minutes
35. Most recent budget
37. October and May 2013 5-Year Financial Forecasts
38. Organizational Chart
39. ProgressBook® parent and student usage reports
40. Published educational reports on the district by ODE and the Office of Accountability
41. Quaglia Institute “Youngstown City School District Demonstration Site Impact Report, Year One 2012-2013”
42. Revitalization Plan presented by Supt. Connie Hathorn, no date
43. Revitalization Plan II: Increasing Student Achievement March 6, 2013
44. Robert Kronley Report on Community Relationships, August 2012
45. Samples of Assessment Reports
46. School Website
47. Special Education Teacher and Unit Class Count 2013-14
48. Staff Surveys
49. Student report card templates
50. Student Services Manual
51. Student, teacher and school performance data
52. Technology plan
53. Various Grant Files
54. Various Transportation Reports
55. Williamson School One Plan
56. Williamson School TBT minutes
57. Youngstown Academic Plan
58. Youngstown City Schools Positive Student Support Team Manual, 2013-14
59. Youngstown City Schools Instructional System Framework
60. Youngstown City School District Revitalization Plan power point, no date
61. Youngstown City Schools “One Plan” October 2013
62. Youngstown District Curriculum Maps
63. Youngstown District Pacing Guides
65. Youngstown Program of Study
66. Youngstown Staff Personnel Files