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CLEVELAND METROPOLITAN SCHOOL DISTRICT HUMAN WARE AUDIT:

FINDINGS AND RECOMMENDATIONS

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CONTENTS

LIST OF FIGURES

LIST OF TABLES

EXECUTIVE SUMMARY

Children and youth require safe and supportive schools and communities if they are to succeed in school and thrive. These needs are particularly great for children who struggle with the impacts of chronic poverty, lead poisoning and lead effect, community and media violence, drugs and alcohol, trauma and loss. There are many such students in Cleveland, and our research suggests that many of them attend schools that do not sufficiently address their needs.

The Cleveland Metropolitan School District (the District) and the mayor of Cleveland asked the American Institutes for Research (AIR) to conduct an independent gaps analysis and to make recommendations regarding what can be done in Cleveland's schools and by its mental health and other community agencies to improve the connectedness that students have to school, as well as their mental wellness and safety. AIR was asked to focus primarily on the District's schools, but to also examine and make recommendations regarding what is being done and what could be done in the community to improve connectedness and enhance mental wellness and safety. At AIR's request, and with the permission of the mayor, the District's chief executive officer (CEO) and Cuyahoga County leadership, AIR extended this analysis to relevant county activities.

ACTIVITIES CONDUCTED AS PART OF THE GAPS ANALYSIS

During a six-month period, AIR carried out a number of activities:

- Spoke with more than 100 individuals about what was working and sufficient, what was working but insufficient, what was working but needed refinement, what was missing, what was not working and what was having harmful impacts. We also spoke with individuals responsible for the District's human ware efforts. These individuals included the mayor and members of his cabinet, the District's chief executive officer and members of his leadership team (e.g., chief operations officer, chief academic officer, assistant superintendents), the chief of police, the director of health, the director of public safety, the city council, the Board of Education and the leadership of the Cleveland Teachers Union (CTU). We also met with the leaders and key staff from county and non-profit agencies that fund, plan, assess and provide health, mental health, youth development, juvenile justice and child welfare services; family members; children and youth; members of the faith community; community activists who are concerned with youth development and violence prevention; and state education and mental health officials.
- Surveyed District students in grade 5 and up regarding the extent to which they feel emotionally and physically safe, supported, connected and challenged – and in an environment where their peers are socially responsible.
- Conducted two-day site visits to four Cleveland schools, which were selected randomly using a process that maximized their representativeness and ensured that they included one elementary and one high school from both the east and the west sides of Cleveland. During each site visit, AIR staff conducted focus groups with students, faculty and families who were selected randomly; made classroom observations in randomly selected classes; observed public spaces as well as special facilities; and interviewed individuals with particular expertise, such as principals, assistant principals, pupil service personnel,

security staff, lunchroom staff, union leadership and other teachers and staff who were identified because of their special knowledge or expertise.

- Conducted a site visit to SuccessTech Academy, where AIR met with students, faculty and families who were selected randomly; made classroom observations in randomly selected classes; observed public spaces as well as special facilities; and interviewed individuals with particular knowledge and expertise.
- Analyzed data from the Conditions for Learning Safety and Youth Risk Behavior Survey and data sets regarding attendance, teacher characteristics, crime in the community, economics of the community, mobility between schools and districts, graduation test results, annual yearly progress standing and other school characteristics such as race, special education, limited English proficiency and student disabilities.
- Reviewed reports and documents that recommended improvements in agency and school collaboration and organization.
- Reviewed memoranda of agreement, contracts, manuals and publications that address human ware–related activities.
- Analyzed evaluations and research relevant to District and agency initiatives and, where possible, interviewed the evaluators and researchers.
- Conducted feedback sessions with key stakeholders to deepen AIR's understanding of the readiness for change and the issues that must be taken into account in implementing sustainable change. Participants included the mayor and the CEO and members of the leadership team, representatives of the funding community and CTU, county leaders, evaluators, and the leaders and key staff from mental health and youth development agencies.

FINDINGS AND RECOMMENDATIONS

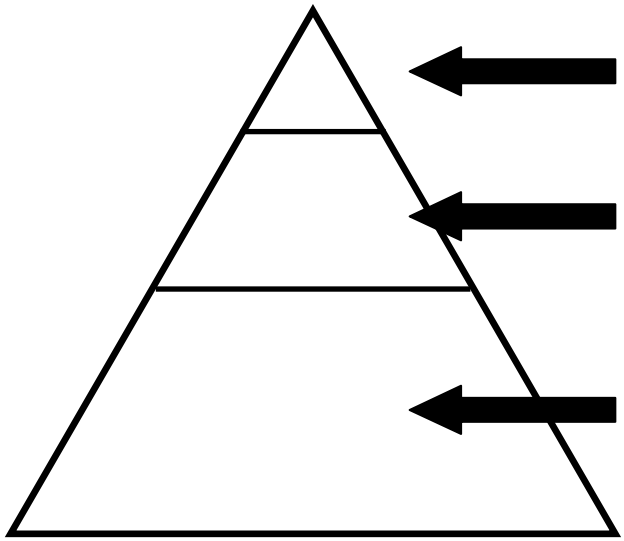
Framework for Understanding AIR's Findings and Recommendations

AIR's findings and recommendations employ a three-tiered public health approach (Figure A) for collecting and using data on all children, youth, neighborhoods and schools to identify needs (including factors that place individuals at risk) and assets (including factors that buffer or moderate risk factors), parse or triage resources, plan interventions and monitor results. The three-tiered approach is consistent with seminal documents in violence prevention, mental health promotion and prevention and student support (Dwyer & Osher, 2007; Dwyer, Osher, & Warger, 1999; Ohio Department of Education, 2008b; Osher, Dwyer, & Jackson, 2004; U.S. Department of Education, 1994; U.S. Public Health Service, 1999, 2000a, 2000b). The three tiers follow.

- **Universal promotion and prevention** for everybody or all members of a group (e.g., all students, all teachers) at a school, district or community level. Universal promotion focuses on enhancing individual and environmental strengths and assets to reduce the risk of later problems and to increase the opportunities for healthy development and thriving. Universal prevention addresses individual and environmental risk factors that could place individuals at risk of poor outcomes.

- **Early intervention** for individuals who are at a known (by membership in a subgroup) or identified (by screening or other data collection) level of risk.
- Providing **intensive interventions** and treatment for individuals who are determined to be at higher levels of risk or need.

Figure A. A Three-Level Approach to Preventing School Violence



Provide Intensive Interventions
Provide coordinated, comprehensive, intensive, sustained, culturally appropriate, child- and family-focused services and supports.

Intervene Early
Create services and supports that address risk factors and build upon protective factors for students at risk for severe academic or behavioral difficulties.

Build a Schoolwide Foundation
Support positive discipline, academic success and mental and emotional wellness through a caring school environment teaching appropriate behaviors and problem-solving skills, positive behavioral support, social and emotional learning and appropriate academic instruction.

Adapted from Dwyer & Osher, 2000

The framework uses this three-tiered approach for assessing and improving conditions and capacities that support learning, teaching, safety and child and youth development. Conditions are those environmental features that facilitate or serve as barriers to learning, teaching and development. Conditions include the culture of schools and agencies as well as the extent to which students and teachers are, and feel that they are, safe, connected and supported, engaged and challenged, and in environments where children, youth and adults can manage their emotions and relationships productively.

Individual capacities involve personal characteristics, attitudes and skills that help children and youth learn and develop and help teachers succeed as educators. The stronger their capacities are, the more likely it is that the learner or the teacher can withstand challenges and poor conditions. However, very poor conditions usually overwhelm strong capacities and, even when they do not overwhelm them, will limit effectiveness. Becoming a premier school district and a city where all children thrive depends on strong conditions and capacities.

School, district and agency capacities consist of factors that enable these organizations to succeed in supporting learning, teaching and development. Organizational capacities consist of policies, frameworks, protocols, the portfolio of interventions, the availability of individuals to implement and support the effective implementation of interventions, the quality of leadership,

financial and human resources, data systems, social capital and systems for monitoring and addressing challenges.

District and Community Strengths and Assets to Build On

Although Cleveland children face many challenges, AIR identified numerous strengths and assets that can be built on:

A common understanding of many of the key issues between and among the mayor and his key leadership; the CEO and his key leadership; the Board of Education; the Cleveland Teachers Union; county health, human services, child welfare and juvenile justice leadership; and the families and community members interviewed

Moving forward requires common goals and a common understanding of the challenges. The stakeholders whom we interviewed understand the depth of the problems that place children and youth at risk, want to do something about it and express a willingness to collaborate to make it happen. Many of the participating school and agency leaders are interested in data-driven and systemic approaches. They also support collaboration and are frustrated by limits to current collaborations.

District leadership that is strategic and understands the relationship between safe and supportive schools and academically successful schools

Leadership is essential to transforming schools. The CEO conceptualized "human ware," and he and his chief academic officer understand the relationship between improved CFL and improved academic outcomes. The CEO and his direct supports are strategic, data driven and committed to working together. They work with a mayor and a chief of education who share a complementary vision and with a Board of Education that works together and understands the importance of human ware.

Some very committed teachers, administrators and school staff

Change requires initial adopters and leaders who demonstrate by "walking the walk." During our site visits, we met with some teachers and administrators who model vision and commitment. These teachers contribute to the types of environments described in *Cleveland Schools That Are Making a Difference*. One example is a grade 5 teacher at a site visit school who gave her cell phone number to all 27 of her students and their parents and told them that she expects them to call when they have questions or needs. Another example is a high school principal at a site visit high school who (according to many of her teachers and administrators) tells her teachers to keep a picture on their desk and asks them daily if they are treating their students in the manner that they would want their own children to be treated. Then, there were the perspectives of students themselves, who in some school focus groups identified a particular person(s) in their school whom they trusted, knew cared and regularly went to for support or guidance.

A history of sustained collaboration in the community, which is currently realized in the Cuyahoga Tapestry System of Care and in Child Welfare Wraparound Initiatives

Collaboration, which is necessary to improving outcomes for children with emotional and behavioral problems, will more likely occur when there are a set of positive experiences with collaboration to build on. Cleveland and Cuyahoga County public and private agencies have had this experience and have built on it. For example, Cuyahoga Tapestry System of Care's roots trace to a Robert Wood Johnson mental health grant in the 1980s to the Positive Education Program and the Safe Schools Healthy Students grant at the beginning of the millennium. Similarly, the child welfare system of care has roots in neighborhood settlement houses, an Annie E. Casey Foundation initiative that was neighborhood focused.

A history of community-school partnerships among the Cuyahoga County Community Mental Health Board, the Drug and Alcohol Board, the county Office of Child Welfare, the county Office of Probation, the Cleveland Municipal Police Department and the schools

These partnerships, which sometimes include memoranda of agreement, bring mental health intervention specialists into all Cleveland schools to address mental health needs. They also bring child welfare and probation workers into some schools to improve attendance, parent outreach and access to services, as well as facilitate the sharing of information between the police and the schools.

Experience of successful mental health–school collaboration in some schools and an understanding of the conditions that lead to success

The Cuyahoga County Community Mental Health Board and mental health agencies identified schools where there were successful collaborations. Principals validated these reports and pointed to improvements in grades and behaviors. Agency staff attributed the success to receptiveness of staff to programs, strong collaboration with staff, strong referrals from administrators and follow-ups between teachers and administrators.

School structures, common frameworks and working relationships that can be built on

The District has Building Leadership Teams that can become the foundation for Human Ware (HW) Teams; IBA Teams that can become the foundation for Student Support (SS) Teams; and Student Safety Teams (elementary schools), Student Leadership Teams (high schools), and Student-Parent Organizations that can provide the foundation for student and family engagement. The District also has had a successful Comprehensive School Health Plan Initiative with a coordinating committee that links District and agency staff, and a successful Comprehensive Sex Education Curriculum that can be a model for other curricula.

The location of responsibility for student support in the office of the chief academic officer

Student support is usually separated from academic improvement and marginalized because it is not seen as being part of the core mission of schools. Cleveland has addressed this marginalization by having the chief academic office lead this work. That individual demonstrates a deep understanding of the relationship among the conditions for learning, student support and academic improvement.

Strong foundations

Cleveland foundations are relatively rich in resources and responsible in how they disburse their resources. They collaborate and understand the role that schools can play in youth development and have indicated that they are open to thinking about how they can make their investments more efficient.

Strong university partners who have done good work evaluating programs and collecting and analyzing relevant data

Faculty at local universities are well known for their expertise regarding poverty and violence prevention. They have produced high-quality evaluations of local initiatives and have developed innovative and actionable data bases that can be drawn on for planning, monitoring and evaluation.

Some success at improving early intervention for children and toddlers

Cleveland and Cuyahoga Country have invested in early childhood interventions that may reduce the incidence of children arriving at school unready to learn and unable to behave. The Positive Education Program's Early Intervention Centers have, for many years, demonstrated the power of early intervention in decreasing poor school and behavioral outcomes. For the last 8 years Cuyahoga County has established an effective communitywide network of services for young children and their families. Cleveland's Moms First Program offers prenatal home visits, which can provide information, linkages to service and care coordination. Invest in Children does innovative work in providing a single home visit to all first-time parents up to age 25 where it can identify medical concerns. Help Me Grow of Cuyahoga County provides home visiting to families of infants or toddlers who display at least 4 of 20 risk factors. This strategy has been demonstrated to prevent a host of negative outcomes. Although the Cuyahoga County version does not reach all intended parents, and loses some after they have entered the program, it provides another base to build on.

Some experience in implementing evidence-based practices and effective strategies in some schools and agencies such as Peacebuiders, PATHS, FAST, Multisystemic Therapy and effective wraparound planning

Cleveland has had experience implementing a variety of evidence-based programs. This experience can provide information about these programs and what is necessary if these or other evidence-based programs are to be implemented successfully.

Decisions that have been made to improve data systems for the District and the system of care

Reliable data and information are key to assessment, planning, monitoring and evaluation. The District is implementing a new data system, which should make it easier to accomplish these functions. In addition, the Cuyahoga Tapestry System of Care has invested in a highly regarded management information system that has contributed to the stellar outcomes realized by Milwaukee's Wraparound Milwaukee.

Key Findings from the Gaps Analysis

AIR's gaps analysis identified many needs, which can be organized into three key findings:

- Eight factors place children and schools at risk for poor school outcomes, emotional and behavioral problems and disorders, violence and an absence of effective interventions to address these risk factors.
- Poor or weak conditions for learning exist in many Cleveland schools, along with an absence of effective approaches to improve these conditions.
- Inadequate capacity to address the factors that place children and schools at risk of poor outcomes and to improve the conditions for learning, teaching and development are undeveloped and inconsistent.

Key Finding 1: Factors That Place Children and Schools At Risk for Poor School Outcomes, Emotional and Behavioral Problems and Disorders and Violence

We identified eight factors that place students and (or) schools at risk for poor outcomes, each of which can be addressed:

1. ***Chronic poverty and its impact on children.*** Family poverty places children at risk for poor behavioral and academic outcomes. Cleveland's poverty rate for young children was 20.1 in 2004 (Coulton, Hardy, & Lalich, 2006). Neighborhood poverty contributes to poor outcomes once children are in school. The level of poverty is so great in Cleveland that all students are eligible for free or reduced-price lunch.

2. ***Lead poisoning and lead effect.*** Excessive lead exposure places children at risk for academic problems and anti-social behavior. Compared with other cities, Cleveland had the highest rate of children with lead poisoning in 2003. The percentages were 2% nationally, 6% in Cuyahoga County and 17% in Cleveland (Center for Health Affairs, 2007).

3. ***Harsh and inconsistent approaches to discipline.*** Numerous informants stated that many Cleveland families (like families in other parts of the country) employ disciplinary practices that have been demonstrated to contribute not only to problem behavior in school but also to antisocial behavior. These practices include harsh punishment and inconsistent approaches to discipline (Patterson, Reid, & Dishion, 1992; Strauss, 1991).

4. ***Reactive and punitive approaches to school discipline.*** Reactive and punitive approaches to school discipline have been demonstrated to exacerbate discipline problems, contribute to drop out and reduce the level of connectedness that students experience at school (Mayer, 2001; Mayer & Sulzer-Azaroff, 1991). We observed some school staff responding to students in a reactive and punitive manner, which was not always developmentally appropriate. For example, in one school we observed an administrator publicly chastising a male student for having to use the restroom several times during a single class. In addition, a large majority of randomly selected secondary school students who participated in the case study and validation focus groups reported that they had been removed from class (e.g., in-school suspension) at least once.

   We found an absence of positive behavioral supports and approaches. Teachers and administrators are not appropriately trained on how to deal with disruptive students, and some school staff in both the high schools and the elementary schools do not model positive behavior. Although we saw some visual reminders of good behavior, they are mass-produced and not individualized for the schools. School suspension is used ineffectively in three of the four case study schools. Administrators and teachers in all case study schools and validation focus groups reported that particularly troublesome students are suspended and "shipped between schools" without providing them (or the receiving school) with additional supports to address the problem behavior.

5. ***Unclear and inconsistently implemented disciplinary codes.*** In site visit schools, disciplinary codes are not adequate or are unclearly stated. Even when discipline procedures are clearly stated, they are not implemented or are implemented inconsistently across students. Positive approaches to discipline were not evident in school procedures where we saw and heard about the frequent use of detention, suspension and expulsion as punishments. The *2007-08 CMSD Code of Conduct* is generally written with a negative tone. Many sections of the document read like a criminal code without a clear explanation of why the procedure is important to school safety and discipline. Consequently, even routine or age-specific discipline issues (e.g., acting out or oppositional behaviors) are treated as "criminal" behaviors. Although the code suggests that problem solving should be used in the disciplinary process, there is almost no mention of how a student or family might access this support.

6. ***Poor adult supervision and role modeling in schools.*** Although we met and observed many talented teachers, administrators and support staff, the research team observed (and focus groups validated that) some teachers, administrators and security officers who did not always model social and emotional skills in their interactions with students. Examples included security officers either being overly aggressive and harsh with students and officers becoming too friendly with students and contributing to problematic behaviors.

7. ***Limited family-school connection.*** Collaboration between families and schools has been demonstrated as key to academic success and mental health observations. Some of our site visits identified disconnects between families and schools, which we confirmed by discussions with some families and school staff.

8. ***Schools where the mental health needs of students overrun the capacity of schools.*** When the mental health needs of students exceed the capacity of schools, the needs of these students can overwhelm a school. Such schools have been described as "truly disadvantaged schools" (Sebring, Allensworth, Bryk, Easton, & Luppescu, 2006). In these schools, the behavior of students with unaddressed mental health needs drives staff attention so that staff members experience the school as being out of control – the school focuses on fighting rather than on preventing "fires" and on punishment rather than on prevention. For example, almost all administrators at case study high schools reported that they spend over 80% of their time on discipline or "fighting fires." Similarly, teacher attendance rates were lower in Cleveland (90.3%) than in other urban Ohio school districts during the 2006–07 school year, including Akron (94.8%), Cincinnati (95.0%), Columbus (94.9%) and Toledo (94.3%).

Key Finding 2: Poor or Weak Conditions for Learning, Teaching and Development and a Lack of Effective Approaches to Build These Conditions for Learning

Research suggests that there are four conditions for learning: safety, connection and support, challenge and engagement, and an environment in which most individuals can productively manage and control their emotions and relationships (Osher et al., 2007; Osher, Sidana, & Kelly, 2008). These conditions appear to be equally important to teaching and to child and youth development. Research also suggests that these conditions are particularly important for students who struggle with poverty and other factors that place them at risk. For example, statistical analyses linking the Conditions for Learning survey data with neighborhood data suggest that although neighborhood disadvantage predicts the 2006–07 School Performance Index score for K–8 and high schools, student perceptions of school safety explain the neighborhood disadvantage.

Safety

Almost half of District middle school students believe that the safety and respectfulness of their school climate are problematic. CFL survey data show that 46% of middle school students report that their school needs improvement on the safe and respectful school climate scale. The percentage of students reporting that their school needs improvement on this scale is lower, on average, at the high school level (21%), although more than 48% of responding high school students report that they worry about crime and violence in school, and almost 43% state that students are threatened or bullied at their high school.

These findings are reinforced by analyses of Youth Risk Behavior survey data that show higher percentages of Cleveland students carrying weapons to school and not going to school because of safety concerns than students in other many other urban districts. Some teachers have similar feelings. For example, most validation focus group teachers raised concerns about the extent to which their schools are physically safe. At the high school level, one teacher talked about having five active gangs in her school and considered the school's security inept and inadequate.

According to our observations and faculty and parent reports, security staff may not be in the right place at the right time because of a lack of appropriate supervision, inefficient use of their time, off-task behavior, unwillingness to do something or contractual limits.

Some school processes contribute to rather than eliminate discipline and safety problems. For example, students at the two case study elementary schools had to loiter outside the buildings because the school had not opened by the time students arrived. At the case study high schools, large numbers of students were tardy for first-period classes in part because of metal detector procedures. Some of them stayed in the hall where they became part of 40 to 50 students roaming the halls, participating in an occasional fight and occupying the time of security staff. The 40-minute class periods led to more opportunities for students to be tardy during the day and also contributed to hall problems.

Social emotional learning

The CFL survey responses of 78% of high school students and 35% of middle school students suggest that their schools need improvement in the area of social emotional learning (SEL). This result was confirmed by interviews and focus groups with students and faculty, who stated that "acting tough," responding aggressively to being "dissed" and not listening to or showing respect to teachers were normative mechanisms for staying safe. Interviews with staff indicated that many students have poor social and emotional skills.

Although the case study site visit schools have a number of programs that dealt with SEL-related matters, such as life skills and character education classes and curricula, the programs are not evidence-based programs. Although a few District schools and mental health agencies employ or are considering some evidence-based programs (Peace Builders, PATHS), these schools are a minority and not part of a systematic effort aimed at improving student's social and emotional learning.

Connection and support

Student support appears to be more problematic at the high school level. The survey responses of 30% of high school students and 21% of middle school students suggest that their schools need improvement in the area of student support. At the case study schools, although most students indicated that they have a least one caring adult in the school to whom they can turn to for support, most have five or six teachers about whom they did not feel the same way. Among students in the validation focus group, only one student indicated that most teachers in the school "will go the extra mile," with other students citing percentages that varied from 10% to 50%. Interviews with teachers and staff suggest that this situation may involve disconnects between students of color and White teachers.

The case study high schools we observed are large, serving 1,538 and 1,496 students (Ohio Department of Education, 2008a). One high school had been broken up into smaller academies, and administrators and some teachers reported that the reorganization had improved climate and connection significantly. However, the faculty had voted to remove the small academies because of discomfort with the New Visions small school model, which eliminated the faculty experience of school. During our visit, administrators suggested and some teachers indicated that if they were asked to vote again, they would vote differently.

Class size is generally large. The District has made an astute decision in reducing class size in the primary grades. Given fiscal contingencies, that decision has increased class size in the upper grades. Many teachers had concerns about the impact of class size. For example, one highly experienced and very committed grade 5 teacher described how the increase in class size from 20 to 27 students prevented her from having the level of contact with each student that would permit her to sufficiently personalize instruction.

The case study schools tend to lack centeredness on the developmental needs of students. In addition, most counselors do not provide social, emotional and (or) behavioral supports to students. At one high school, the major responsibility of the counselors is to re-enroll students who have been automatically removed from the school because of lack of attendance. This leaves no time for actual counseling. At the other high school, counselors are overwhelmed with dealing with crisis management.

Key Finding 3: Undeveloped and Inconsistent Capacity to Address the Factors That Place Children and Schools At Risk of Poor Outcomes and to Improve the Conditions for Learning, Teaching and Development

Our findings regarding capacity involve gaps that exist at school, district and community levels. They involve insufficient capacity to respond to warning signs, risk factors and mental health needs; assess, plan, allocate resources, monitor performance and progress and improve quality; and collaborate, coordinate and share information in a timely manner.

Limited capacity to respond to warning signs, risk factors and mental health needs

- No system is in place to identify and respond to students exhibiting warning signs. Most teachers and other school staff who were interviewed or participated in focus groups lacked awareness of early warning signs. Although some displayed initiative and reported worrisome signs, such as a student who was cutting herself, this was not based on any protocol and the teacher did not receive any feedback on what was done to address the perceived mental health need. The current suspension protocol does not mandate any immediate risk assessment.

- No system is in place to act on tardiness and attendance data. Chronic tardiness and chronic absenteeism (more than 15 days) are problematic. The percentage of elementary school students identified as chronically tardy averaged 24.3%; it was 67.4% and 62.3% at two elementary schools and exceeded 35.0% in another 12 schools. The percentage of high school students identified as chronically tardy averaged 41.4%. The highest rates were 84.5%, 73.7% and 70.7%, with another eight high schools exceeding 50.0%.

  The percentage of elementary school students identified as chronically absent averaged 40.6%, with the highest rates being 91.4%, 71.9% and 66.1%, and the rate exceeded 50.0% in another 11 elementary schools. The percentage of high school students identified as chronically absent averaged 54.4% in the District. The highest

rates were 98.4%, 96.1% and 75.6%, and the rate exceeded 70.0% in another four high schools.

The District lacks "real time" monitoring of student attendance at student arrival times and during transitions between classrooms. At the case study high schools, attendance was not taken until third period, which can encourage students to be consistently late. The schools visited also lack technology to easily document student attendance, and this affects the timeliness of information shared with parents/caregivers. For example, a parent indicated that a long period of time passed before she was notified that her child was not attending school.

- Cleveland has a growing community culture around implementing science and evidence-based practices. It also has had some successful experience with evidence-based mental health practices such as Multisytemic Therapy, PATHS and FAST and has support for using them from certified trainers such as those at the Center for Innovative Practices. However, little evidence shows that most schools or agency providers employ evidence-based practices or even know about resources such as the National Wraparound Initiative, which has compiled the best research and practice evidence regarding effective wraparound. In addition, we found no indication that the District, agencies or foundations have developed standards for identifying programs and practices or identified a set of evidence-based interventions whose implementation they will support with training, coaching and financial support.

- The availability of mental health personnel is insufficient. School-employed personnel are insufficient in number and are uncoordinated and inefficient. During the 2005–06 school year, the District employed 85 school psychologists and one social worker. The ratio of students per school psychologist during that year was 692 to 1, approximately 38% greater than the professional standard. We observed schools using these services as reactive resources providing triage for mental health problems and crisis intervention. School psychologists were limited to these crisis interventions and testing (e.g., re-evaluations for students identified as needing special education services). Although teachers in the validation focus group commented that every high school needs a guidance counselor, counselors are rarely engaged in counseling or addressing academic or behavioral issues of students. Counselors at the case study high schools reported that they spend their time re-enrolling students who were administratively removed form the rosters. Neither counselors nor school psychologists are identified as interventionists for behavioral discipline problems. Agency directors and clinicians stated that space is a problem; we found that one case study high school lacks personal counseling space for three staff members.

- Schools also have access to external resources provided by Project Linc, a collaboration among the Cuyahoga County Department of Children and Family Services, which places social services workers and their supervisors in District schools to do work related to abuse and neglect; the Cuyahoga County Mental Health Board's School-Based Mental Health Program, which leverages Medicaid resources

to fund mental health intervention specialists in every Cleveland school; the Cuyahoga Tapestry System of Care, whose care coordinators work with some schools; and a collaboration between the District and County Probation, which places probation officers in some schools. Although these supplementary services are very important, the case study school visits and some expert informants and validation focus group participants suggest that social workers are not always in schools when they are needed and, because of their schedule and other work demands, do not always participate on schoolwide teams.

- Our interviews, focus groups and observations suggest that most teachers and other staff and administrators have had limited or insufficient training in positive behavioral approaches, the management of anti-social behavior, child development, adult development, social and emotional learning, early warning signs and working with culturally and linguistically diverse students (including those who are lesbian, gay, bisexual, or transgender) and families.

Insufficient capacity to parse, triage and focus human ware resources

We discovered little evidence of any systematic approach in allocating human ware resources to schools. Although some structures are in place, they are not sufficient to help schools, the District and community partners address the needs of students efficiently and effectively. For example, although there are mandated Building Leadership Teams, we did not find evidence that these or other principal-directed, schoolwide teams meet regularly to evaluate behavioral and instructional practices. Similarly, the major intervention process, the IBA Team, does not work consistently in an efficient manner. Its functioning appears to depend on the leadership of the principal and the IBA leader (i.e., whether it is viewed only as a special education intervention and whether mental health staff are available to participate on the team). There is also a lack of HW teaming at the District level where, for example, the supervisors of counselors are administratively separated from other pupil service personnel.

Variable quality of school and community services and insufficient attention to monitoring quality on a child-by-child basis

Expert informants suggested that quality varies among school- and agency-employed pupils service personnel, as well as among other social workers, care coordinators, agencies and Community Collaboratives. Sufficient attention to monitoring the quality and impact of these school and community services is also lacking. These observations appear to be consistent with extant evaluation data. For example, less than 50% of faculty polled responded to a 2006–07 Beech Brook evaluation of agency-provided school-based mental health services, and of these, only 46.3% either strongly agreed or agreed that the academic status of students referred for services was improving. The percentage was 57.3% regarding behavior improvements of referred students (Noveske, 2007). However, almost all teachers who completed a survey agreed that providers were polite and friendly, 87% were satisfied with provider communication and almost 96% of non-teaching staff either strongly agreed or agreed that providers developed a positive rapport with faculty and administrative staff. Similarly, although the 2007 evaluation of the School Mental Health Program pointed to many successes, it also recommended

"programming enhancements, the use of evidence-based practices, and other performance improvement options to help maximize clinical and behavioral outcomes" (Noveske, p. 48).

Quality of school, district and agency data systems and use of data to identify strengths and needs, focus resources, monitor progress and evaluate results

Cleveland has made major strides in developing data systems. These strides include the District leadership's commitment to transparency of information and the development of a new District data system; the fact that public systems in Cuyahoga County meet, coordinate and share information regularly; a memorandum of agreement on the sharing of data between the District and the Cleveland Division of Police; Cuyahoga Tapestry Systems of Care's decision to use the data system that Wraparound Milwaukee developed for quality assurance and improvement; Case Western Reserve University's Northeast Ohio Community and Neighborhood Data for Organizing (NEO CANDO) and its adaptation by the Center on Urban Poverty and Community Development; and the employment of independent evaluators to evaluate major initiatives.

Although these strides are impressive, our observations and interviews suggest the need for six improvements: (1) Ensuring that data are collected consistently. For example, although the District collects deportment grades, which can be used as early warning signs, they are collected and reported inconsistently across schools. (2) Ensuring that data are collected regularly on the conditions for learning. (3) Defining a parsimonious set of metrics that can be used across the school, the community and foundations to monitor needs and assess progress. (4) Expanding the use of data systems that monitor individual progress as the Cuyahoga Tapestry System of Care has done. (5) Enabling individuals and agencies providing human ware to align their interventions with school data for monitoring and evaluation purposes. (6) Enabling the District to assess the number and quality of human ware interventions in each school.

Collaboration, coordination and information sharing in a timely manner

Cleveland has had many successful collaborations, and its agencies have built on these models (e.g., the Annie E. Casey Child Welfare Initiative, the Robert Wood Johnson Mental Health Initiative, SYNERGY). This collaboration includes some information sharing between and among schools and agencies; collaborations between the District and agencies that include a memorandum of agreement bringing services into the schools; the assignment of mental health intervention specialists and probation officers to schools; student support staff participation on interagency workgroups and committees; and solid collaboration between some community agencies and some schools.

Insufficient service coordination and school-community partnership

In spite of the aforementioned accomplishments, our interviews consistently pointed to a lack of understanding between schools and agencies regarding the constraints and needs of the other party; the District and schools taking insufficient advantage of some effective community resources (e.g., Cuyahoga Tapestry System of Care, the Positive Education Program); the relationship between District administration and the schools being limited by the inability of agencies to fully engage schools; a lack of senior-level District participation on interagency

workgroups that are planning and implementing communitywide efforts to benefit District students; and the inability to engage many principals in mental health efforts.

These challenges were evident in our case study site visits and interviews. At the high schools there is little or no management and coordination of support services for students, and the counselors and psychologists are not working well with external supports. They are happy to have the services, but they function as a referral system and there is no follow-up or collaboration with the school supports. At the elementary school, there is discontent with the external social work services. For example, school staff talked about a lack of follow-through on recommendations; teachers discussed a lack of system monitoring such as quality control and timing of service delivery.

Numerous key informants including agency representatives reported that agency access to schools is contingent on principal interest and leadership, and that these elements are often lacking. For example, although the District had identified one of the case study high schools to receive the benefits of eight supervised City Year Corp members, there was no evidence of City Years presence, apparently because of a lack of interest on the principal's part, which some informants suggest is due to his lack of involvement in the selection of City Year. (City Year appears to be working successfully in four of the six schools to which it has been assigned.)

Recommendations

Cleveland schools can prevent violence, promote mental wellness and build conditions for learning and teaching through the aforementioned three-tiered approach that not only eliminates factors placing students at risk of poor outcomes but also builds protective factors and assets that help children and youth thrive. The first tier builds a healthy schoolwide foundation that reduces the incidence of behavioral and academic problems and enhances the probability of student success. The second tier involves intervening early for students who are at elevated levels of risk. This intervention should be timely and tied to the identification of known risk factors. The third tier involves providing intensive supports and services for students who are at the greatest level of need.

Schools cannot do this work alone. Many Cleveland students, families and educators confront daily the impacts of poverty, environmental toxins and trauma. Fortunately, they live, attend school and work in a city rich in human and cultural capital and good will. The challenge, however, is to harness these resources in a sustained, measurable and strategic manner so that every student, every teacher and every school succeeds. Meeting this challenge requires:

- Building a climate for change and sustaining it over multiple years using data on a small number of metrics to refine interventions and enhance the District's approaches to improving student outcomes and well-being;
- Avoiding single solutions or unaligned multiple solutions for complex, but interrelated problems;
- Eliminating ineffective or counterproductive practices and behaviors;
- Employing a three-tiered approach to building conditions for and capacities to learn and teach;

- Aligning promotion and prevention, early intervention and treatment in a manner that will both address immediate needs as well as prevent the incidence and magnitude of problems;
- Supporting the ability of schools, agencies and staff to systematically implement proven practices and programs with quality;
- Integrating cultural and linguistic competence as a conceptual framework, operating principle and professional skill to guide the educational success of Cleveland's diverse students;
- Leveraging the District's and Cleveland's strengths and resources;
- Fostering collaboration and coordination between and among schools, agencies, families and community organizations;
- Systematically leveraging public and private resources such as Medicaid, the Cuyahoga County Community Mental Health Board, the Cuyahoga Tapestry System of Care and the Youth Development Initiative; and
- Using data for planning, monitoring and evaluation.

The report's recommendations address these elements in a sustainable manner that builds on Cleveland's and the District's strengths to addresses the depth and complexity of needs. The recommendations call for changes in the behavior and interactions of all stakeholders – children and youth, families, teachers, school and district staff and administrators, agencies and their staff, and funders – and, when necessary, propose training and other supports for these changes. The recommendations are designed to address individual, school and agency performance and capacity. They are also intended to produce short-, middle- and long-term improvements that can help Cleveland become a safer and healthier city and the District become the premier educational institution that it aspires to be.

Each set of interventions involves a phase-in process. The interventions and their phasing-in are designed to constrict or eliminate the pipelines that create or feed problems (e.g., children arriving at kindergarten with emotional and behavioral problems, unmet mental health needs, and the lack of positive behavioral approaches and SEL). Significantly, they are intended to reduce the level of need so that, over time, there will be less demand for more-intensive services and more opportunities to focus resources on learning and healthy youth development. The phase-in process has the following logic:

- **Year 1**: Address priority 1 needs and low-hanging fruit, improve the infrastructure of support, assess, develop protocols and standards, plan, implement where feasible.
- **Year 2**: Evaluate and respond to Year 1 results and implement priority 2 recommendations.
- **Year 3**: Evaluate and respond to Year 2 results and implement priority 3 recommendations.
- **Year 4**: Evaluate and respond to Year 2 results and redeploy resources in response to changing needs as the level of risk that students display starts to diminish.

Implementing these recommendations is both a schoolwide and communitywide responsibility and is consistent with the three-tiered public health approach the report describes. For most recommendations, we indicate which agency is the lead; in the case of the District, we will indicate which office should be responsible for implementing the work. **Strategy 1** involves recommendations about using data for assessing, planning, monitoring and evaluating the conditions for learning, teaching and development and the level of need, risk and wellness of Cleveland's children and youth. The District is responsible here. Recommendations within **Strategies 2, 3 and 4** focus primarily on universal promotion and prevention. The District has the primary responsibility here as well. Recommendations within **Strategies 5, 6 and 7** focus primarily on early and intensive interventions, and the District and community agencies share this responsibility.

Strategy 8 addresses the need for ongoing and professional development and support, which have been identified as necessary in improving outcomes for children and youth with and at risk of developing emotional and behavioral problems. Both the District and agencies have responsibility here. **Strategy 9** addresses the need for focused and sustainable funding to support human ware improvements. The District, the city, the county and the foundation community share responsibility here. **Strategy 10**, like the first, involves using data for assessing, planning, monitoring and evaluating the conditions for learning, teaching and development and the level of need, risk and wellness of Cleveland's children and youth. However, it is placed last because there should be regular monitoring and evaluation of human ware activities on a districtwide and communitywide basis. The District, the city, the county and the foundation community share this responsibility.

INTRODUCTION

This study's purposes are to examine and identify strengths, challenges and areas for improvement related to student mental health and the conditions for learning in the Cleveland Metropolitan School District (the District). In its role on the Human Ware Audit, The American Institutes for Research (AIR) was asked to provide conclusions about (1) where gaps in student connectedness to school, as well as mental wellness and safety, exist and (2) what is needed to reach an appropriate and sustainable level of services that will result in the best possible human service "safety net" for the District's students. Our work included analyses of extant data, case studies, discussions with key informants and a large number of interviews and focus groups to contextualize and validate the case study findings. Our efforts included early stakeholder engagement and involvement in the work and input from those who will have to implement the changes. One goal has been to maximize the extent to which our findings-based recommendations are actionable and will lead to sustainable improvements.

Eight sets of findings from prior research have guided our Human Ware Audit activities and related analyses:

- Student support, mental health development, safety and academic achievement are inextricably linked (Becker & Luthar, 2002; Cambourne, 2002; Greenberg, Skidmore, & Rhodes, 2004; Spier, Cai, Kendziora, & Osher, 2007).
- Effective student support provides connection to caring adults, positive behavioral supports, SEL and access to mental health support in a manner that not only addresses risk factors but also builds protective factors and developmental assets (McNeely & Falci, 2004; McNeely, Nonnemaker, & Blum, 2002; Osher, 2006; Smith, Perry, & Smylie, 1999; Wright & Fitzpatrick, 2006).
- When these supports sufficiently meet the needs of students, they build conditions for learning and teaching such that students and faculty feel they are in a safe, responsible, supportive and challenging learning environment (Committee on Increasing High School Students' Engagement and Motivation to Learn, & National Research Council, 2004; Osher et al, 2007).
- When these supports are insufficient, the unmet mental health needs of students overwhelm the capacity of schools in a manner that undercuts learning and teaching. This contributes to reactive and punitive approaches that further undercut the conditions for learning and teaching (Osher, VanAker, Morrison, Gable, Dwyer, & Quinn, 2004; Sebring, Allensworth, Bryk, Easton, & Luppescu, 2006).
- Effectively providing student support requires a data-informed approach to screening, referral and intervention that is systematic and supported by focused professional development and the appropriate deployment of pupil service personnel (Blechman, Fishman, Fishman, & Lewis, 2004; Metzler, Biglan, Rusby, & Sprague, 2001).
- Addressing the mental health needs of students and preventing anti-social behavior require school-agency and school-family collaboration, both of which are challenging to realize (Osher, 2002; Osher & Osher, 2002; Rappaport et al., 2002).

- Progress in addressing the mental health needs of students and preventing anti-social behavior in Cleveland will more likely occur by effectively implementing culturally and linguistically competent programs and strategies that research demonstrates have been efficacious in settings like Cleveland (Osher, Dwyer, & Jackson, 2004).
- Addressing the mental health needs of students and preventing anti-social behavior can benefit from a public health approach that (a) intervenes early to minimize the likelihood that students will arrive in kindergarten at risk for academic and social problems and (b) combines promotion with prevention, early intervention and treatment (Hawkins, Catalano, Kosterman, Abbott, & Hill, 1999; Hawkins, Van Horn, & Arthur, 2004; Osher, Dwyer, & Jimerson, 2006).

ORGANIZATION OF THE REPORT

The report is organized into three sections, a glossary and five appendices. The first section describes the methodology employed to examine the quality and adequacy of human services and the conditions for learning in the District. The second section describes our findings regarding strengths and needs. It is organized around three core constructs: the conditions for learning; individual, school and community capacity; and collaboration. The third section presents 10 strategies with sets of recommendations to address these findings in a sustainable manner, building on Cleveland's and the District's strengths to meet the depth and complexity of student needs. A glossary of acronyms used in the report is located prior to the appendices, which provide a copy of the Conditions for Learning survey (Appendix A); supporting and supplementary information including case study school snapshots (Appendix B); a table showing mental health agencies and neighborhood collaboratives associated with schools (Appendix C); other data tables and figures (Appendix D); and tables displaying, by strategy, the relationship between recommendations and findings, an implementation timeline by year and the proposed individuals, organizations or entities responsible for implementation (Appendix E).

METHODOLOGY

Our approach to the gaps analysis comprised five core activities designed to obtain a comprehensive, valid understanding of the quality and adequacy of human services and the conditions for learning in District schools. These activities included a student survey of the conditions for learning; discussions with more than 100 key District and community informants; case studies of two elementary and two high schools; validation focus groups and meetings; and reviews of extant data, evaluations and other documents. The following sections describe each of these activities.

CONDITIONS FOR LEARNING SURVEY

The Conditions for Learning (CFL) survey is a psychometrically validated instrument[1] to measure student connection and conditions for learning with two versions: one for middle school (grades 5–8) and another for high school (Appendix A includes this survey). The conceptual framework for AIR's CFL survey emerged from a two-day meeting of both national experts and educators, at which a clear consensus emerged that to advance student achievement, schools need to pay attention to whether students are safe, challenged, supported and socially and emotionally skilled. AIR then conducted, prior to this Human Ware Audit, a series of 22 focus groups with students, parents/caregivers and school staff in Chicago to validate the importance and centrality of these topics and to begin to identify specific items.

The District administered AIR's CFL survey to students on February 22, 2008 (with make-up dates on February 25 and 26, 2008). The valid survey response rate[2] at the middle school level was 79.2% and at the high school level 63.2%. The survey asked students questions related to extracurricular activities[3] and four survey scales: challenge, safe and respectful climate, social emotional learning (SEL) and student support.[4] In this report, we present survey results for the middle and high school levels by scale for each scale except challenge. Specifically, we identify the percentage of students whose responses indicate that their school needs improvement on each

[1] The survey has been demonstrated to be both reliable (with average scale reliabilities of .80 for high school and .77 for middle grades) and valid. The 2007 version of the survey was completed by 136,989 Chicago students across 605 schools and 4,181 Delaware students across 8 schools. The survey has also been administered in five foreign countries: Cambodia, Nicaragua, Nigeria, Thailand and Vietnam. Based on data from the Chicago survey administrations, the safety scale is significantly associated with suspensions; challenge is most strongly related to GPA; student support is the only scale associated with class size (personalization); and social and emotional skills are associated with persistence in school, measured by graduation rates (Osher, Kendziora, & Chinen, 2008).

[2] To calculate this overall response rates, we considered a students' surveys valid if they responded to at least 50% of the total survey items.

[3] Per the Cleveland Foundation's request, we added seven items to the middle and high school versions of the CFL survey. These questions concerned conditions for learning within the community. They asked how safe students feel in the community, how safe students feel traveling between home and school, whether people in students' neighborhoods treat youth with respect, whether students have someone to turn to outside of school to help with homework, whether people outside of school encourage students to go to college, whether students have an adult outside of school to whom they can talk about things that are important or bothering them, and whether students participates in youth activities outside of school.

[4] We are using the survey results to develop school reports that will provide information to promote continual improvement and support professional development at the school level.

scale. The three reporting categories (excellent, adequate, needs improvement) are defined on below.

Safe and Respectful Climate	Social and Emotional Learning	Student Support
Excellent: Students feel physically safe in their classes, in the hallways and bathrooms and outside around the school. They feel emotionally safe because students treat one another with respect, get along well together and look out for one another. *Adequate*: Students feel physically safe most of the time, but there may be *occasional* fights, thefts or vandalism. They usually feel emotionally safe but may *occasionally* be teased, bullied, harassed or put down by other students. *Needs Improvement*: Students *do not* feel physically safe because there are regular problems with fights, thefts or vandalism. They do not feel emotionally safe because they are often teased, picked on or bullied. They may stay at home because they do not feel safe at school.	*Excellent*: Students report that *most* students in the school have good social skills, want to do well in school and work well in teams. These students resolve conflicts peacefully, solve problems creatively and think that cheating is wrong. They do their best, even when their school work is difficult. *Adequate*: Students report that *some* students in the school have good social skills, want to do well in school and work well in teams. These students *sometimes* resolve conflicts peacefully and solve problems creatively. They may give up when their school work is difficult. *Needs Improvement*: Students *do not* rate their peers as socially skilled. They report that other students do not care about doing well in school. Students have trouble resolving conflicts and solving problems. They think it is OK to cheat. They often give up when their school work is difficult.	*Excellent*: Students think that *most* of their teachers and other adults in the school listen to them, care about them and treat them fairly. Students report that teachers notice when they are having trouble and readily provide extra help when it is needed. *Adequate*: Students think that their teachers and other adults in the school *sometimes* listen to them, care about them and treat them fairly. Students report that teachers sometimes provide extra help when it is needed. *Needs Improvement*: Students think that *most* teachers and other adults in the school do not listen to them, care about them or treat them fairly. Students report that it is hard to get extra help when needed.

For comparative purposes, we include survey results from the CFL survey administration to Chicago Public School students. We also include results for high-income Chicago schools[5] because income is a proxy for school and family resources. Hence, survey results for high-income schools provide comparative measures of the conditions for learning in schools with greater levels of these resources.

AIR set standards for the CFL Survey using a modification of the Item-Descriptor (ID) Matching technique (Ferrara, Perie, & Johnson, 2002). Eleven subject matter experts (SMEs) matched each response for each question to the school performance level (excellent, adequate, needs

[5] The high-income Chicago comparison schools include all those located in postal zip codes (Northeastern Illinois Planning Commission, 2003) with median household income greater than $75,000 based on U.S. Census Bureau (2008) data. This yields high-income comparison groups of 27 middle schools and 3 high schools.

improvement) using a web-based survey. We identified the cut points between items corresponding to adjacent school performance levels using conditional logistic regression. SMEs often have difficulty using ordered item responses when items have multiple scale points. The process occurred over two rounds, with SMEs receiving agreement (i.e., other raters' ratings) and impact (i.e., the proportion of students classifying their schools in each level) data, following Round 1, which they used as additional information in revising their ratings. SMEs made minimal changes to their ratings in Round 2.

DISCUSSIONS WITH KEY INFORMANTS

The input of key District-, city- and county-level community stakeholders has been an integral component of our effort to understand issues related to student mental health, safety and the conditions for learning in District schools. We met with an array of key informants in the District and in the broader Cleveland and Cuyahoga County communities. Specifically, we met with representatives from the faith community as well as from the following entities:

- Alcohol & Drug Addiction Services Board of Cuyahoga County
- Applewood Centers
- Beech Brook
- Bellefaire Jewish Children's Bureau
- Berea Children's Home and Family Services
- Board of Education of the Cleveland Metropolitan School District
- Case Western Reserve University (Center for Adolescent Health, Center for Urban Poverty and Community Development)
- Center for Community Solutions
- Center for Innovative Practices
- City Year
- Cleveland Christian Home
- Cleveland City Council
- Cleveland Department of Public Safety
- Cleveland Foundation
- Cleveland Teachers Union
- Cuyahoga County Board of Health
- Cuyahoga County Children and Family Services
- Cuyahoga County Community Mental Health Board
- Cuyahoga County Early Childhood Initiative
- Cuyahoga County Family and Children First Council
- Cuyahoga County Health and Human Services
- Cuyahoga County Juvenile Court (including juvenile probation)
- Cuyahoga Tapestry System of Care (including its steering committee)
- Downtown Educational Center (at the detention center of the Cuyahoga County Juvenile Court)
- Fairview Hospital
- Free Medical Clinic of Greater Cleveland
- The George Gund Foundation
- Invest in Children
- Kent State University (The Institute for the Study and Prevention of Violence)
- The Lesbian Gay Bisexual Transgender Community Center of Greater Cleveland
- Miami University
- Murtis H. Taylor Multi-Service Center
- Ohio Department of Education
- Ohio Department of Mental Health (including youth and family members of the Taskforce on Resiliency)
- Ohio Federation for Children's Mental Health
- Ohio Mental Health Network for School Success
- Partnership for a Safer Cleveland
- Positive Education Program
- St. Martin de Porres Family Center

We also solicited input from researchers, developers and organizations whose evaluations were or are used, or whose programs are proposed for development and use, in Cleveland, including the American Federation of Teachers and Drs. Claudia Coulton, Deborah Daro, Paul Flashpohler, Mark Greenberg, Lynn McDonald, Abraham Wandersman and Roger Weissberg and Mr. Patrick Kanary.

CASE STUDIES OF SCHOOLS

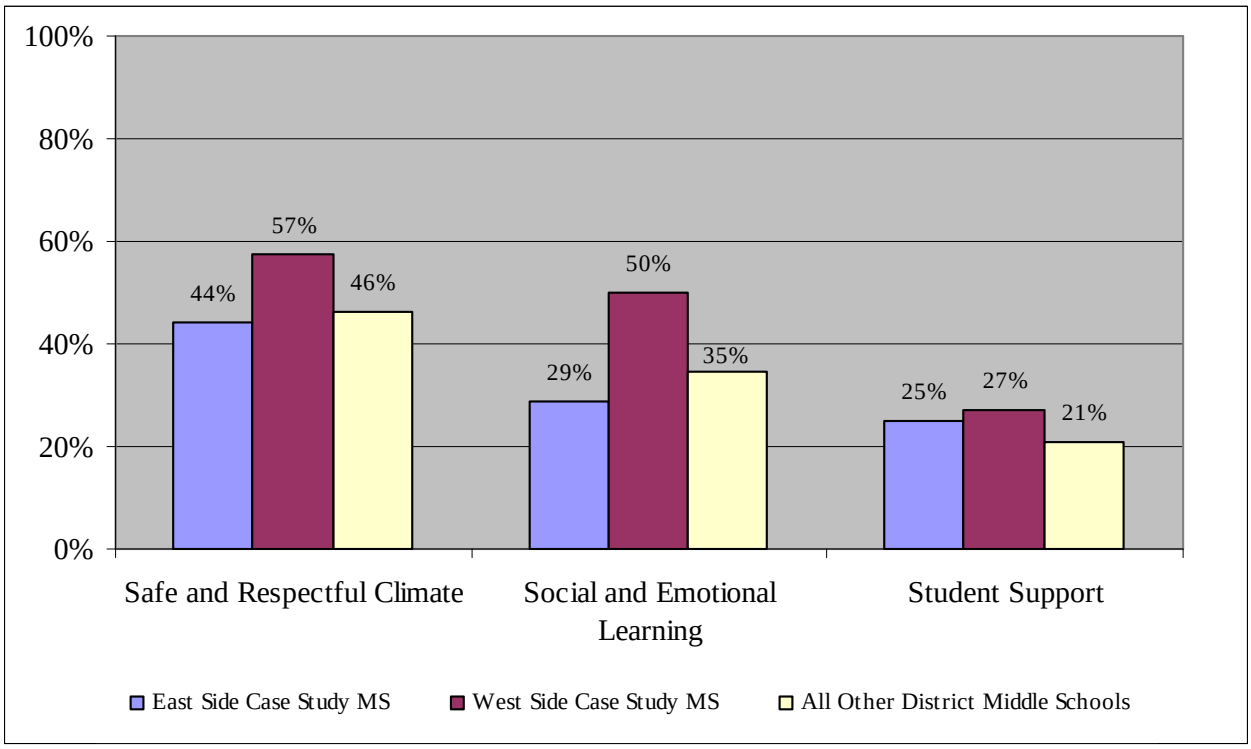
As one of our core data collection activities, we conducted case studies of four schools. We planned and carried out case studies of two randomly selected high schools and two randomly selected elementary schools. The Cuyahoga River separates Cleveland in two, commonly referred to as an "east side" and a "west side" (those neighborhoods east and west of the river, respectively). Because of the demographic and cultural identity associated with these two areas of the city and their meaning to members of the Cleveland community, we chose a case study school sampling design that ensured selecting one middle school and one high school from each side of the District.

At the onset of our work, we generated a random list of elementary schools and high schools. We then selected the case study schools using this list, in collaboration with District staff, who had to substantiate that a selected school was atypical (e.g., Cleveland School for the Arts) relative to the average District school before it would be replaced with another randomly selected school.[6] In this report, we use pseudonyms to refer to the selected case study schools: "East Side High School" and "East Side Middle School" for those selected from the east side of Cleveland and "West Side High School" and "West Side Middle School" for those selected from the west side of the city.

Our analysis of the CFL data suggests that the case study schools are relatively typical of the District average. At the middle school level (Figure 1), East Side Middle School is within 6 percentage points of the District average on the three scales. West Side Middle School is within 6 percentage points of the District average on the student support scale but is less typical than the District average on the other two scales. Appendix B includes various data tables to provide a picture of how representative the case study schools are of the District average.

[6] This process led to replacement of only a small number of the randomly selected schools.

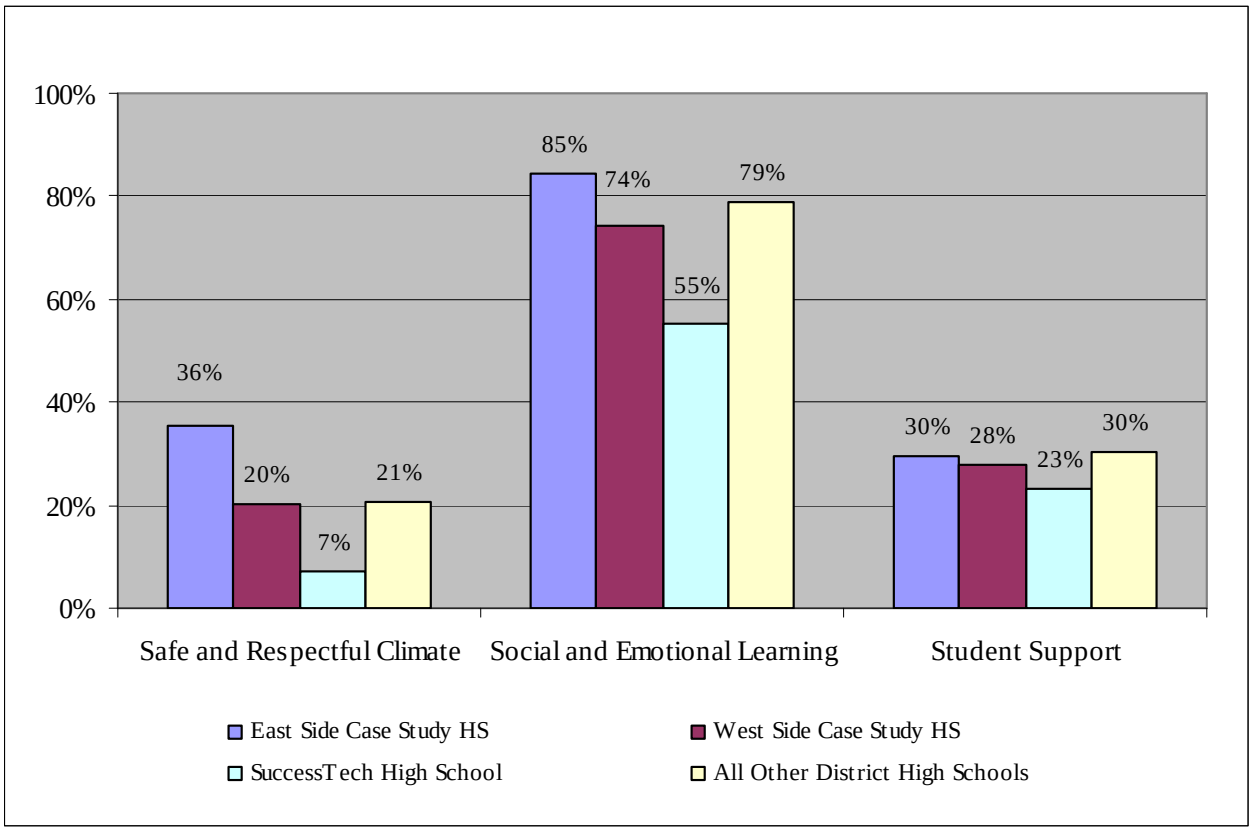
Figure 1: Percent of Middle School Students Responding That Their School Needs Improvement on the Conditions for learning Scales (Safe and Respectful Climate, Social and Emotional Learning, Student Support), Case Study Schools and District Overall



Note: "All other district middle schools" is the average of all District middle schools, excluding the two case study schools.
Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

At the high school level (Figure 2), the case study schools are within 6 percentage points of the District average, except on the safe and respectful climate scale. On this scale, East Side High School is 15 percentage points higher than the District average. This suggests that East Side High School is more likely to need improvement in safety and respect than the average District high school. Compared with the District high school average and case study high schools, SuccessTech Academy had smaller percentages of students with responses suggesting that the school needs improvement on each of the three scales.

Figure 2: Percent of High School Students Responding That Their School Needs Improvement on the Conditions for Learning Scales (Safe and Respectful Climate, Social and Emotional Learning, Student Support); Case Study Schools, SuccessTech and District Overall



Note: "All other district high schools" is the average of all District high schools, excluding the two case study schools and SuccessTech Academy.
Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

The two-day school visits included observations of randomly selected classrooms; observations of hallways, cafeterias and other general school areas such as the building entrances (which we observed during student arrival in the morning and dismissal at the end of the school day); collection of school-related data and documents; interviews with school administrators and staff; and focus groups with randomly selected school staff, students and parents/caregivers. During these school visits, we conducted individual interviews with more than 50 school personnel, such as principals; assistant principals; regular and special education teachers, including those who serve as union representatives; attendance officers; coaches; guidance counselors; in-school suspension staff; mental health intervention specialists; occupational therapists; parent/family liaisons (or members of Student Parent Organizations); school nurses; school psychologists; speech language pathologists; and security staff. The staff and student focus groups typically had about eight participants. Unfortunately, we were able to meet with fewer parents/caregivers than we had originally planned. However, we had a strong presence in the parent/caregiver validation focus group (discussed in the next section). At the elementary schools, we held two separate student focus groups: one with students in grades 3 to 5 and the other with those in grades 6 to 8.

In addition, we visited SuccessTech Academy because of the shooting that occurred there on October 26, 2007. Our visits included interviews with expert informants and focus groups with randomly selected teachers and students.

EXTANT DATA, DOCUMENTS AND OTHER INFORMATION

In addition to collecting new CFL and case study data, we identified extant datasets and resources to review and integrate into our analysis. These included datasets from the District and the Ohio Department of Education (e.g., student demographics, student and teacher attendance rates for the District and comparison school districts, chronic student absenteeism and tardiness rates), findings from the local administration of the Youth Risk Behavior Survey, data on student chronic absences from the Center on Urban Poverty and Social Change at Case Western Reserve University, and neighborhood data from the Center on Urban Poverty and Community Development at Case Western Reserve University. We also worked with the Institute for the Study and Prevention of Violence at Kent State University to analyze the relationship between the CFL survey findings and data on neighborhood disadvantage and school performance.

We examined District documents and reports, as well as those prepared by the Center for Community Solutions and other organizations and agencies that we visited. For example, we reviewed evaluation reports of the Safe Schools/Healthy Students Initiative, the Cuyahoga County Early Childhood Initiative and the Cuyahoga Tapestry System of Care. We also interviewed the evaluator of each initiative to deepen our understanding. We drew on research that AIR previously conducted at the Positive Education Program regarding its day treatment, early intervention and wraparound initiatives. Examples of documents that we reviewed include the following:

- *Cleveland Municipal School District Project SYNERGY! final evaluation report* (2003). The Division of Student Opportunities, The Office of Research, Evaluation, and Assessment Cleveland Municipal School District
- *Cleveland schools that Are making a difference.* Cleveland, OH: Cleveland Foundation and the George Gund Foundation.
- *Comprehensive Community Mental Health Services for Children and their Families Program* (2007). Child Adolescent and Family Branch, Center for Mental Health Services, Substance Abuse and Mental Health Services Administration, U.S. Departmental of Health and Human Services
- *Comprehensive health plan for the Cleveland Municipal School District.* (2002). Cleveland, OH: Cleveland Municipal School District.
- *Comprehensive health plan for the Cleveland Municipal School District: Part 2 implementation strategy for 2003-04.* (2002). Cleveland, OH: Cleveland Municipal School District.
- *A comprehensive system of learning supports guidelines.* (2007). Columbus, OH: Ohio Department of Education.

- *Cuyahoga County Early Child Initiative: Evaluation, phase I: Final report* (2005) (prepared by C. Coulter). Cleveland, OH: Center on Urban Poverty and Social Change.
- *Cuyahoga County Invest in Children 2006 child well-being and tracking update.* (2006) (prepared by C. Coulton, P. Hardy,& N. Lalich). Cleveland, OH: Center for Urban Poverty and Social Change.
- *Faculty satisfaction with school based mental health services, 2006-07: Evaluation prepared for the Cleveland Metropolitan School District & the Cuyahoga County Community Mental Health Board* (2007) (prepared by Julia M. Noveske). Beech Brook.
- *An evaluation of the effectiveness of school-based mental health: Final report* (2004) (prepared by D. Hussey).
- *The Ohio High School Transformation Initiative confronting barriers, creating sustainability.* (2007) (prepared by J. Olchefsky). Washington, DC: American Institutes for Research.
- *Safety, security & human relations plan: Protecting student, faculty, staff and administrators* (2007). Cleveland, OH: Cleveland Municipal School District.
- *School and Community Mental health Services Program annual report: 2005-2006 school year* (2007). Center for Community Solutions, Cleveland Metropolitan School District, Cuyahoga County Community Mental Health Board.
- *School and Community Mental Health Services Program annual report: 2006-2007 school year* (2008). Cuyahoga County Community Mental Health Board, Cleveland Metropolitan School District.
- *School-based mental health tool kit 2008* (2008). The Center for Community Solutions.
- *Status of implementation of the comprehensive health plan: A report card*. (2006). Cleveland, OH: Cleveland Municipal School District.
- *Student code of conduct, Handbook 2007-08*. Cleveland, OH: Cleveland Municipal School District.
- *Summary: Community health needs analysis & assessment.* Cleveland, OH: Center for Community Solutions.
- *Year end report for program evaluation of Project SYNERGY!* (2001). New York, NY: Metis Associates.
- *Youth and support Services: 2007-2008 resource manual for principals.* Cleveland, OH: Cleveland Municipal School District.
- *Youth focus groups meeting notes* (unpublished), Youth Development Initiative, the Cleveland Foundation.

VALIDATION

The findings from the four case study schools, although randomly selected (except for SuccessTech Academy), may not necessarily present the broader picture of strengths and needs in other District schools. Similarly the extant data that we analyzed may have had limitations because of its design or function. Hence, we designed the methodology to control for these two limitations. We conducted four sets of focus groups with teachers and parents/caregivers to determine whether the case study findings were consistent with the participants' perceptions of needs necessary to address them in their individual schools, and we also conducted feedback sessions with district and agency staff to deepen our knowledge and test ideas.

The focus groups explored key case study findings and probed for additional input on strengths and needs from selected teachers, parents/caregivers, students and administrators. Each of the teacher, parent and student focus groups had six to eight participants from different District schools. We used a purposive sampling strategy to select participants: a District staff member assisted with contacting the selected schools and worked with school administrators to identify one teacher, one parent/caregiver of a student in that school and one student to participate in the validation focus groups. For the teacher focus group, we contacted the president-elect of the Cleveland Teachers Union (CTU) to nominate two teachers for the teacher validation focus group (one of these teachers was able to participate). This purposive strategy was important so that we could maximize participation in the focus groups. Validation focus group teachers (n = 6) typically had significant experience in the District: five of the teachers had significant experience in the District (20 to 30 years) and the other had just under 10 years of experience.

In addition, feedback sessions explored the overall findings and potential recommendations. We held feedback sessions with participants, including the steering committee for the Cuyahoga Tapestry System of Care; the leadership of agencies providing mental health services in the schools; staff from the Institute for the Study and Prevention of Violence at Kent State University; the leadership of the Cleveland Teachers Union; and representatives of the mayor's office and the District.

GAPS ANALYSIS FINDINGS

This section presents 10 sets of findings, organized across three clusters:

I. Conditions for Learning

II. School District and Community Capacity to Systematically Respond to the Social and Emotional Needs of Children and Youth

III. Collaboration Between and Among Families, Schools and Agencies

For each finding, we provide examples of supporting qualitative and quantitative data from our activities (i.e., CFL survey findings; discussions with key informants; case studies; and review of existing datasets, documents and other resources). We have strived to organize the findings in a coherent manner. Our general approach presents findings beginning with, as applicable, current policy and practice, results from the CFL survey, extant data, case studies, key informants and finally validation activities. When presenting the CFL survey findings for each scale, we begin with findings at the middle school level followed by the high school level, then findings across student racial-ethnic subgroups and finally a comparison of District data with data from the comparison district (Chicago) and schools (Chicago high-income schools). We identify schools with the highest and lowest percentage; in footnotes, we include additional schools that performed well or poorly on each scale relative to the District overall. In an effort to maximize the report's readability and utility for multiple audiences given the depth of findings, we present them in bulleted form. Each bullet includes a topical label in bold. This approach addresses requests for a short, direct report while still providing an appropriate presentation of the Human Ware Audit's key findings.

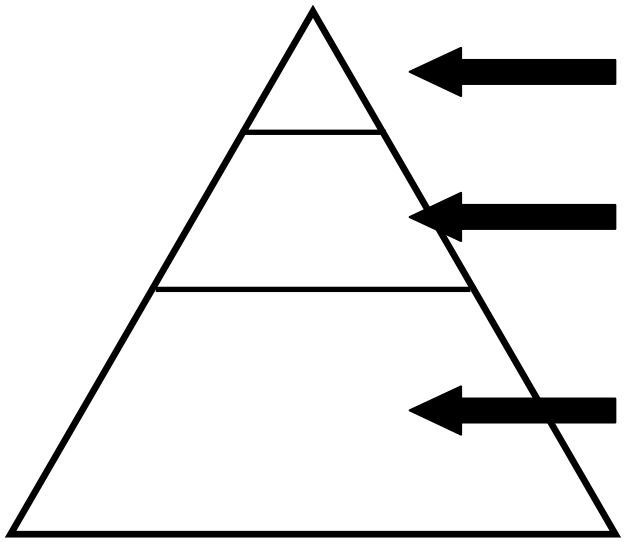
FRAMEWORK FOR UNDERSTANDING AIR'S FINDINGS AND RECOMMENDATIONS

AIR's findings and recommendations employ a three-tiered public health approach to collecting and using data on all children, youth, neighborhoods and schools to (1) identify needs (including factors that place individuals at risk) and assets (including factors that buffer or moderate risk factors), (2) parse or triage resources, (3) plan interventions and (4) monitor results. The three-tiered approach (Figure 3) is consistent with seminal documents on violence prevention, mental health promotion and prevention, and student support (Dwyer & Osher, 2007; Dwyer, Osher, & Warger, 1999; Ohio Department of Education, 2008b; Osher, Dwyer, & Jackson, 2004; U.S. Department of Education, 1994; U.S. Public Health Service, 1999, 2000a, 2000b).

- **Using universal promotion and prevention** for everybody or all members of a group (e.g., all students, all teachers) at a school, district or community level. Universal promotion focuses on enhancing individual and environmental strengths and assets to reduce the risk of later problems and to increase the opportunities for healthy development and thriving. Universal prevention addresses individual and environmental risk factors that could place individuals at risk of poor outcomes.
- **Intervening early** for individuals who are at a known (by membership in a subgroup) or identified (by screening or other data collection) level of risk.

- **Providing intensive interventions and treatment** for individuals who are determined to be at higher levels of risk or need.

Figure 3: A Three-Tiered Approach to Preventing School Violence



Provide Intensive Interventions
Provide coordinated, comprehensive, intensive, sustained, culturally appropriate and child- and family-focused services and supports.

Intervene Early
Create services and supports that address risk factors and build on protective factors for students at risk for severe academic or behavioral difficulties.

Build a Schoolwide Foundation
Support positive discipline, academic success and mental and emotional wellness through a caring school environment teaching appropriate behaviors and problem-solving skills, positive behavioral support, social emotional learning and appropriate academic instruction.

Source: Adapted from Dwyer & Osher, 2000

The report's framework uses this three-tiered approach for assessing and improving conditions and capacities that support learning, teaching, safety and child and youth development. Conditions are those environmental features that facilitate or serve as barriers to learning, teaching and development. Conditions include the culture of schools and agencies as well as the extent to which students and teachers are and feel safe, connected and supported and engaged and challenged. Conditions also include environments where children, youth and adults can manage their emotions and relationships productively.

Individual capacities involve personal characteristics, attitudes and skills that not only help children and youth learn and develop but also help teachers succeed as educators. The stronger their capacities are, the more likely it is that learners or teachers can withstand challenges and poor conditions. However, very poor conditions usually overwhelm strong capacities and, even when they do not, will limit effectiveness. Becoming a premier school district and a city where all children thrive depends on strong conditions and capacities.

School, district and agency capacities consist of factors that enable these organizations to succeed in supporting learning, teaching and development. Organizational capacities consist of policies, frameworks, protocols, the portfolio of interventions, individuals' availability to implement and support the effective implementation of interventions, leadership quality, financial and human resources, data systems, social capital, and systems for monitoring and addressing challenges.

Prior to presenting these findings we would like to comment on the District middle and high school students, some of whom we randomly selected, who participated in our focus groups. Specifically, we were impressed by their openness and willingness to meet and talk with the research team. Moreover, they were all courteous, good listeners, and took the research team's questions about the CFL seriously.

I. CONDITIONS FOR LEARNING

All children and youth require safe, supportive and successful schools if they are to succeed in school and thrive as adults. These schools should provide students with the support necessary to succeed. These supports include positive behavioral supports, SEL, a caring school environment and engaging opportunities to learn. These needs are particularly great for children who struggle with the impacts of chronic poverty, lead poisoning and lead effect (Needleman et al., 2002), community and media violence, drugs and alcohol, trauma and loss. There are many such students in Cleveland, and our research suggests that many of them attend schools that do not sufficiently address their needs. We have three sets of core findings related to conditions for learning evident in our Human Ware Audit activities:

A. Safety and Positive Behavior Supports

B. Social Emotional Learning and Student Social Responsibility

C. Student Connectedness and Supports

A. Safety and Positive Behavior Supports

Safety and discipline are key to effective schools. Positive behavioral supports (PBS), particularly when combined with SEL, are useful in enhancing safety and discipline. Strengths in this area include:

- The collection and use of safety-related data for surveillance purposes.
- An understanding of the depth of this problem on the part of the mayor and his cabinet, the District's chief executive officer and his leadership team, the current and former leadership of the Cleveland Teachers Union, representatives of community-based organizations and family members – as well as their recognition of the need to address safety in a systematic manner that involves the collection and use of data in addition to staff training and supervision.
- The initiative exhibited by many individuals and groups in the community (e.g., Community Covenant) to address violence.
- Earlier decisions (although not implemented well) to provide training in positive behavioral approaches, including the District's Pyramid of Success.
- The *Child and Well-Being Plan* (for 6- to 12-year-olds) of the Cuyahoga County Family and Children First Council.
- Success of youth-focused police training and law enforcement assist teams when implemented under the Safe Schools, Health Students Grant.

- Expertise of the Institute for the Study and Prevention of Violence and Case Western Reserve University faculty.
- The Positive Education Program's (PEP) Early Childhood Programs and Day Treatment Centers.
- The District's successful pilot of Teen Screen.

Key findings related to safety and positive behavior supports follow:

Current Policy and Practice

- **2007-08 CMSD Code of Conduct.** The *2007-08 CMSD Code of Conduct* is generally written with a negative tone. Many sections of the document sound like a criminal code without a clear explanation of why the procedure is important to school safety and discipline (e.g., the section on the student dress code on page 6). Consequently, even routine or age-specific discipline issues (e.g., acting out, oppositional behaviors) are treated as "criminal" behaviors. The current code does not provide guidance to students about how to seek help, advice or redress for their problem behaviors (e.g., seeking a teacher-counselor conference for resolving a series of unexcused absences). Although the code suggests that problem solving should be used in the disciplinary process, there is almost no mention of how a student or family can access this support.

  The document is poorly organized and requires several readings to determine what a student could do to obtain help for a discipline behavioral problem. The only reference to help is noted on pages 16 and 17, section XV, and requires intervention by a teacher and or an administrator. In addition, it does not clearly explain the policy for removing students from a school's enrollment for unexcused absences. The section that discusses student attendance (page 14) lacks a clear notation that students must re-enroll if they have five unexcused absences over a given time period. Removing a student from enrollment for absences seems an unproved and possibly ineffective way of addressing absenteeism and may contribute to higher school drop-out rates.

  The document also contains unrelated staff contractual responsibilities. For example, it has an array of responsibilities assigned to teachers, the principal and other administrators that are not attached to disciplinary procedures. These important staff responsibilities sound more like contract descriptors (e.g., "teachers are expected to…").

Conditions for Learning Survey

- **Safe and Respectful School Climate.** The District's implementation of its code of conduct does not produce the desired outcomes of improved school safety and a positive instructional environment. Almost half of District middle school students believe that the safety and respectfulness of their school climate are problematic. CFL survey data show that 46% of middle school students report that their school

needs improvement on the safe and respectful school climate scale (Figure 4).[7] Across middle schools, this figure ranges from 10% (Louisa May Alcott School)[8] to 70% (Robert H. Jamison School).[9] Table D1 (in Appendix D) provides these data for each middle school.

The percentage of students reporting that their school needs improvement on this scale is lower, on average, at the high school level (21%), although more than 48% of responding high school students report that they worry about crime and violence in school, and almost 43% state that students are threatened or bullied at their high school. Across high schools, the percentage of students reporting that their school needs improvement on this scale ranges from 5% (John Hay High School)[10] to 35% (Glenville High School).[11] Table D2 provides these data for each high school.

On average, across student racial-ethnic subgroups there is little variation in the percentage of students reporting that their school needs improvement in safety and respectfulness (Table D3). However, at the middle school level, students identified as "all other races" (Native American, Asian, multiracial or undeclared) were less likely (14%) to report that their school needs improvement than Black students (22%).

The District performed better than the comparison district (Chicago) at the high school level but did not perform as well at the middle school level. The Chicago high-income comparison schools outperformed the District at both the middle and high school levels, although the difference was relatively small at the high school level.

[7] See Appendix A for a copy of the survey.

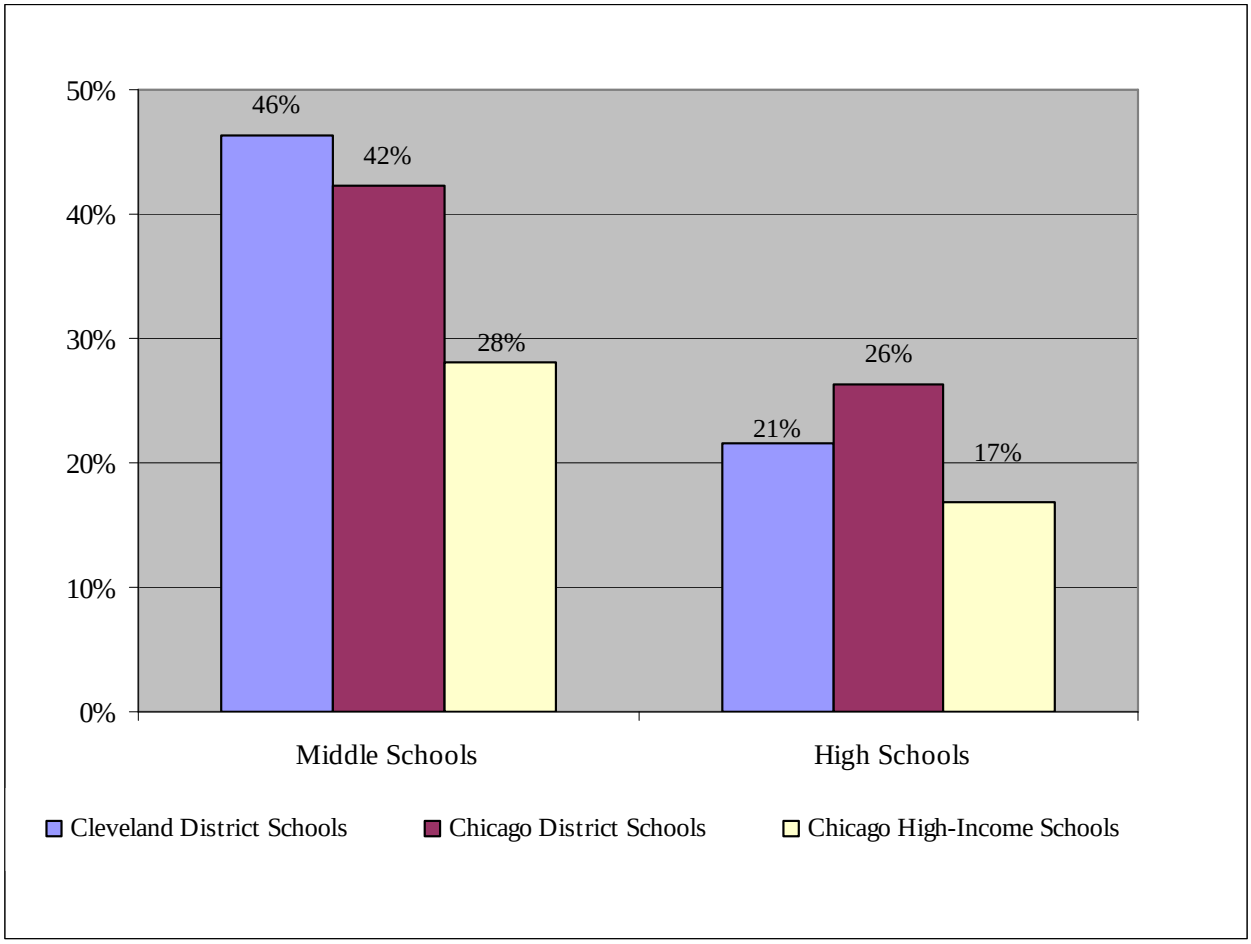
[8] Other middle schools with 60% or more of students reporting that their schools need improvement on the safe and respectful climate scale are Audubon Elementary School (60%), Anton Grdina Elementary School (60%), Patrick Henry School (62%), Miles Elementary School (62%), Woodland Hills Elementary School (63%), Carl & Louis Stokes Central Academy (64%), Wade Park Elementary School (65%) and Daniel E. Morgan Elementary School (67%).

[9] Other middle schools with fewer than 30% of students reporting that their schools need improvement on the safe and respectful climate scale are Riverside Elementary School (17%), William C. Bryant Elementary School (23%), Newton D. Baker School of Arts Elementary School (26%), Cleveland School of the Arts High School (26%), Sunbeam Elementary School (27%), Benjamin Franklin Elementary School (27%) and Louis Agassiz Elementary School (29%).

[10] Other high schools in the quartile with the lowest percentage of students reporting that their schools need improvement on the safe and respectful climate scale are Ginn Academy (7%), SuccessTech Academy (7%), Cleveland School of the Arts (8%), Option Complex @ Margaret Ireland (8%) and Garrett Morgan School of Science (10%)

[11] Other high schools in the quartile with the highest percentage of students reporting that their schools need improvement on the safe and respectful climate scale are Collinwood High School (29%), Health Careers Center (28%), South High School (27%), East High School (26%) and John F. Kennedy High School (26%).

Figure 4: Percentage of Middle and High School Students with Survey Responses That Suggest Their School Needs Improvement on the Safe and Respectful Climate Scale of the Conditions for Learning Survey



Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

- **School Climate and Neighborhood Disadvantage.** Statistical analyses linking District CFL data with neighborhood data from the Institute for the Study and Prevention of Violence suggest that neighborhood disadvantage predicts the 2006-07 School Performance Index (PI) score for elementary and high schools. In addition, the analyses show that school safety explains the neighborhood disadvantage effect: more disadvantaged neighborhoods have less-safe schools, accounting for significant variation in lower academic performance scores. Further, when we control for neighborhood disadvantage, attendance[12] and discipline events,[13] student perception of school safety alone predicts the PI score for both K-8 schools and high schools. This illuminates the neighborhood disadvantage effect: students in more-disadvantaged neighborhoods experience their schools as being less safe, which

[12] Attendance rate is a measure of the student attendance rate for each building from the Ohio Education Management Information System (EMIS) for 2006-07.
[13] Discipline events is a measure of discipline occurrences in a school building per 100 students enrolling in that building in 2006-07, as reported through EMIS.

accounts for the significant variation in lower academic performance scores between the schools they attend and other schools.

Extant Data

- **Disciplinary Actions.** According to the Ohio Department of Education (2008), the Cleveland Municipal School District has a lower rate of "other discipline types," which include in-school suspensions, Saturday school and all other district-reported disciplinary actions reported other than out-of-school suspension and expulsion, relative to comparable Ohio school districts. However, the District has explained that the previous District administration did not report discipline data accurately, and it is not feasible to reconstruct this information. The District also noted ongoing issues with the accuracy of school-reported discipline data. This rate of other discipline types per 100 students was 22.8 for the District during the 2005-06 school year, compared with 46.1 for Toledo Public Schools, 60.1 for Columbus Public Schools and 81.8 for Cincinnati Public Schools.

  Across District high schools, there was significant variation in the number of reported other disciplinary types per 100 students. This figure was as high as 58.3 in John Marshall High School and above 39.0 in four other high schools (East High School, East Technical High School, Glenville High School and Lincoln-West High School), between 11.0 and 21.0 in seven high schools and below 11.0 in the remaining high schools with these data. At the elementary school level, the number of other disciplinary types per 100 students was as high as 152.8 for the Franklin D. Roosevelt Elementary School, followed by 120.7 for the Miles Elementary School. This rate was between 54.0 and 89.0 in seven schools (Andrew J. Rickoff Elementary School, Charles A. Mooney Elementary School, Harry L. Eastman School, Harvey Rice Elementary School, Robert H. Jamison Computech Elementary School, Wilbur Wright Elementary School and Woodland Hills Elementary School) and below 10.0 in 57 elementary schools.

- **School Safety.** Youth Risk Behavior Survey data raise additional concerns about school safety, with higher percentages of students carrying weapons to school and not going to school because of safety concerns than students in other urban districts (Table 1).[14] East Side High School, one case study school, had a higher percentage of students carrying weapons on school property (12.5%) compared with the District, but a very similar percentage of students involved in a physical fight on school property during the previous 12 months. In contrast, compared with the District average, West Side High School had lower percentages on both measures of school safety – especially the percentage of students involved in a physical fight on school property (9.5%).

[14] The Youth Risk Behavior Survey (YRBS) is a measure that the Centers for Disease Control and Prevention designed to follow the prevalence of various health risks (e.g., violence). In collaboration with the Center for Adolescent Health at Case Western Reserve University, the District piloted the survey in 2001. In 2004, more than 2,300 students from 18 District high schools participated in the YRBS; during the next year, the District administered the YRBS to middle school students to provide information about students in grades 7 and 8 (Case Western Reserve University, 2007).

Table 1: High School Results of the Youth Risk Behavior Survey (2004 for Cleveland, 2005 for all other cities and 2007 for East Side and West Side High Schools)

City	School Response Rate	Student Response Rate	Percentage Who Carried a Weapon on School Property	Percentage Threatened or Injured with a Weapon on School Property	Percentage Who Were in a Physical Fight on School Property (a)	Percentage Who Did Not Go to School Because of Safety Concerns (b)
Baltimore, MD	100	82	13.6	10.6	17.8	9.8
Boston, MA	100	68	7.7	6.5	13.0	7.8
Chicago, IL	100	71	5.5	9.3	19.5	10.5
Cleveland, OH	**95**	**65**	**8.0**	**10.1**	**20.2**	**13.2 (c)**
East Side High School	*n/a*	*n/a*	*14.5*	*n/a*	*19.3*	*n/a*
West Side High School	*n/a*	*n/a*	*4.0*	*n/a*	*9.5*	*n/a*
Detroit, MI	100	79	7.0	7.7	21.8	9.9
Memphis, TN	97	75	5.1	9.0	15.3	8.8
Milwaukee, WI	100	72	6.1	12.5	17.7	8.7

(a) One or more times during the previous 12 months.
(b) On one of the 30 days preceding the YRBS.
(c) Rate for males: 10.2%; rate for females: 15.2%.
Note: The two cities with the highest rates are highlighted; in several instances, more than two cities are highlighted because the confidence intervals of cities with lower rates overlap with the rate in the city with the highest prevalence.
Sources: Cleveland data come from Case Western Reserve University, The Center for Adolescent Health's report, *2004 Cuyahoga County Cleveland Municipal School District Youth Risk Behavior Survey*. Data for other cities come from the Centers for Disease Control and Prevention's report *Youth Risk Behavior Surveillance – United States, 2005*. Data for East Side High School and West Side High School come from the Center for Adolescent Health.

Case Studies

- **Attendance and Hallway Orderliness.** Administrators, teachers and security personnel in the high schools we visited generally view the halls as the security staff's responsibility. Moreover, student tardiness and disorder in school hallways are problems. At the case study high schools, large numbers of students tend to be tardy for first-period classes. At these schools, we observed students held up in security lines at metal detectors. In addition at these schools, the 40-minute class periods lead to more opportunities for students to be tardy during the day and contribute to hall problems because of more transitions and more classes for which to be tardy. (In both high schools, we observed large numbers of students roaming the halls.) At one high school, we observed a student fight in a hall during class time.

- **Discipline Policy and Practice.** Disciplinary codes are not adequate and sometimes are unclearly stated. However, even when discipline procedures are clearly stated, they are not implemented or are implemented inconsistently across students. Some of the discipline codes in place are ineffective and need to be reformulated. For example, teachers and administrators in some schools reported that the cell phone policy and dress code are unclear and unevenly implemented.

District suspension procedures, which include the right of removal, are not reaching their goal of making schools safer or more orderly. A large majority of randomly selected secondary school students who participated in the case study reported that they had been removed from class (e.g., in-school suspension) at least once. Many middle schools students participating in the case study focus groups also shared that they had a history of school suspension. In addition, teachers in the high school focus groups were demoralized when the District overturned some of these removals after parents invoked the prescribed review process.

We found that case study schools tend to inefficiently use in-school suspension (ISS) for students with a wide variety of discipline problems. At the high schools, school staff viewed suspension as a first line of defense: removing students from a class is an immediate "threat" to students. The elementary case study schools varied in their handling of suspension, with one seeming to have a problem-solving approach to suspension that involves staff and family. In the other, we observed school staff using the ISS room as a time to socialize with their peers, with staff speaking about their personal lives in front of the students in ISS and exhibiting behavior that was harmful to these students. In general, the ISS room in this school appears to lack a student-centered focus.

Moreover, the location of some ISS rooms may be problematic. In one case study school, the ISS room is in the center of the building in a large atrium with partial walls but visible to staff and students passing by on upper-floor hallways. This location provides opportunities for distractions to students in ISS and their communication with other students in the hallways.

Finally, case study data indicated that students sometimes choose to go to suspension. In one case study school, we observed several students happily telling others that they had been removed from class and sent to ISS.

- **Early Warning Signs and Screening.** Most staff participating in interviews and focus groups tend to lacked awareness of early warning signs. Further, we did not find evidence that students are adequately screened for academic or behavioral problems.

- **Positive Behavioral Supports (PBS).** PBS was somewhat evident in visual reminders (i.e., signs) at the case study schools but were not observed in staff behavior (i.e., punitive traditional interventions of detention, suspension and expulsion that were inconsistently applied). One elementary school had culturally appropriate visual reminders of good behavior and social skills. However, they were mass-produced and not individualized for the school.

  When students left the building at one elementary school, the security officer did not model positive behavior. Instead, the officer screamed at the students. Several of the security officers at one of the high schools appeared to interact respectfully and have a positive relationship with students, although this behavior was not consistent.

Although we observed some teachers, administrators and security officers responding to students in positive and caring manners, some school staff in both the high schools and the elementary schools did not model positive behavior and instead responded to students in reactive, punitive or humiliating ways. For example, at one school, we observed an administrator publicly chastising a male student for needing to use the restroom several times during a single class. At another, we observed a security officer screaming at students. In contrast, several security officers at one high school appeared to interact respectfully and have a positive relationship with students, although this was not inconsistent across schools or even for all security officers in that high school.

- **School Entrance Policy.** Observations at the elementary schools found that students had to loiter outside the buildings because the schools had not opened by the time students arrived.

- **Transferring Students with Behavior Problems.** Administrators and teachers in the case study schools reported that students who are particularly troublesome in one school are transferred to other schools, which are not better prepared to address their needs.

Key Informants

- **Alternative Programming for Students with Behavior Problems.** Numerous informants pointed to the underuse of an effective alternative program, the Positive Education Program.

- **Family Disciplinary Practices.** Numerous informants stated that many Cleveland families (like families in other parts of the country) employ disciplinary practices that have been demonstrated to contribute not only to problem behavior in school but also to antisocial behavior. These practices include harsh punishment and inconsistent approaches to discipline (Patterson, Reid, & Dishion, 1992; Strauss, 1991).

- **Positive Behavioral Supports.** Positive behavioral supports include assessing the antecedents of problem behavior and developing plans to address these problems. Key informants agreed that the Intervention Based Assessment (IBA) process in many schools is sporadic and inadequate and functions as a special education referral process.

Validation Activities

- **Attendance and Hallway Orderliness.** The halls in the high schools we visited are generally viewed by teachers, administrators and security personnel as the responsibility of the security staff. Moreover, student tardiness and disorder in school hallways are problems. At the case study high schools, large numbers of students tend to be tardy for first-period classes. At these schools, we observed students held up in security lines at metal detectors. In addition at these schools, the 40-minute class periods lead to more opportunities for students to be tardy during the day and

contributes to hall problems. (In both of these high schools we observed large numbers of students roaming the halls.) At one high school, we observed a student fight in a hall during class time. During the validation focus groups, teachers talked about "chaos" during the changing of classrooms and extensive student tardiness (e.g., hours late and showing up at lunch). One high school teacher shared that large groups of students (40 to 50) roam the school's halls. Another shared that two students had recently arrived at school at 2:30, the end of the school day, but were marked present (albeit tardy). One teacher also commented that her administrator "hides in the office" and does not address student tardiness.

- **Discipline Policy and Practice.** A large majority of randomly selected students who participated in the validation focus group reported that they had been removed from class (e.g., in-school suspension) at least once for various reasons including dress code violations. Teachers in the validation group unanimously agreed that some students are suspended and "shipped between schools" that are not better prepared to address their needs. One teacher shared a story about a middle school student who assaulted a security guard in her school and was then transferred to another District school.

  A teacher in the validation focus group noted that the ISS room in her school is a cafeteria table located near the kitchen and photocopier, which creates additional distractions for students already removed from class. One teacher in this group commented that students deliberately try to be sent to ISS because they are allowed to play on a computer in the ISS room and listen to music. Another called the ISS in her school "a total joke" and ineffective. Several other teachers in the validation focus group agreed with this perspective. For example, in one school, students in ISS are assigned "busy work" that is not necessarily at grade level. In another, the ISS staff member is allowed to keep students out of class until they have copied pages out of the discipline handbook, keeping students for up to five days rather than the typical two days. One validation focus group teacher shared that she rarely receives any school work for her students who are sent to ISS, whereas another commented that ISS in her school works because students receive a packet of work that they are required to complete.

- **School Safety.** Although there were varying perspectives, most validation focus group teachers raised concerns about the extent to which their schools are physically safe. For example, at the high school level, one teacher talked about having five active gangs in her school and considered the school's security inept and inadequate. She shared a story about how security had let angry parents enter the building, which led to these parents threatening another teacher. In contrast, another teacher talked about the relative safety experienced at the small school in which she teaches. Middle school teachers in the validation focus groups also talked about gangs and the presence of gang colors among students in the school. Another middle school teacher shared that most teachers on the second floor of her school "are afraid to walk the halls…students run the halls and don't go to class." One student in the validation

focus group commented that because teachers do not feel safe, they "let kids do what they want."

- **School Security.** During the validation focus groups, teachers, parents/caregivers and students raised concerns about the quality and effectiveness of security officers in their schools. Teachers tended to have concerns about the security staff in their schools when asked about the related strengths and needs, although one teacher shared that the security staff in her school patrol the halls and help move students into their classrooms. However, other teachers in the validation focus group shared various concerns about the effectiveness of their security staff, including security staff who are too "buddy buddy" with students and end up being a part of problem behavior rather than the solution to it, who are not available when help is needed (e.g., they are "hiding in a room" somewhere) and who sit around reading newspapers. In addition, one teacher talked about a lack of building-level oversight of security staff.

  The validation focus group with parents/caregivers included several who are actively involved in their schools (e.g., volunteering, working as family liaisons). These parents/caregivers tended to share a number of concerns related to security staff. For example, one parent/caregiver shared a story about a security officer who recently would not leave the school building to intervene in a student fight because it was "not his job" and instead stayed inside and watched. Consequently, a crossing guard called the police for assistance. Another parent/caregiver commented that the security officer in her school was "nowhere to be found" during a recent student fight and that she is often using her personal cell phone or accessing the Internet on a school computer. Others shared examples of a lack of commitment and professionalism among some security staff. For example, in one instance, a security officer "paraded" a student around the school in handcuffs. In another school, the security officer tends to be outside talking with single women or on his personal cell phone and has said that he is tired of teachers calling him to get students from their classrooms.

B. Social Emotional Learning and Student Social Responsibility

Social emotional learning contributes to both safety and student ability to focus on and persist with academic work. SEL also contributes to student ability to avoid risky and anti-social behavior. Strengths in this area follow:

- A recognition on the part of school staff and families of the importance of SEL.
- Some experience in selecting and implementing evidence-based programs that have strong SEL components in some Cleveland schools, including Promoting Alternative Thinking Strategies (PATHS), Peace Builders and Second Step.
- The promise of the Cleveland Foundation's Youth Development Initiative.

Key findings related to the lack of SEL and student social responsibility include the following:

Conditions for Learning Survey

Social and Emotional Learning. About one third (35%) of middle school students reported that their school needs improvement in SEL (Figure 5).[15] Across middle schools, this figure ranges from 3% (Louisa May Alcott School)[16] to 52% (Daniel E. Morgan School).[17] Table D1 (in Appendix D) provides these data for each middle school.

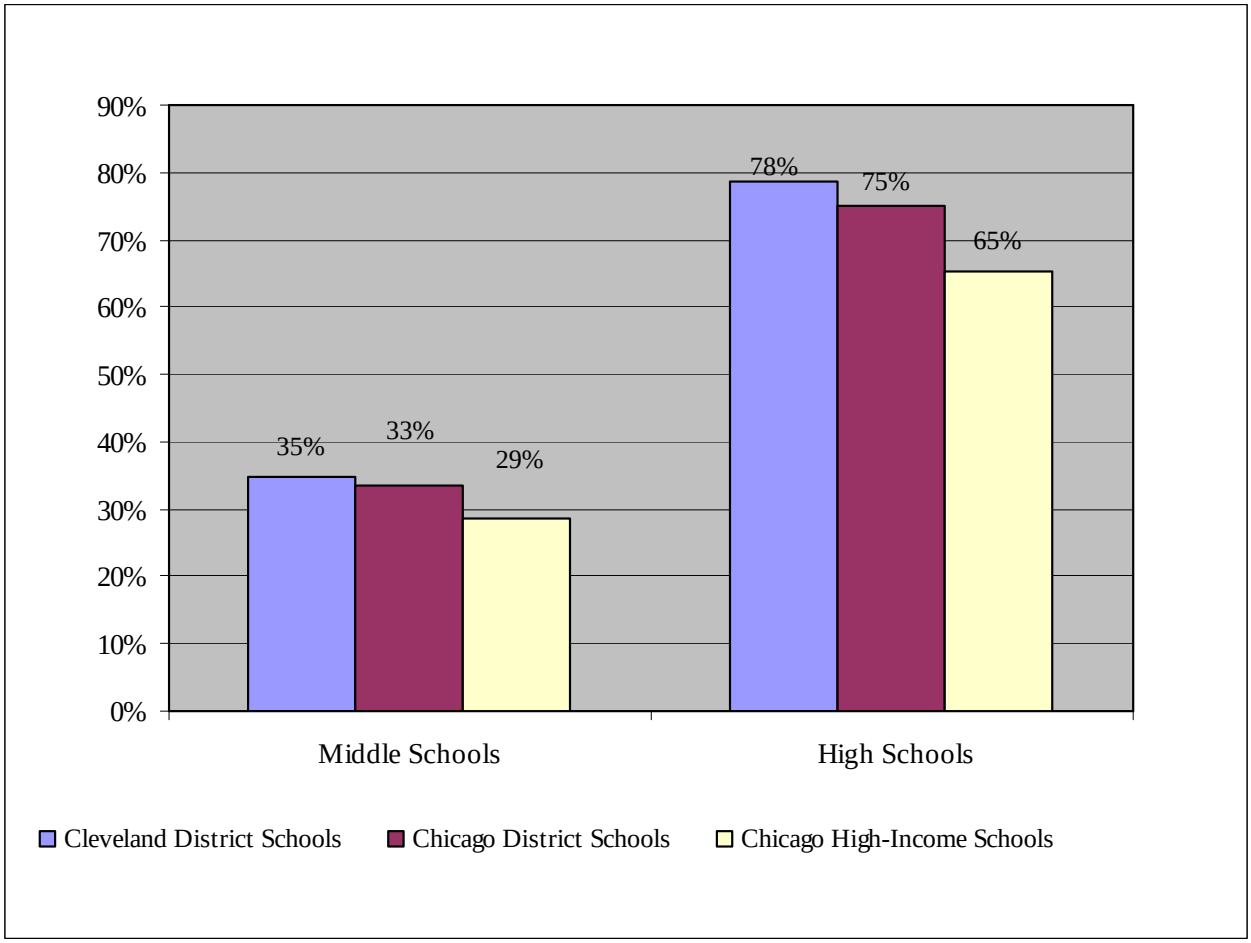
Social and emotional learning is particularly problematic at the high school level, where 78% of students, on average, reported that their school needs improvement in SEL. Across high schools, the percentage of students reporting that their school needs improvement on this scale ranges from 55% (SuccessTech Academy)[18] to 85% (Glenville High School, James Ford Rhodes High School, John Marshall High School).[19] Table D2 provides these data for each high school.

On average, across student racial-ethnic subgroups there is little variation in the percentage of students reporting that their school needs improvement in SEL (Table D3). However, at the high school level, students identified as "all other races" (Native American, Asian, multiracial or undeclared) were less likely (74%) to report that their school needs improvement than White students (82%).

The District figures at both the middle and high school levels are only slightly higher than the survey results from Chicago. The difference between the District and the Chicago high-income comparison schools is small at the middle school level but larger at the high school level.

[15] See Appendix A for a copy of the survey.
[16] Other middle schools with more than 45% of students reporting that their schools need improvement on the social and emotional learning scale are Option Complex High School (46%), Robert H. Jamison Computech Elementary School (48%), Adlai Stevenson Elementary School (48%), Mary B. Martin Elementary School (48%), East Clark Elementary School (48%), Brooklawn Elementary School (49%) and H. Barbara Booker Elementary School (50%).
[17] Other middle schools with fewer than 25% of students reporting that their schools need improvement on the social and emotional learning scale are Alexander Graham Bell Elementary School (16%), Sunbeam Elementary School (16%), Riverside Elementary School (20%), Paul L. Dunbar Elementary School (23%), Newton D. Baker School of Arts Elementary School (23%) and Scranton Elementary School (24%).
[18] Other high schools in the quartile with the lowest percentage of students reporting that their schools need improvement on the social and emotional learning scale are Ginn Academy (56%), John Hay Campus High School (58%), Garrett Morgan School of Science Middle School (70%) and Jane Addams Business Careers High School (72%).
[19] Other high schools in the quartile with the highest percentage of students reporting that their schools need improvement on the social and emotional learning scale are Genesis Academy (84%) and John F. Kennedy High School (84%).

Figure 5: Percentage of Middle and High School Students with Survey Responses That Suggest Their School Needs Improvement on the Social and Emotional Learning Scale of the Conditions for Learning Survey



Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

- **SEL and Neighborhood Disadvantage.** As noted previously, neighborhood disadvantage predicts the 2006-07 school Performance Index (PI) score for K-8 schools. Furthermore, when modeled together, neighborhood disadvantage, perceptions of SEL, and discipline events each predicted the PI score for K-8 schools, indicating that there are aspects to students' perceptions of SEL in middle schools that account for variation in performance that cannot be accounted for by these other factors (Institute for the Study and Prevention of Violence).

Case Studies

- **Student SEL Skills.** Staff interviewees noted that many students have poor social and emotional skills. Student and faculty focus groups and interviews indicated that "acting tough," responding aggressively to being "dissed" and not listening to or showing respect to teachers are normative mechanisms for staying safe. The principal at one elementary school focused so much on academics that (s)he did not focus on other issues, such as social emotional and behavioral issues.

- **SEL Programs.** Although the case study schools have a number of programs that deal with SEL-related matters such as life skills and character education classes and curricula, they are not evidence-based programs. Other district schools and mental health agencies employ or are considering some evidence-based programs (Peace Builders, PATHS). However, these choices are not part of a systematic District initiative.

C. Student Connectedness and Supports

Connectedness is important because children and youth benefit from caring connections with adults and positive connections with prosocial peers. Research suggests the importance of bonding to the school (Hawkins & Weiss, 1985; Wehlage, Rutter, Smith, Lesko, & Fernandez, 1989), sense of community (Battistich & Horn, 1997) and how this bonding is linked to both positive and negative learning and behavioral outcomes (McNeely & Falci, 2004; McNeely, Nonnemaker, & Blum, 2002) at school and in the community. Key strengths in this area follow:

- The report by more than half of middle school students and about half of high school students on the CFL survey that they are involved in activities outside of school.
- The youth development work of the Neighborhood Collaboratives and the promise of the Cleveland Foundation's Youth Development Initiative.
- The Cleveland Teachers Union leadership's focus on connectedness and the fact that each case study school has a core of faculty members who connect with students.
- The Ohio Department of Education's *A Comprehensive System of Learning Supports Guidelines*.
- The presence of teachers and staff at every school who are able to connect with every child and youth.
- For students who are lesbian, gay, bisexual, transgender or questioning (LGBTQ), community resources that include the Beyond Identities Community Center of the AIDS Task Force of Greater Cleveland, which offers nightly programming on various health education topics for youth who are LGBT and African American or Latino, and the Metro Youth Outreach program of the LGBT Community Center of Greater Cleveland – organizations that are also a valuable resource of information for District and school staff.

Key findings related to connectedness and supports include the following:

Extant Data

- **Student Hopelessness and Attempted Suicides.** Data from the YRBS (Table 2) show that almost 1 in 3 students reported that they felt sad or hopeless for more than two weeks in a row. This finding is similar to the other comparison urban areas including Baltimore, Chicago and Detroit. However, the percentage of students reporting they attempted suicide during the previous 12 months was lower than the comparison areas.

Table 2: High School Results of the Youth Risk Behavior Survey (2004 for Cleveland, 2005 for all other cities and 2007 for East Side and West Side High Schools)

City	School Response Rate	Student Response Rate	Percentage Who Felt Sad or Hopeless (a)	Percentage Who Attempted Suicide (b)
Baltimore, MD	100	82	29.0	11.0
Boston, MA	100	68	30.1	9.4
Chicago, IL	100	71	28.0	8.6
Cleveland, OH	**95**	**65**	**30.9**	**7.9 (c)**
East Side High School	*n/a*	*n/a*	*n/a*	*10.5*
West Side High School	*n/a*	*n/a*	*n/a*	*5.5*
Detroit, MI	100	79	29.7	8.6
Memphis, TN	97	75	27.1	11.1
Milwaukee, WI	100	72	32.6	10.9

(a) Almost every day for more than two weeks in a row, leading to change in usual activities.
(b) One or more times during the previous 12 months.
(c) Rate for males: 5.0%; rate for females: 9.9%.
Note: The two cities with the highest rates are highlighted; in several instances, more than two cities are highlighted because the confidence intervals of cities with lower rates overlap with the rate in the city with the highest prevalence.
Sources: Cleveland data come from Case Western Reserve University, The Center for Adolescent Health's report, *2004 Cuyahoga County Cleveland Municipal School District Youth Risk Behavior Survey*. Data for other cities come from the Center for Disease Control and Prevention's report *Youth Risk Behavior Surveillance – United States, 2005*. Data for East Side High School and West Side High School come from a dataset from the Center for Adolescent Health.

Conditions for Learning Survey

- **Student Support.** About 21% of middle school students reported that their school needs improvement in student support (Figure 6).[20] Across middle schools, this figure ranges from 3% (Louisa May Alcott School)[21] to 47% (Brooklawn School).[22] Table D1 (in Appendix D) provides these data for each middle school.

  Similar to the SEL findings previously discussed, student support is more problematic at the high school level, where 30% of students, on average, reported that their school

[20] See Appendix A for a copy of the survey.
[21] Other middle schools with 30% or more of students reporting that their schools need improvement on the student support scale are Emile B. Desauze Elementary School (30%), Forest Hill Parkway Elementary School (30%), Giddings Elementary School (30%), Woodland Hills Elementary School (32%), McKinley Elementary School (35%), Daniel E. Morgan Elementary School (37%), Whitney Young School (43%), Wade Park Elementary School (43%) and Brooklawn Elementary School (47%).
[22] Other middle schools with 15% or fewer students reporting that their schools need improvement on the student support scale are Alexander Graham Bell Elementary School (8%), Albert B. Hart School (8%), Sunbeam Elementary School (10%), Buckeye-Woodland Elementary School (10%), Franklin D. Roosevelt Elementary School (10%), Walton Elementary School (12%), Cleveland School of the Arts High School (13%), Willow Elementary School (13%), Memorial Year Round Elementary School (14%), Charles A. Mooney Elementary School (14%), Artemus Ward @ Halle (14%), Newton D. Baker School of Arts Elementary School (15%), Buhrer Elementary School (15%) and Audubon Elementary School (15%).

needs improvement in student support. Across high schools, the percentage of students reporting that their school needs improvement on this scale ranges from 5% (Martin Luther King High School)[23] to 43% (Whitney M. Young High School).[24] Table D2 in Appendix D provides these data for each high school.

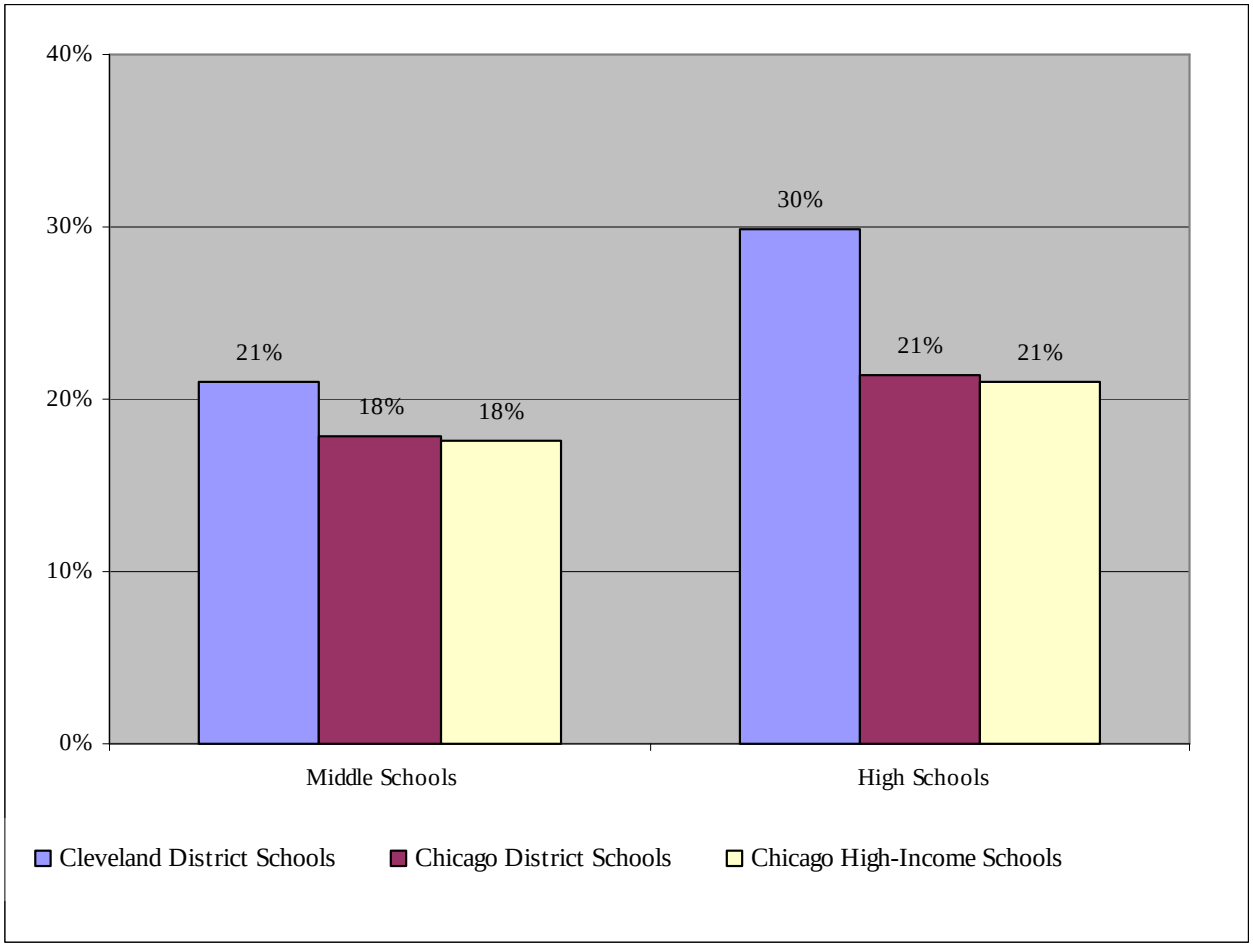
On average, across student racial-ethnic subgroups there is little variation in the percentage of students reporting that their school needs improvement in student support (Table D3).

At the middle school level, the District's results are very similar to those for Chicago and the Chicago high-income middle schools. In contrast, the Chicago district (and its high-income comparison high schools) performed better than the District on this scale.

[23] Other high schools in the quartile with the lowest percentage of students reporting that their schools need improvement on the student support scale are Option Complex High School (17%), Ginn Academy (18%), John Hay Campus High School (21%) and Jane Addams Business Careers High School (22%).

[24] Other high schools in the quartile with the highest percentage of students reporting that their schools need improvement on the student support scale are John Marshall High School (39%), Carl F. Shuler School (38%), John Adams High School (36%) and James Ford Rhodes High School (34%).

Figure 6: Percentage of Middle and High School Students with Survey Responses That Suggest Their School Needs Improvement on the Student Support Scale of the Conditions for Learning Survey



Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

- **Student Involvement in Extracurricular Activities.** The CFL results show that students completing the survey reported involvement in various extracurricular activities (Table 3). Variation in extracurricular involvement by student race/ethnicity tends to be small at the middle and high school levels (Tables D6 and D7, Appendix D). Perhaps a reflection of the rich community resources in Cleveland, more than half of middle school students and about half of high school students reported involvement in activities outside of school.

Table 3: Reported Student Involvement in Middle School and High School Extracurricular Activities (Conditions for Learning Survey)

Middle School						
	Yes		**No**		**Missing**	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Academic club or competition	2049	16.53	9695	78.22	650	5.24
Arts or music group	3859	31.14	7748	62.51	787	6.35
Club that provides community service	1543	12.45	10195	82.26	656	5.29
Organization or club based on nationality, culture or ethnicity	1685	13.60	10087	81.39	622	5.02
School sports or cheerleading	4561	36.80	7232	58.35	601	4.85
School yearbook, newspaper or literary magazine	2192	17.69	9526	76.86	676	5.45
Student council or student government	1915	15.45	9728	78.49	751	6.06
Other club not included in list	2401	19.37	9302	75.05	691	5.58
Youth activities outside of school	7085	57.16	4669	37.67	640	5.16
High School						
	Yes		**No**		**Missing**	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Academic club or competition	1510	15.35	7670	77.95	660	6.71
Arts or music group	2320	23.58	6742	68.52	778	7.91
Club that provides community service	1560	15.85	7616	77.40	664	6.75
Junior Reserve Officer Training Corps (JROTC)	1060	10.77	8058	81.89	722	7.34
Organization or club based on nationality, culture or ethnicity	1101	11.19	8095	82.27	644	6.54
School sports or cheerleading	3471	35.27	5762	58.56	607	6.17
School yearbook, newspaper or literary magazine	1267	12.88	7878	80.06	695	7.06
Student council or student government	1306	13.27	7872	80.00	662	6.73
Other club not included in the list	1389	14.12	7777	79.03	674	6.85
Youth activities outside of school	4818	48.96	4363	44.34	659	6.70

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Extant Data

- **Student-Teacher Racial Disconnect.** Because of information gathered during our case studies (discussed further in the next section), we conducted an analysis to see whether there are particular disparities between the racial make-up of the student body and the teaching staff in District schools. As Table 4 shows, there is a strong correlation between the race of teachers and students by school. This suggests, for example, that schools with higher percentages of students who identify as Hispanic also tend to have higher percentages of teachers identifying as Hispanic. However, although some schools have similar proportions of staff and teachers of the same race-ethnicity, this is often not the case (see Tables D1 and D2, Appendix D). For example, 82% of the students identify as Black and 8.0% identify as white at the John Hay Campus High School, compared with 23.8% of teachers who identify as Black and 71.4% who identify as white. Similarly, at Scranton High School 81.3% of students identify as Hispanic, whereas only 34.3% of teachers do.

Table 4: Correlations between Student and Teacher Race (2006-07)

		Teachers Who Identify as Black (2006-07)	Teachers Who Identify as Hispanic (2006-07)	Teachers Who Identify as White (2006-07)
Black (2006-07)	Pearson Correlation	0.656(**)	–0.329	–0.605(**)
	Sig. (2-tailed)	0.002	0.297	0.006
	N	19	12	19
Hispanic (2006-07)	Pearson Correlation	–0.403	0.588(*)	0.309
	Sig. (2-tailed)	0.097	0.044	0.212
	N	18	12	18
White (2006-07)	Pearson Correlation	–.707(**)	–0.134	0.716(**)
	Sig. (2-tailed)	0.005	0.713	0.004
	N	14	10	14
Other (2006-07)	Pearson Correlation	–0.503	0.317	0.519
	Sig. (2-tailed)	0.067	0.372	0.057
	N	14	10	14

** Significant at the .01 level; * Significant at the .05 level.
Source: Ohio Department of Education, 2008a

- **Teacher Attendance Rates.** With greater access to their teachers, students have more opportunities to develop relationships and a sense of connectedness in their schools. Teacher attendance rates in the District were lower than in other urban Ohio school districts during the 2006-07 school year. Overall, the District's teacher attendance rate during the 2006-07 school year was 90.3%, which was 4 to 5 percentage points lower than in the Akron (94.8%), Cincinnati (95.0%), Columbus (94.9%) and Toledo (94.3%) school districts (Ohio Department of Education, 2008a). Figures D1 and D2 display variation in District teacher attendance rates at the elementary and high school levels, respectively (the box plots show the quartiles and median of the distribution of these rates across schools). At the elementary school level, teacher attendance averaged 91.3%, but this ranged from a high of 93.9% to a low of 84.5%. At the high school level, average teacher attendance was lower (90.2%) and ranged from a high of 93.6% to a low of 86.7%.

Case Studies

- **Caring Adults in Students' Lives.** Although most focus group students indicated that they have a least one caring adult in the school to whom they can turn for support, most have five or six teachers about whom they do not feel the same way. In most cases, the caring adult is a teacher; in others it is another school staff person such as the principal. Our observations and student focus groups suggest that large numbers of students have minimal caring connections to school staff relative to their academic progress or social-emotional well-being.

- **Class Size and Student Connectedness.** The District has made an astute decision in reducing class size in the primary grades. Given fiscal contingencies, that decision has increased class size in the upper grades. Teachers participating in the interviews

and focus groups tended to raise concerns about the impact of class size. For example, one highly experienced and very committed grade 5 teacher described how the increase in class size from 20 to 27 students prevented her from having the level of contact with each student that would permit her to sufficiently personalize instruction.

- **Counseling.** A majority of counseling staff at the case study schools are not offering social, emotional and (or) behavioral supports to students. At one high school, the major responsibility of the counselors is to re-enroll students who had been automatically removed from the school because of lack of attendance. This leaves no time for actual counseling. At the other high school, counselors are overwhelmed with dealing with crisis management. They are neither looking at creating preventative measures nor working with students not considered at the highest risk.

- **Gay-Straight Alliances.** A teacher at one of the case study high schools shared that s(he) had previously attempted to establish a Gay-Straight Alliance (GSA) in the school, with some limited success. However, GSAs and other resources or supports for youth who are lesbian, gay, bisexual, transgender, or questioning (LGBTQ) were not evident in the case study schools. Community and District informants shared that many District schools have an unsupportive climate for students and school staff who are LGBTQ, with a lack of support and anti-gay harassment from other students and even some school staff. During the visits to case study schools, we observed students using homophobic terms toward other students.

- **School Bathroom Sanitation.** All four case study schools lacked proper sanitation in the bathrooms for male and female students. Almost none of the student bathrooms provide hand soap or sanitizer for students and several lacked paper towels and (or) toilet paper.

- **School Faculty and Administration Relationships.** There is some level of respect between faculty and administration at each of the case study schools. Administration and faculty at one case study elementary school and one case study high school described having a strong relationship; at the second elementary school, there is a general respect between faculty and administration. However, at the second high school, there is a disconnect between the leadership and the teachers' perceptions of their relationship: leadership felt it was strong, whereas teachers did not feel this way.

- **School Nurses.** School nursing staff appear to be disconnected from students' needs at the high schools. For example, in one case, the research team was aware of a student who was HIV positive at the school, but the nurse was unaware of such a student. Moreover, focus group students largely viewed nurses as inaccessible because of limited hours in the school buildings.

- **Student Connectedness.** Overall, the high schools and elementary schools tended to lack centeredness on the developmental needs of students. However, the principals at the two elementary schools appear to have very good knowledge of the students as

individuals and to interact with students in a way that fosters connectedness. For example, at one of these schools, the principal routinely goes into the cafeteria during the breakfast and lunch periods to interact with students on a more-personal basis.

At one case study high school, teachers indicated that the school used to be divided into smaller academies, which provided a greater connection to students, but the faculty had voted to remove the small academies. However, during our visit, administrators suggested that the model was working and some teachers indicated that if they were asked to vote again, they would vote differently. In addition, most administrators at the school felt that the school climate was better when it was organized into academies.

One of the case study high schools offers services to integrate newly enrolled students who are immigrants or bilingual into the school. However, one school staff member considered students from the Commonwealth of Puerto Rico, a U. S. territory, immigrants.

- **Student-Teacher Racial Disconnect**. Numerous teachers and staff interviewed during our site visits and focus groups spoke about the racial disconnect between students of color and White teachers, particularly in grades 6 through 12. For example, during the teacher validation focus groups, one participant talked about how differences in student-teacher race can make the distrust that adolescents already feel for adults a bigger issue.

Key Informants

- **Harassment of Students and Staff Who Are LGBT.** Key informants shared that students who are lesbian, gay, bisexual or transgender (LGBT) frequently experience an unwelcoming, hostile school climate. These students are often bullied and harassed (e.g., name calling, physical violence) by their peers, sometimes without any intervention by adults in schools. School staff, including security, sometimes engage in teasing or harassment. As a consequence of this alienating experience, some students drop out of school. School staff who are LGBT are also sometimes harassed by students. Key informants identified several schools (e.g., East High School, John Marshall High School, South High School) with principals who are very supportive of improving their school climate for students who are LGBT.

Validation Activities

- **Caring Adults in Students' Lives.** Among students in the validation focus group, only one student indicated that most teachers in the school "will go the extra mile." For the other students participating in this group, the percentage varied from 10% to 20% (two students) and 50% (two students).

- **Parent/Caregiver Perceptions of Teachers' Efforts to Connect with Students.** During the parent/caregiver validation focus group, we asked the participants to estimate the percentage of teachers in their children's schools who "will go the extra

mile" for students. This percentage tended to be high, ranging from 60% to 95%, with three parents/caregivers responding 85% or greater. One parent/caregiver shared a story about a teacher who attended the wake of a student's grandfather.

- **Student Connectedness.** During the student validation focus group, participants shared concerns about their connection with teachers. For example, one student shared that some teachers are "there just to get a paycheck," and another talked about having "to fight to get teachers to do their job and teach me." Other comments including the following: some teachers are concerned with all students, but others are concerned with only those doing well and others do not care at all; some teachers are not approachable and "are distant" from students; and some teachers "just yell at students and take their personal issues out on students." One student suggested that the District use a teacher effectiveness checklist.

- **Student SEL Needs.** During the validation focus groups, we asked teachers to estimate the percentage of their current students who need additional social emotional support such as evaluation or counseling. Several responses varied from 50% to 80%, one teacher responded 95% and another replied 95% to 98%. Only two teachers provided a percentage below 20%, including one from a school that some in the group referred to as "the country club" school. One teacher shared that students are not learning coping behaviors and how to handle different situations that require SEL competencies. Another teacher talked about the roles that students have in taking care of their families and student involvement in gangs. We also asked whether it would be important and productive if SEL began in elementary schools. The teachers agreed – one commented that this would help stop the fighting among students.

II. School, School District and Community Capacity to Systematically Respond to the Social and Emotional Needs of Children and Youth

Student and staff need support if the conditions for learning are to improve. We will describe five core findings related to school, school district and community capacity to systematically respond to the social and emotional needs of children and youth:

A. Attendance and Related Procedures

B. Human Ware Data Systems Use and Accountability

C. Systems That Effectively Address and Monitor the Social and Emotional Needs of Students

D. Professional Development

E. Quality of School and Community Services

A. Attendance and Related Procedures

School attendance is key to safety, learning and achievement. Students who are absent lose opportunities to learn and, if unsupervised, are likely to socialize with anti-social peers and participate in anti-social activities. Poor attendance is also a predictor of school dropout. The

District's Truancy Mediation Program is a strength that it can build on. Key findings related to attendance and related procedures include the following:

Conditions for Learning Survey

- Statistical analyses linking the District CFL data with neighborhood data from the Institute for the Study and Prevention of Violence suggest that neighborhood disadvantage predicts the 2006-07 School Performance Index (PI) score[25] for high schools and that only attendance predicts the PI for high schools.

Extant Data

- **Chronic Tardiness Rates.** At the elementary school level, there is a problem with chronic tardiness and chronic absenteeism, which have been linked to high school drop out. The percentage of elementary school students identified as chronically tardy (more than 15 days) averaged 24.3% during the 2006-07 school year (Figure C3 shows the quartiles and median of the distribution of these rates across schools). This rate was highest at the Wilbur Wright Elementary School, where two out of three students were chronically tardy (67.4%), followed by the Wade Park Elementary School (62.3%). This rate also exceeded 35.0% in another 12 schools.

  The percentage of high school students identified as chronically tardy averaged 41.4% during the 2006-07 school year (Figure C4 shows the quartiles and median of the distribution of these rates across schools). This rate was highest at the Option Complex High School (84.5%), followed by Genesis Academy (73.7%) and East Technical High School (70.7%). This rate also exceeded 50.0% in another eight high schools.

- **Chronic Absenteeism Rates.** Data from Case Western Reserve University's Center on Urban Poverty and Community Development show that chronic absenteeism[26] in kindergarten to grade 3 varies by neighborhood (Table 5). Overall, chronic absenteeism appears more prevalent in the lower grades and decreases in grades 2 and 3 (among those students with absenteeism data available). Seven neighborhoods stand out because they have average chronic absenteeism rates that, on average, fall in the highest quartile for at least three grades during the 2005-06 school year. These neighborhoods are Central, Downtown, Euclid-Green, Industrial Valley, North Broadway, Riverside and South Broadway. Chronic absenteeism tended to increase

[25] As previously described, the PI measures student performance on the Ohio Achievement Tests in grades 3 to 8 and the Ohio Graduation Test in grade 10 – a school building is assigned a PI score using a weighted process that accounts for the percentage of students at each level (Ohio Department of Education, 2007).

[26] The chronic absences data examine the number and percentage of students, by neighborhood and year, with absence days greater than or equal to 11.1% of enrollment days. The percentages are based on the number of students with absentee data, not the full number of students in the neighborhood at that grade level; a student's neighborhood is the neighborhood in which the student resided at the beginning of the year. Chronic absences are used to provide a general estimate of elementary school absenteeism within neighborhoods. **These data should be interpreted with caution** because the numbers do not take into account student mobility throughout the year, the difference in school days by school or the method for collecting absentee data from school to school.

across neighborhoods between the 1999-2000 and 2005-06 school years. In fact, only 10 neighborhoods showed any improvement in chronic absenteeism rates in at least one grade during this period.

Table 5: Neighborhoods in the Top 25th Percentile for Chronic Absences per Grade (SY 2005-06)

	Grade			
Neighborhood	Kindergarten (>40.4%)	1 (>37.7%)	2 (>32.0%)	3 (>30.2%)
Central	x	x	x	
Clark-Fulton	x			x
Detroit-Shoreway	x			
Downtown	x	x	x	x
Euclid-Green	x	x	x	
Fairfax				x
Goodrich-Kirtland Park			x	
Industrial Valley		x	x	x
Kinsman	x			
Mt. Pleasant				x
North Broadway	x	x		x
Ohio City	x			x
Outside Cleveland		x		x
Riverside	x	x		x
South Broadway	x	x	x	x
St. Clair-Superior		x	x	
Stockyards			x	
Tremont			x	
University			x	
West Boulevard			x	
Woodland Hills		x		

Note: Neighborhoods in bold have high chronic absences in three or four of the observed grades. The top 25th percentile for each grade represents 10 neighborhoods.
Source: Case Western Reserve University's Center on Urban Poverty and Community Development (C. Coulton, personal communication, April 7, 2008)

The percentage of elementary school students identified as chronically absent (more than 15 absences) averaged 40.6% in the District during the 2006-07 school year (Figure C5 shows the quartiles and median of the distribution of these rates across schools). This rate was highest at the Miles Park @ Moses Cleveland Elementary School (91.4%), followed by the Wade Park Elementary School (71.9%) and the Marion-Sterling Elementary School (66.1%). This rate also exceeded 50.0% in another 11 elementary schools.

The percentage of high school students identified as chronically absent (more than 15 absences) averaged 54.4% in the District during the 2006-07 school year (Figure C6 shows the quartiles and median of the distribution of these rates across schools). This rate was highest at the Option Complex High School (98.4%), followed by the Genesis Academy (96.1%) and East Technical High School (75.6%). This rate also exceeded 70.0% in another four high schools. John Hay Campus High School stands out because of its low chronic absenteeism rate during the 2006-07 school year (18.8%).

- **Attendance Rates.** The elementary school attendance rates, which averaged 93.0%, (with only two schools reporting attendance rates that did not exceed 90.0%) during the 2006-07 school year, are acceptable. At the high school level, student attendance rates averaged 90.5% during the 2006-07 school year and ranged from a high of 95.2% to a low of 82.6%. Table 6 displays high schools that have relatively low, average or high attendance rates. Figure C7 displays this variation across the District's high schools.

Table 6: High School Attendance Rates, by Range (2006-07)

Low (82.6 to 88.9)	Middle (89.1 to 91.9)	High (92.1 to 95.2)	Data Not Available
Option Complex HS	John Marshall High School	SuccessTech Academy School	Genesis Academy
Collinwood High School	John F. Kennedy High School	Martin Luther King Jr High School	Ginn Academy
Lincoln-West High School	East High School	Garrett Morgan School of Science	Health Careers Center High School
East Technical High School	James Ford Rhodes High School	Max S Hayes High School	
Glenville High School	Carl F Shuler High School	Whitney Young School	
John Adams High School	Jane Addams Business Careers Center High School	John Hay Campus High School	
South High School		Cleveland School of the Arts High School	

Source: Ohio Department of Education, 2008a

- **High School Graduation Rates.** As previously mentioned, poor school attendance is a predictor of school dropout. Figure C8 shows how on-time high school graduation rates vary greatly across the District's high schools. The District's average graduation rate was 55.0% during the 2005-06 school year, but this ranged from a low of 36.4% to a high of 98.7%. The box plot displays end of the distribution of graduation rates across high schools; the box represents the middle 50%. The District's on-time graduation rate was significantly lower than in other urban Ohio school districts, including Akron (77.4%), Cincinnati (77.2%), Columbus (72.9%), Dayton (79.5%) and Toledo (90.4%).

Case Studies

- **Attendance Procedures.** We observed poor student attendance at the high schools. For example, at one high school, a first-period class that we observed had 3 students in attendance at the beginning of the period when 17 were listed on the class roster. We also observed ineffective, inefficient methods for monitoring attendance. The District seems to lack "real time" monitoring of student attendance at student arrival times and during transitions between classrooms. At the high schools, attendance is not taken until third period, which might encourage students to be consistently late. Schools also lack technology to easily document student attendance: some school staff indicated that they do not have the technology to do an effective job of tracking attendance. This affects the timeliness of information shared with parents/caregivers.

For example, at one school, a parent/caregiver indicated that a long period of time passed before she was notified that her child was not attending school.

B. Human Ware Data Systems Use and Accountability

Good data are important for identifying patterns and needs, planning interventions, monitoring progress and evaluating results. Strengths in this area include the following:

- The District's decision to implement a new data system.
- District leadership's commitment to transparency of information.
- Cuyahoga Tapestry Systems of Care's decision to use the data system that Wraparound Milwaukee developed for quality assurance and improvement.
- Case Western Reserve University's Northeast Ohio Community and Neighborhood Data for Organizing (NEO CANDO).
- The fact that public systems in Cuyahoga County meet, coordinate and share information regularly.
- Memoranda of agreement on the sharing of data between the District and the Cleveland Division of Police.

Key findings related to human ware data systems use and accountability consist of the preceding strengths and the following:

Key Informants

- Multiple informants stated that there the Cleveland community needs a common data system and common metrics to help evaluate the impact and quality of Human Ware interventions.

C. Systems That Effectively Address and Monitor the Social and Emotional Needs of Students

When the mental health needs of students exceed the capacity of schools, the needs of these students can overwhelm a school. Such schools have been described as "truly disadvantaged schools" (Sebring, Allensworth, Bryk, Easton, & Luppescu, 2006). In these schools, the behavior of students with unaddressed mental health needs drives staff attention so that staff members experience the school as being out of control – the school focuses on fighting rather than preventing fires and on punishment rather than prevention. Although these schools need mental health services, they also need systems to (1) plan, monitor and evaluate services and (2) enhance the skills and knowledge of all school staff. Although some structures are in place, they are not sufficient to the task of helping schools and the District address the needs of students efficiently and effectively.

Key findings related to systems to effectively address and monitors students' social and emotional needs include the following:

Extant Data

- **Student-Staff Ratios.** Table 7 presents the ratio of students per guidance counselor and student support services staff in the District and in comparison districts. The ratio of students per guidance counselor is similar to that in the comparisons districts. However, this is still more than two times the professional standard (200 students per guidance counselor). The ratio of students per student support staff, which includes a range of staff who directly support but do not instruct students (see the Table 7 note for more information), is lower than in most of the comparison districts. However, these figures do not take into account variations in student need, staff quality and the services these staff provide to students.

  During the 2005-06 school year, the District employed 85 school psychologists (A. Noel, personal communication, 2008). The ratio of students per school psychologist during that year was 692, approximately 38% greater than the professional standard.

Table 7: Staff Levels by School District (2005-06)

School District	Total Students (UG, PK-12) (2005-06)	Elementary Guidance Counselors (2005-06)	Secondary Guidance Counselors (2005-06)	Student Support Services Staff (2005-06)	Total Guidance Counselors (2005-06)	Student Per Guidance Counselor (2005-06)	Student Per Student Support Services Staff (2005-06)
Akron	27,420	12	37	30	49	560	920
Cincinnati	36,872	8	9	96	17	2,119	384
Cleveland	**58,788**	**63**	**63**	**231**	**126**	**467**	**255**
Columbus	58,961	57	69	131	126	469	452
Dayton	17,054	3	8	78.8	11	1,550	216
Toledo	30,423	32	35	52	67	455	583
Chicago	420,982	501	487	987	1,285	328	426
Professional Standard	-	-	-	-	-	200	School social worker: 300 School psychologist: 500

Source: Institute of Education Sciences (2008)
Note: The numbers of student support services staff include "staff members whose activities are concerned with the direct support of students and who nurture, but do not instruct, students….[such as] attendance officers; staff providing health, psychology, speech pathology, audiology, or social services; and supervisors of the preceding staff and of health, transportation, and food service workers" (Institute of Education Sciences, 2008).

Case Studies

- **IBA Teams.** Principals are not regularly attending intervention-based assessment (IBA) Team meetings. In one high school, the administrators met at the end of the school day to discuss critical issues. In another case, the IBA Team did not meet. Moreover, the high schools are using IBA Teams for special education referrals only.

- **Mental Health Intervention Specialists.** Although the schools we visited have access to mental health intervention specialists, they were rarely evident during the school visits.

- **Pupil Services.** Pupil services (i.e., guidance counselors and school psychologists) are uncoordinated and inefficient. We observed schools using these services as reactive resources providing triage for mental health problems and crisis intervention. School psychologists are limited to these crisis interventions and testing (e.g., re-evaluations for students identified as needing special education services). Neither counselors nor school psychologists were identified as interventionists for behavioral discipline problems.

  Counselors are rarely engaged in counseling or addressing academic or behavioral issues of students. Counselors at the case study high schools tend to spend their time re-enrolling students who were administratively removed form the rosters. One case study high school lacks personal counseling space for three staff members.

- **Schoolwide Teams.** We did not find evidence of principal-directed, schoolwide teams that meet regularly to evaluate behavioral and instructional practices in the case study schools.

Validation Activities

- **IBA Teams.** Teachers in the validation focus group tended to share mixed perspectives about whether IBA Teams are functioning effectively in their school buildings. Several of the teachers felt that the teams are working. For example, one teacher shared that it works well because she meets with the core team monthly. However, this same teacher commented about inadequate availability of the psychologist, leading to an assessment list with some students who have been on it for two years. Another teacher shared that the IBA does not work well because of the school's position that it should test only 6% of the student population for special education eligibility, leaving many students untested who otherwise should be.

> *"Every building needs a social worker" because "there are issues that, as teachers, [they] aren't trained to deal with."*
>
> –A validation focus group teacher

- **Mental Health Intervention Specialists.** Teachers in the validation focus group commented that "every building needs a social worker" because "there are issues that, as teachers, [they] aren't trained to deal with." They also shared mixed perspectives on whether mental health intervention specialists are meeting the needs of students. One teacher commented that when present in the school, the mental health intervention specialists are helpful. Another shared that the mental health intervention specialist in her building has a positive relationship with parents/caregivers. Another explained that her school has two mental health intervention specialists who are working well and a third who is not. In contrast, one teacher noted the mental health

intervention specialist's lack of follow-through, and another was unsure whether the mental health intervention specialists are helping meet student needs. One parent/caregiver who either works or volunteers in her child's school shared during the validation focus group that outside agencies are unpredictable and that as of April 2008, she was unaware of any mental health intervention specialists having visited the school that year. Another parent/caregiver noted that her child's school had three mental health intervention specialists from one of the agencies at the beginning of the school year. However, the school currently has only one mental health intervention specialist, who can see only severe cases.

- **Pupil Services.** Teachers in the validation focus group commented that every high school needs a guidance counselor(s), but they are not consistently available to students.

D. Professional Development

Teachers and staff require training to enhance awareness and knowledge, change (in some cases) attitudes and build skills. Effective professional development must be aligned to school and District efforts and be engaging, focused and followed up by support and booster training. Strengths in this area include the following:

- The American Federation of Teachers curriculum on improving classroom management and addressing anti-social behavior.
- Professional development provisions in the Cleveland Teachers Union contract.
- District leadership's understanding of the need to target and improve the quality of professional development

Key findings related to staff professional development include the following:

Case Studies

- **Lack of Staff Training.** Our interviews, focus groups and observations suggest that most teachers and other staff and administrators have limited training in positive behavioral approaches, the management of anti-social behavior, child development, adult development, social and emotional learning, early warning signs, and working with culturally and linguistically diverse students and families.

- **Professional Development Efforts.** Professional development efforts appear to be uncoordinated. For example, there are indications that District staff have been introduced to schoolwide initiatives to address school discipline, such as Positive Behavioral Interventions and Supports (PBIS). However, there was little evidence that such initiatives are implemented with fidelity or evaluated as prescribed by the PBIS authors. Another program discussed in one school was a state-endorsed conflict resolution program. It appeared that this and other initiatives are not integrated into the school's evaluation. Some administrators were not aware of programs in their schools.

Key Informants

- **Professional Development Efforts.** A number of key informants described District training as weak, unfocused and (or) not fully supported by the District's leadership.

E. Quality of School and Community Services

Many resources can contribute to the social and emotional development of students. Some are connected to community-based organizations; others are connected to public agencies. These resources can be arrayed using a three-tiered model and can support promotion as well as prevention, early intervention and treatment. These have been well described in *The School-based Mental Health Tool Kit, 2008* developed by the School/Mental Health Subcommittee of the Prevention Initiative Committee of the Family and Children First Council.

Strengths in this area include the following:

- Growing community culture around implementing science and evidence-based practices and support for using them.
- Independent evaluations of Invest in Children, the Cuyahoga County Community Mental Health Board and the Cuyahoga Tapestry System of Care initiatives.
- The Northeast Action Network.
- The School-Based Mental Health Program, which leverages Medicaid resources to fund mental health intervention specialists in every school.
- Project Linc, a collaboration between the Cuyahoga County Department of Children and Family Services that places social services workers and their supervisors in District schools to do work related to abuse and neglect.
- Cuyahoga Tapestry System of Care.
- The child welfare system of care, which provides wrap-around services to children and youth in the child welfare system.
- The *School-based Mental Health Tool Kit, 2008*.
- The Center for Innovative Practices.
- The Center for School-Based Mental Health Programs at Miami University of Ohio.
- Outcomes realized for some children, youth and families with high levels of need.
- Some Cleveland agencies that are recognized for providing high-quality services.

Key findings related to the quality of school and community services include the following:

Extant Data

- ***Beech Brook Evaluation of School-Based Mental Health* Services.** Although fewer than 50% responded, a 2006-07 Beech Brook evaluation of District school-based mental health services delivered by seven providers (Applewood, Beech Brook,

Bellefaire, Berea Children's Home, Cleveland Christian Home, Fairview Hospital and Murtis H. Taylor) found that a majority of responding school staff were satisfied with these services (Noveske, 2007).[27] For example, almost all teachers who completed a survey agreed that providers were polite and friendly, 87% were satisfied with provider communication, and almost 96% of non-teaching staff either strongly agreed or agreed that providers developed a positive rapport with faculty and administrative staff. However, only 46.3% of responding teachers either strongly agreed or agreed that the academic status of students referred for services is improving; this percentage was 57.3% relative to improvements in behavior problems of referred students.

- ***Evaluation of the School Mental Health*** **Program.** The 2007 evaluation of the School Mental Health Program that points to many successes also recommends "programming enhancements, the use of evidence-based practices, and other performance improvement options to help maximize clinical and behavioral outcomes" (p. 48).

Case Studies

- **Mental Health Intervention Specialists.** Data from the case study school visits suggest that there is variation in service quality and that mental health intervention specialists are not always in schools when they are needed and, because of their schedule, do not always participate on schoolwide teams. One experienced pupil service informant described the mental health intervention specialists with whom s(he) worked in the following manner: "Over the past 9 years I have worked with at least seven different agency social workers from two agencies; and the workers' supervisors. Of the seven, three had their employment terminated by the agency. One for productivity, one for simply not working out – I don't think they understood the expectations of the job – and the third allegedly made threats to their fellow agency social workers working at the same school. This fostered a lot of turnover."

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–Expert informant

- **Monitoring of Services.** Many interview participants suggested that there is a lack of attention to monitoring the quality and impact of these school and community services.

[27] This evaluation included two surveys, one of teacher satisfaction and another of non-teaching staff satisfaction. The report's author notes that calculating the response rates is difficult because of the method of survey distribution but estimates that these rates are around 45% and 46%, respectively. For example, 59 principals responded to the non-teaching staff survey. The results of the surveys are not disaggregated by provider.

Key Informants

- Mental health agencies identified a number of strengths about the mental health services they provide to schools. For example, several track data to identify whether or not services are working for the students. Some collect data more rigorously including pre- and post-tests using the Ohio Scales and use customer satisfaction surveys, which document favorable results. At least one agency partners with Case Western Reserve University for data analysis and then uses the outcome reports to guide and inform future services.

  Agency mental health representatives felt that they have learned valuable lessons from their partnerships in schools. These insights include strategies for (1) building strong collaboration with school and mental health staff, such as receptiveness of staff to programs, follow-ups between teachers and administrators, integrating services within school culture; (2) creating partnerships across multiple entities; and (3) providing consistent, quality services.

- **Monitoring of Services.** Some key informants agreed that there is a lack of attention to monitoring the quality and impact of school and community services.

- **Pupil Services Personnel.** Expert informants suggested that there is variation of quality among school- and agency personnel, including mental health intervention specialists, as well as care coordinators and Community Collaboratives.

Validation Activities

- **Mental Health Intervention Specialists.** Teacher feedback from the validation focus groups supported the findings that there is variation in service quality and that mental health intervention specialists are not always in schools when they are needed.

III. COLLABORATION BETWEEN AND AMONG FAMILIES, SCHOOLS AND AGENCIES

Children and youth who are at risk experience and express their problems at home, in school and in the community. Preventing and addressing these problems require collaboration between and among families, schools and agencies. However, although there are some promising exceptions, there is lack of connection between families on the one hand and schools and agencies on the other. Similarly, there is a cultural and structural disconnect between schools and agencies that must be addressed. We will discuss two core findings related to insufficient collaboration between and among families, schools and agencies:

A. Service Coordination and School-Community Partnership

B. Connections Between and Among Families, Schools and Agencies

A. Service Coordination and School-Community Partnership

Effective school and agency collaboration is necessary to support promotion and prevention, early intervention and treatment. This is particularly important for children with, and at risk of, emotional disturbance. We found the following strengths:

- Cleveland has had many successful collaborations and its agencies have built on these models (e.g., the Annie E. Casey Child Welfare Initiative, the Robert Wood Johnson Mental Health Initiative, SYNERGY).
- The District has a *Comprehensive Health Plan* that more than 80 community agency representatives collaboratively developed.
- There have been collaborations between the District and agencies that include a memorandum of agreement bringing services into the schools, the assignment of mental health intervention specialists and probation officers to schools, student support staff participation on interagency workgroups and committees, and solid collaboration between community agencies and some schools.
- There has been some information sharing between and among schools and agencies.
- There have been some successful collaborations between some schools and some agencies, and there are cases where both providers and agencies are equally satisfied about the quality of this collaboration.
- The location of responsibility for human ware in the office of the chief academic officer avoids the marginalization of student support that occurs in many districts.
- As part of a Juvenile Court initiative, for the past two years a team consisting of individuals from the Board of Education, Juvenile Court, the mayor's office and special education met on a regular basis. This team included an attorney and advocate for our at risk youth. The initiative primarily focused on increasing the communication between all involved partner agencies and improving educational services for youth in the Cuyahoga County Jail. The initiative has worked with a District's charter school to provide on-site highly qualified instruction with certificated teachers in fall 2008.

Key findings related to service coordination and school-community partnership include the following:

Case Studies

- **City Year.** Although the District had identified one of the case study high schools to receive the benefits of eight supervised City Year Corp members, there was no evidence of City Year's presence, apparently because of a lack of interest on the principal's part. (City Year appears to be working successfully in four of the six schools to which it has been assigned.)
- **Satisfaction with Mental Health Intervention Services.** At the two case study elementary schools, we observed discontent with the external social work services. For example, school staff talked about a lack of follow-through on recommendations;

teachers discussed a lack of system monitoring such as quality control and timing of service delivery.

- **Service Coordination and Agency Collaboration.** At the high schools we visited, there tends to be little or no management and coordination of support services for students.

Key Informants

- **Agency Access to Schools.** Numerous key informants including agency representatives reported that agency access to schools is contingent on principal interest and leadership and that these elements are often lacking.

- **Agency Engagement of District and Schools.** The relationship between District administration and the schools has been limited by the inability of agencies to fully engage schools and the District and a lack of senior-level District participation on interagency workgroups that are planning and implementing communitywide efforts to benefit District students. (Appendix C includes information on mental health agencies and neighborhood collaboratives associated with District schools.)

- **Community Resources.** The District has taken insufficient advantage of some effective community resources (e.g., the Cuyahoga Tapestry System of Care, the Positive Education Program).

- **Information Sharing.** There has been insufficient sharing of information between and among agencies and the District, and although information is shared, it is not shared in a timely manner.

- **Medicaid Funding.** Medicaid provides major funding for mental health services. However, the directors and assistant directors of all lead community mental health agencies report that regressive Medicaid policies limit their ability to implement the child-, youth- and family-driven services that are necessary to reducing attrition and improving outcomes.

- **Understanding of Constraints and Needs.** There is a lack of understanding between schools and agencies regarding the constraints and needs of the other party.

B. Connections Between and Among Families, Schools and Agencies

Familiy engagement is key to realizing educational and mental health outcomes (Osher, Osher, & Blau, 2008; Osher & Osher, 2002).

Strengths in this area include the following:

- Cleveland's and Cuyahoga County's ability to sustain the elements of, as well as build on, successive large grants to build a system of care model that involves significant collaboration among agencies.

- A public commitment to collaboration and coordination.
- The memorandum of agreement between mental health agencies and the District.
- The Cuyahoga County Community Mental Health Board's commitment to sustaining funding for school mental health.
- The experience of implementing FAST (Families and Schools Together) in Cleveland and Cuyahoga County at the time of the Safe Schools, Healthy Students grant.

Key findings related to the connection between and among families, schools and agencies include the following:

Current Policy and Practice

- **Home Visits.** Cleveland has moved in a very positive direction by providing one-time home visits to all first-time parents/caregivers who meet particular criteria and home visitation to some of these parents/caregivers. Although the one-time visits have been quite successful, the home visits have not reached some parents/caregivers who need them and have been terminated prematurely in other cases.

Case Studies

- **Family Engagement.** Families are not actively engaged in any of the four case study schools. Moreover, some teachers, administrators and other school staff in one of the case study schools have pejorative views of families.

Key Informants

- **Agency Interventions.** Community members in a focus group expressed that they feel excluded from some traditional agency interventions.

STRATEGIES AND RECOMMENDATIONS

Every Cleveland school can be a safe, supportive and productive environment where everyone experiences and demonstrates care, respect, support, challenge and engagement. This requires high-quality conditions that foster learning and teaching. It also requires developing and supporting the capacity of students, faculty, administrators and staff to meet high behavioral and academic standards. Schools improve conditions and capacities for learning and teaching through positive behavioral approaches and SEL. In addition, they accomplish this through focused professional development and support to help all members of the school community collaborate, value and address diversity, and be maximally effective in their roles.

Cleveland schools can prevent violence, promote mental wellness and build conditions for learning and teaching through a three-tiered approach that both eliminates factors placing students at risk of poor outcomes and builds protective factors and assets that help children and youth thrive. The first tier builds a healthy schoolwide foundation that reduces the incidence of behavioral and academic problems and enhances the probability of student success. It involves promotional activities (e.g., SEL) as well as schoolwide prevention (e.g., positive behavioral supports.) The second tier involves intervening early for students who are at elevated levels of risk. This intervention should be timely and tied to the identification of known risk factors. The third tier involves providing intensive supports and services for students who are at the greatest level of need.

Schools cannot do this work alone. Many Cleveland students, families, and educators daily confront the impacts of poverty, environmental toxins, and trauma. Fortunately they live, attend school and work in a city rich in human and cultural capital and good will. The challenge, however, is to harness these resources in a sustained, measurable, strategic manner so that every student, every teacher and every school succeeds. Meeting this challenge requires:

- Building a climate for change and sustaining it over multiple years using data on a small number of metrics to refine interventions and enhance the District's approaches to improving student outcomes and well-being;

- Avoiding single solutions or unaligned multiple solutions for complex, but interrelated problems;

- Eliminating ineffective or counterproductive practices and behaviors;

- Employing a three-tiered approach to building conditions for and capacities to learn and teach;

- Aligning promotion and prevention, early intervention and treatment in a manner that will both address immediate needs as well as prevent the incidence and magnitude of problems;

- Supporting the ability of schools, agencies and staff to systematically implement proven practices and programs with quality;

- Integrating cultural and linguistic competence as a conceptual framework, operating principle and professional skill to guide the educational success of Cleveland's diverse students;

- Leveraging the District's and Cleveland's strengths and resources;

- Fostering collaboration and coordination between and among schools, agencies, families and community organizations;

- Systematically leveraging public and private resources such as Medicaid, the Cuyahoga County Community Mental Health Board, Cuyahoga Tapestry System of Care and the Youth Development Initiative; and

- Using data for planning, monitoring and evaluation.

The following 10 strategies and related sets of recommendations address the aforementioned elements in a sustainable manner that builds upon Cleveland's and the District's strengths to addresses the depth and complexity of needs. The recommendations call for changes in the behavior and interactions of all stakeholders – children and youth, families, teachers, school and district staff and administrators, agencies and their staff, and funders – and, when necessary, propose training and other supports for these changes. This is critical to the actionability of the recommendations, which are designed to address individual, school and agency performance and capacity. They are also intended to produce short-, middle- and long- term improvements that can help Cleveland become a safer and healthier city and the District become the premier educational institution that it aspires to be.

Each set of interventions involves a phase-in process. The interventions and their phasing-in are designed to constrict or eliminate the pipelines that create or feed problems (e.g., children arriving at Kindergarten with emotional and behavioral problems, unmet mental health needs, and the lack of positive behavioral approaches and SEL). Significantly, they are intended to reduce the level of need so that, over time, there will be less demand for more intensive services and more opportunities to focus resources on learning and healthy youth development.

Appendix E provides tables displaying, by strategy, the relationship between recommendations and findings (E1 and E2), an implementation timeline by year (E3) and the proposed individuals, organizations or entities responsible for implementation (E4, E5, E6). These tables are included to help illustrate the relationship between the findings and recommendations.

Strategy 1: Improve Capacity to Assess, Plan, Deploy and Monitor Human Ware Resources

The first set of recommendations address school and community capacity. These recommendations involve the capacity of the schools, District and agencies to provide the supports students need. These recommendations involve both the allocation of resources and planning regarding the use of these resources. They include:

- Build capacity to enhance the quality of human services and student support by targeting resources that go to schools, ensuring appropriate staffing ratios, freeing up guidance counselors and schools psychologists to counsel students, and recruiting and using graduate social work and school psychology interns; and
- Build structures to support change by establishing an HW Team and SS Team in each school and at the District level and moving guidance counselors under the chief academic officer.

Information on these recommendations follows.

Build capacity to enhance the quality of human services and student support

Focus resources that go to schools

The District should convene a workgroup that includes representatives from community agencies, District SS Teams and District students to determine the appropriate allocation of student support resources in schools. The planning and implementation of efforts to focus resources that go to schools should occur in year 1. The District and agencies should be responsible for implementing this effort in schools. To ensure excellence, they should develop a protocol for allocating resources on the basis of staffing ratios and data on student, school and protective factors. In addition, they should align this effort with the monitoring system. Resources should be allocated on a population need basis – not where adults want the resources. If the effort is successful, the District should observe enhanced outcomes and efficiency.

Ensure appropriate staffing ratios

Behavioral barriers to learning result in classroom and school disruptions. They increase staff frustration and block the necessary positive connection between students and teachers. Pupil services staff have been used to effectively support teachers and schools in implementing effective prevention/intervention models to improve student connections and staff competencies in reducing these barriers.

These supports to provide caring connections and improve behavior appear to be infrequently addressed in the District partially because of a lack of access to staff who are experts in supporting teachers in reducing problem behaviors. The numbers of pupil services staff, including counselors, school psychologists and mental health intervention specialists, within the District insufficiently meet the student needs resulting from poverty and its adverse community effects.

Specifically, we found that pupil services (identified in the schools primarily as counselors and school psychologists) were used as reactive resources providing triage for mental health problems and reactive crisis intervention (e.g., related to student violent deaths). School psychologists were also providing re-evaluations for students identified as special education students (to comply with court order). Counselors spent time re-enrolling absent students and scheduling. Neither counselors nor school psychologists were seen as responsible for helping staff improve school climate or positive classroom management or teacher support or direct student services. They were not identified in the school as interventionists for behavioral

discipline problems. They appeared to have little involvement in schoolwide screening and early intervention for students at risk of failure or dropping out because of academic and (or) behavioral problems. Mental health intervention specialists, minimal in number, are rarely connected to schools on a meaningful basis.

National minimal staffing standards are insufficient for the District. These national ratios may apply in suburban schools, where fewer than 20% of the students are at risk. However, the District is challenged with nearly 60% of its students in the at-risk category of not graduating. Research also tells us that few teachers (20%) feel equipped to "work effectively with such students" (U.S. Department of Education, 1999, as cited in Baker, Kamphaus, Horne, & Winsor, 2006, p. 31). To align prevention, early interventions, and intensive interventions to enhance student connectedness, address behavioral barriers, and improve academic results, we urge the District to adopt the following minimal staffing ratios:

1. Counselors: 1 to 200 students
2. School social workers and mental health intervention specialists: 1 to 300 students
3. School psychologists: 1 to 500 students

Although these ratios post challenges for any school system, they should be a goal to work towards. These pupil services ratios will still require additional community staff to help address the mental health needs of children, youth and families needing intensive interventions. Service provider ratios for intensive services should be established on the basis of best practices for wraparound and other required therapies. Memoranda and contracts for coordinated services should be connected to school system goals and objectives. They should complement school staff services and ensure that students needing intensive services receive them.

The District may begin this staffing increase by assigning at least one full-time school psychologist and social worker to each high school. Roles and priorities for these staff should include implementing schoolwide programs (including assisting in training, coaching and monitoring schoolwide initiatives for which they are expert), providing guidance and support for identifying and developing interventions for students found to be at risk (including managing screening and IBA Team functions), and providing counseling for school problems and supporting intensive interventions (including aligning services and in-school case management). System- and school-based pupil services staff evaluations should include measures of outputs and their quality for such functions as trainings, consultations, screenings and interventions. Evaluations by teachers, staff, families and students can assist in measuring effectiveness. Evaluations should also include outcomes such as increases in daily and class attendance; reductions of teacher discipline referrals and suspensions; and improved school climate reports and academic and behavioral measures for individual students served through screening, the IBA Team and prescribed targeted intervention services.

There is a need to prioritize the role and responsibilities of pupil services staff. School psychologists are generally considered the best-trained pupil services staff for classroom consultation on instructional techniques as well as classroom management and student behavioral skill development. Schools should assign those services to school psychologists as their priority responsibilities. Mental health intervention specialists who are trained in family

services, coordination of multi-agency services and case management, should have these as part of their priority responsibilities. Counselors are typically skilled in helping youth improve motivation, address academic requirements for promotion, resolve conflicts, and other peer relation behaviors. District administrators should assign these services as part of the priority responsibilities of counselors. In addition, counselors should have both the time and the physical surroundings to enable them to provide confidential counseling.

Planning to implement appropriate staffing ratios should include redefining the priorities for pupil services staff. The District should phase in proper needs-based staffing ratios over a three-year period, with pilots beginning with full-time school psychologists in selected high schools and multiple counselors in large K-8 schools. School social work pilots might be tried in the neediest schools in collaboration with other partnering agency mental health intervention specialists. System administration is responsible for supporting and securing resources, and individual pupil services staff are responsible for implementing the school and system priorities. The appropriate staffing ratios should begin in the neediest schools first. Improved pupil services ratios must demonstrate measurable outputs and outcomes that are determined by the administration and reported jointly through the local school principal and the pupil services division supervisors. Quality standards include records of services provided, staff ratings and outcome data for individuals and school. Pupil services staff would be periodically (twice annually) monitored by supervisors in conjunction with school principals during the initial year of assignment. The results of implementing appropriate ratios would be measures of improved school climate and of individual students served. Positive measurable outcomes should be evident after the first year for individual students served. Schoolwide effects should be anticipated by staff (rating scales/school climate measures) by the end of year 1 and measurable achievement/behavior measures within three years (in schools implementing the combination of interventions).

The planning and implementation of efforts to improve staffing ratios should occur in year 1. The District, HW Teams, and SS Teams should be responsible for implementing this effort districtwide in schools. To ensure excellence, the District should use workgroups to determine appropriate staffing ratios on the basis of school- and community-based risk factors and needs. The District should monitor staffing ratios through a review of district and neighborhood data. If the effort is successful, the direct result should be increased access to services and improved retention of students.

Free up guidance counselors and schools psychologists to counsel students

Access to counselors and school psychologists for individual and group counseling will require reprioritizing the services of these professionals. For example, counselors could be freed from the re-enrollment responsibilities for students who, under present regulations, are required to re-enroll. The re-evaluation for special education students could be streamlined to free school psychologists for needed goal-directed psychological counseling. The recommended improved needs-based ratios would also increase accessibility.

Expand recruitment and use of graduate social work and school psychology interns

The District currently recruits interns from graduate schools of social work and school psychology. Research conducted by AIR suggests that these interns, when properly supervised by social workers (or mental health intervention specialists, in the District's case) and school psychologists, can be used successfully and cost-effectively to enhance the capacity of schools whose students have extensive mental health needs (Kendziora, Osher, Van Buren, Sochet, & King, 2006). We suggest that the District expand its efforts to recruit and use interns from local masters degree programs in social work that are certified by the Council on Social Work Education (CSWE). Local Ohio universities (i.e., within 2.5 hours) with certified programs include Case Western University, Cleveland State University, Ohio State University and the University of Akron (CSWE, 2006). This will require that schools have mental health intervention specialists who are certified to supervise interns.

We also suggest that the District expand its recruitment and use of interns from graduate school psychology programs that are accredited by the American Psychology Association (APA) or the National Association of School Psychologists (NASP). The only local Ohio university with an APA-accredited school psychology program is Kent State University (APA, 2008). However, NASP has accredited six local Ohio graduate school psychology programs: Bowling Green State University, Cleveland State University, John Carroll University, Kent State University, Ohio State University and the University of Toledo (NASP, 2008). The APA standards require a postdoctoral internship supervised by a doctorate-holding psychologist, whereas the NASP standards require that a state-certified supervising school psychologist with at least three years of professional experience provide a minimum of two hours of supervision per week. These school psychology program internships meet Ohio Department of Education certification standards.

The planning and implementation of this expansion should occur in year 1. The District and SS Teams should be responsible for expanding this effort in the schools. To ensure excellence, interns should be allocated to schools with the greatest need. The District and the teams should ensure that the mental health intervention specialists and school psychologists are qualified to supervise interns. If the effort is successful, the District should see improved school capacity.

Use Medicaid Crisis Intervention resources to fund Mobil Crisis Teams

The District has a Crisis Intervention team as well as access to city and county Mobile Crisis Teams. During the fall of 2008, the District's SS Team should examine whether this capacity is sufficient to meet the needs of all schools for crisis intervention, stabilization and consultation. If not, the District should collaborate with appropriate Medicaid reimbursable agencies to expand this function's capacity.

Build structures to support change

Establish a Human Ware Team and Student Support Team in each school and at the District level

Effective schools usually form a small number of teams composed of professionals and support personnel who are responsible for making decisions that are schoolwide and involve interventions for students who are at great levels of need. Schoolwide teaming and collaboration

among administrators, teachers, pupil services, security and other staff and related stakeholders to maintain a common vision for achieving the highest educational outcomes for students have been shown to positively improve academic outcomes and school safety (Fullen, 1991). Allowing some schools to have different management teams (or none) and others to have many symptom-focused teams is both ineffective and inefficient.

Effective schools limit the number of teams to both increase coordination and ensure efficient use of time and resources. Successful school models suggest that a coordinated two-team approach (one schoolwide and the second focused on students) is the most efficient approach to maintaining a culture of teaming among staff (e.g., among all related staff at particular grade levels). To ensure both coordination and effectiveness, it is critical that a core leadership be part of both teams and that monitoring and evaluation be included in the school's evaluation. Principals must have ownership of this critical teaming responsibility and its evaluation.

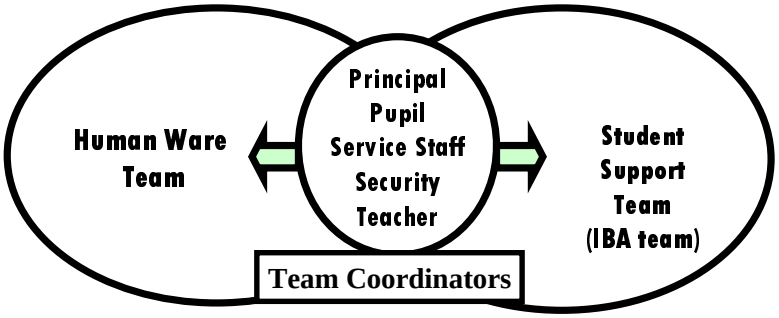
We recommend that the District have two teams in each school that will work with the principal to implement the recommendations of the Human Ware Audit. One team, which we call the **Human Ware (HW) Team**, will be responsible for schoolwide human ware activities, including overall school performance. The HW Team will constitute a reconfiguring of the Building Leadership Teams that are currently implemented in District schools and include principals and other key school staff. The second, the **Student Support (SS)Team** (the District's IBA Team)[28], will oversee interventions for individual students (whether selected or indicated) and address student academic and behavioral problems. Most effective SS teams have been shown to maximize efficiency when teachers and staff acknowledge and buy into a teaming culture at, and across, grade levels. Teacher grade-level teaming and quick access to peer and expert consultation reduce unnecessary referrals (Thomas & Grimes, 2008a, 2008b).

These teams will help improve school conditions related to the various findings in this report. These teams are a form of universal promotion that, if effectively carried out, can help enhance student connection and SEL. They can also have an essential role in improving school safety, discipline and positive behavioral supports to students.[29] This role requires that team members have the appropriate expertise, credibility with relevant stakeholders, access to resources and authority to act. For the teams to work in harmony, we recommend that the principal, a teacher, a social worker, mental health intervention specialist, or school psychologist, and a representative of the security staff serve on *both* teams.

Although the primary functions of these two teams are different, both are necessary to create safe, educationally sound learning environments (Figure 7). The teams have different responsibilities, but coordination is critically necessary. A dynamic, collaborative relationship, in which knowledge and information are continuously shared, will help ensure that the schoolwide, early and intensive interventions are aligned to meet the goals of a safe and effective school.

[28] The District's IBA Team construct is listed under special education. It is unclear whether the team is administratively part of regular education and designed to quickly and effectively develop plans to address the needs of students who are at risk for academic or behavioral failure.
[29] Parts of this section are excerpted from Dwyer and Osher (2007).

Figure 7: Linking Student Support and School Improvement



The HW Team should have expertise and credibility in seven areas: administrative concerns; community resources; family concerns; prevention, early intervention and intensive intervention; school reform; staff concerns; and student concerns. The HW Teams should include parent/caregiver and student members. Currently, the District has implemented Student Safety Teams and Student Leadership Teams in elementary schools and high schools, respectively. Student representatives from these teams should participate on the HW Teams. In addition, a parent/caregiver from the Student Parent Organizations (SPO) should be part of the HW Team.

The HW Team should have a number of functions: (1) to identify and assess the school's needs and strengths, (2) to determine the school goals and objectives, (3) to align its efforts with other school reform and community initiatives, (4) to select and implement evidence-based approaches to realize these goals and objectives, (5) to coordinate and monitor the implementation of these interventions, and (6) to evaluate the effect of the interventions. The HW Team should meet frequently during the initial stages of selecting proven interventions and securing the needed resources (training, coaching, monitoring, and evaluation) for implementation. Once the intervention is implemented, the team should meet periodically (at least once every nine weeks). The HW Team should have task-defined subgroups that support the implementation process.

Each SS Team must be chaired by an administrator and must have trained specialists who attend regularly to support teachers. The District should ensure that the SS Teams work in a very timely manner and that principals "own" this responsibility and follow established standards. With good documentation, effective SS Teams will enable compliance with student assessment for special education eligibility, thus reducing the reliance on traditional testing. Given the high number of District students known to be at risk, the SS Teams should meet regularly (at least weekly). Large high schools may need more than one team (or should focus most resources on grade 9).

Teaming will require significant staff buy-in and training; principal support and other school administrator support are critical. Each school must be given sufficient resources to enable functions such as identifying and funding a skilled teacher specialist's time; having access to a skilled (team process, consultation, intervention expertise, monitoring and evaluation) school psychologist; allotting substitutes to ensure teacher's active participation; and having the technology for evaluation.

Administrators (school- and District-level) and team coordinators should collaborate to monitor and evaluate functions of both the HW and SS Teams. We recommend that both teams use data to inform decision making. These data should include the CFL survey data, attendance and discipline data, and data on academic outcomes. These data should be disaggregated to see how subgroups of students are doing.

The planning and implementation of HW Teams and SS Teams should occur in year 1. Principals should be responsible for implementing this effort in the schools. To ensure excellence, training and support based on the Safe, Supportive, and Successful Schools and logic model process for planning should be present. Regional superintendents should monitor progress. If the effort is successful, schools should realize improved prosocial behavior and reduced antisocial behavior in school and disciplinary infractions during year 1.

The District HW and SS Teams should parallel the school-based teams. The District HW Team should include all members of the chief executive officer's cabinet who are responsible for implementing the HW recommendations. The Student Support District Team should include all District staff who are responsible for student support interventions along with agency representatives. During the first year, these teams should meet at least quarterly to monitor progress and plan related efforts. During the following years they should meet before the beginning of each semester as well as when the relevant data (specified under the Strategy 10 data recommendations) are available.

Move guidance counselors under the chief academic officer

The District should move oversight of guidance counselors to the chief academic officer. School pupil services staff include counselors, mental health intervention specialists (who perform the functions of school social workers) and school psychologists. These professionals are presently used in an unorganized structure. A partial remedy is to have all three professions managed by the CAO's office, which will improve the management of these student services and better ensure that these limited resources are maximally efficient and effective. School counselors and psychologists should have a key role in supporting the implementation of schoolwide programs. They should also provide guidance and support with not only identifying and developing interventions for students found to be at risk but also providing and supporting intensive interventions.

The planning and implementation of efforts to move guidance counselors under the CAO should occur in year 1. The CEO should be responsible for implementing this effort in the District. To ensure excellence, the program should use CBAM.

Strategy 2: Improve School Procedures, Protocols, Policies and Practices

The second set of recommendations addresses the elimination and modification of rules and that appear to be counter-productive. Since rules, even if unproductive, often attempt to respond to a need that faculty and staff have identified (e.g., handling students who need greater support), alternative and more affective ways of addressing these needs must be developed collaboratively with teachers and staff. Related recommendations include:

- Improve suspension protocols and procedures,
- Eliminate right of removal,
- Eliminate the transferring of students with problem behaviors to other schools that are not prepared to receive and support the students,
- Improve alternative programming,
- Remove limits on where security officers can go in schools, and
- Examine 40-minute classes.

Information on these recommendations follows.

Improve suspension protocols and procedures

Although a popular disciplinary procedure, research indicates that suspension is generally ineffective in changing student behavior or making schools safer. Students who are suspended generally do not have access to academic learning while suspended, and repeaters have a remarkably high dropout rate (Skiba, 2000). Preventing and reducing the number of suspensions requires implementing several universal interventions, such as positive behavioral supports (Sprague & Golly, 2005), which we discussed earlier under this finding, and training classroom teachers to more effectively address classroom behaviors (e.g., relational discipline), which we discussed under Finding 3: Insufficient Connectedness (Bender, 2003).

Suspension (in-school or out-of-school) could be limited to infractions of safety and order. Most student behavior problems (noncompliance, dress code, tardy, repeated minor offenses) are best addressed through interventions such as active consequences, a functional assessment, parent/caregiver consultation, behavior contracts, counseling and other targeted interventions. School staff should refer students with repeated violations (i.e., four or more, whether serious or otherwise) who have been resistant to interventions to the SS Team (which the District calls the IBA Team). Administrative management of discipline referrals and eventual suspension is critical to determining the effectiveness of detention, suspension and their alternatives. Data recording and team analysis are required on a regular basis.

The *2007-08 CMSD Code of Conduct* addresses suspension procedures on pages 19 to 22. The District should revise this code to reflect alternatives to suspension and clear consequences for safety violations. Planning and implementation of efforts to improve the suspension procedures should occur in year 1. The District and each principal should be responsible for implementing this effort in the schools and the District as a whole. To ensure excellence, the program must use pilot procedures and have trained principals. Assistant superintendents should be responsible for monitoring the progress of the program. If the effort is successful, students should receive treatment immediately, and the District should begin to observe these results by the end of the first year of implementation. Further, the current suspension protocol does not mandate that a student be assessed for problems that may contribute to behavior leading to student suspension. In the case of the SuccessTech Academy incident that occurred in fall 2007, a student's suspension resulted in horrific results. This may have been prevented if a protocol had called for some assessment of the causes of the behaviors that led to the suspension.

Eliminate right of removal

Under the current contract between the District Board of Education and the CTU, teachers at their discretion can remove a student from their classroom for up to five days (or if self-contained, out of that classroom for up to two days) if the student is consistently or flagrantly disruptive or disrespectful. Teachers cannot remove more than three students at a time without their principal's permission. Protocol mandates that these students either be sent to the principal's office with a completed right of removal form or be escorted by an adult school employee who then provides the information to either the principal or the principal's designee. In the latter case, teachers are required to file related paperwork by the end of the school day.

Paperwork is not always filed, and students tend to be placed in the hall, where they contribute to the hall problems. Removal contributes to hallway disorder and to the disconnect between teachers and students. These removals can be appealed to the District, and when they are overturned, they contribute to a faculty view that the central office does not understand their needs. In addition, the choice of right of removal does not include any of the corrective actions that may be needed, including counseling, psychological services or testing to identify and to attempt to correct the conditions that may cause the student to misbehave. A mechanism for corrective action, such as functional behavioral assessment (FBA), is necessary. The code of conduct has only one vague reference to "counseling" in relation to discipline. Some District student codes include procedures for staff, students and families to seek counseling and pupil services interventions. Research shows that counseling and other psychological interventions (including teacher consultation and FBA) reduce repeated classroom behavior problems, which would address the factors leading to student removal.

The use of the right of removal reflects the feeling on the part of some teachers that they lack other tools to address troubling behavior. Although a limited number of faculty appear to use the right of removal, it affects many students. We recommend that the District and the CTU create a workgroup to revise the *2007-08 CMSD Student Code of Conduct* and the teachers' contract to eliminate both the right of removal and the structural and individual factors that lead some teachers to use this provision. We also recommend that the District collaborate with the CTU to develop alternative mechanisms for enhancing classroom order, including offering training and support for teachers in positive behavioral supports and addressing antisocial behavior.

No research evidence for supporting the right of removal has been found. In contrast, research shows that students frequently removed from instruction for behavioral problems are more likely to drop out of school (Skiba, 2000). Further, there are no indications that the District has evaluated this procedure.

If this policy continues, the District should assess its effect on school safety, school academic success and dropout rates. The District should evaluate teachers who frequently remove students. Moreover, a school employee should always accompany students who are removed from class to prevent safety risks outside the classroom. Schools should identify students who are removed from several classes as "at risk" and should design, implement and evaluate interventions (other than suspension) for these students.

The planning and implementation of efforts to address the right of removal should occur in year 1. The District and the CTU should be responsible for implementing this effort, which should occur within a contract-mandated team. To ensure excellence, the program must address the factors that lead teachers to use the right of removal. External facilitation from AIR in collaboration with the AFT will contribute to success. If the effort is successful, reduced hall problems, suspensions and antisocial behavior should result, and the District should begin to observe these results by the end of year 2.

Eliminate the transferring of students with problem behaviors to other schools that are not prepared to receive and support the students

The transferring of students who are particularly troubling in one school to other schools that are not prepared to address their needs can contribute to disorder at the receiving schools along with behavioral and social problems for the students who are transferred and must now deal with new peers, teachers and expectations (Osher, Morrison, & Bailey, 2003). We suggest that the District stop this practice and replace it with the following:

1. The use of positive behavioral approaches and relational discipline in schools, which can reduce problem behavior. These approaches can include functional behavioral assessments conducted in a manner that is consistent with the *Addressing Student Problem Behavior* series.[30]
2. School-agency collaboration to implement the use of school-based wraparound approaches for students with high levels of behavioral needs.
3. Alternative schools.

The planning and implementation of efforts to reduce transferring of students with problem behaviors should occur in year 1. The District should be responsible for implementing this effort in schools. To ensure excellence, the program must implement effective individualized programming that uses the logic of school-based wraparound and case management. If it is necessary to remove a student and no environment is available to address the needs of the student, the District should send the student to the Positive Education Program day treatment centers. The workgroup should monitor the process followed to examine potential alternative programming. If the effort is successful, reduced problem behavior should result, and the District should begin to observe these results by the end of year 1.

Improve alternative programming

We suggest that Cleveland (1) assess the need for alternative schools, factoring in the reduction of need because of the implementation of the Human Ware recommendations, and (2) design and implement alternative schools in a manner that is consistent with the report that AIR prepared for the U.S. Department of Education on Effective Alternative Schools. We also suggest that in

[30] This series includes *Addressing Student Problem Behavior: An IEP Team's Introduction to Functional Behavioral Assessment and Behavior Intervention Plans* (Quinn, Gable, Rutherford, Nelson, & Howell, 1998); *Addressing Student Problem Behavior Part II: Conducting a Functional Behavioral Assessment* (Gable, Quinn, Rutherford, Nelson, & Hoffman, 1998), and *Addressing Student Problem Behavior Part III: Creating Positive Behavioral Intervention Plans and Supports* (Gable, Quinn, Rutherford, Nelson, & Hoffman, 2000).

designing these schools, the District review the design for THRIVE Academy and consult with the Positive Education Program (PEP). PEP's day treatment centers were one of three programs selected for an AIR study funded by the U.S. Department of Education that examined the characteristics of effective alternative education programs (Quinn & Poirier, 2006). PEP has developed a promising school-based model that both Akron and Philadelphia school districts are implementing.

Planning efforts to improve alternative programming should occur in year 1, and implementation should occur by year 2. The District should be responsible for implementing this effort, which should occur in both juvenile courts and the District. To ensure excellence, the program must use a facilitated workgroup plan to review and recommend effective models, such as PEP's school-based model. If the effort is successful, the District should see improved student learning and behavior, reduced dropout, effective reintegration of students into mainstream schools, and reduced removal of students from one school to another by the end of year 2.

Remove limits on where security officers can go in schools

At times, security officers must be able to provide security in "hot spots," which are areas in schools with higher levels of problem behavior. Currently, security officers are not permitted to enter school cafeterias, which in at least some schools is a hot spot. This contractual language should be modified to ensure that security personnel can go to all problem areas within schools.

The planning and implementation of contractual limits on where security officers can go should occur in year 1. The District should be responsible for implementing this effort in schools. To ensure excellence, the District should address contractual language and provide appropriate supervision to security officers. If the effort is successful, the direct result should be improved safety, and the indirect result should be improved attendance and discipline.

Examine 40-minute classes

The halls are a major point of disorder in some District high schools. In addition, some students are frequently tardy for class, which interferes with teaching and compromises learning. Frequent student transitions in the secondary schools may also lead to unsafe situations because they enhance supervisory problems and create frequent unstructured occasions for problematic interactions. We recommend that the District and CTU develop one or more alternatives to 40-minute classes and a plan for schools to transition to the new model efficiently. This plan should address the support that some teachers may need to teach longer classes.

The planning and implementation of efforts to use 40-minute classes should occur in year 1, and they should be fully implemented in years 1 and 2. The District should be responsible for implementing this effort in schools. To ensure excellence, workgroups between the District and CTU should be used to address alternative possibilities, how to phase them in and how to provide the training and support so that teachers can teach successfully. If the effort is successful, reduced hall problems and tardiness should be the direct results; the indirect results should include enhanced academic engagement, learning and performance. The District should realize these results by year 2.

Strategy 3: Improve School Climate

The third set of recommendations addresses school climate, which includes student perceptions of connectedness and support and their attendance. Research on connectedness and support strongly suggests that enhanced connectedness and supports are linked to improved academic outcomes, as well as to improved mental health outcomes and reductions in antisocial behavior. Attendance, which is a powerful predictor of dropping out from school, is also negatively related to anti-social behavior. Related recommendations include:

- Implement wearable identification tags for students and staff;
- Improve the metal detector process,
- Employ class meetings, grades K-4;
- Employ advisories, grades 5 to 12;
- Improve services and supports for youth who are lesbian, gay, bisexual, transgender, or questioning (LGBTQ);
- Address the unprofessional behavior of some security officers;
- Improve school bathroom cleanliness;
- Implement effective attendance management and follow-up procedures; and
- Consider Implementing Check and Connect and Achievement for Latinos through Academic Success (ALAS).

Information on these recommendations follows.

Implement wearable identification tags for students and staff

To increase the connection between students and staff, all staff and students should have visible photo identifications that are readable and are part of the dress code. Wearable name tags can facilitate personalization in schools and help identify who should and should not be in the school and who is committing an infraction. The name tags, which all school staff and students should wear, should be large enough so that staff and other students can call students by their first name and students and staff can call staff by their last name (and not "you"). Student name tags should have large-print first names; staff name tags should have large-print last names.

The tags, which can also serve as identification (ID) badges, should be electronically coded so that they can facilitate secure access to the school. Procedures should be developed to address what happens when a student or a staff member forgets his or her ID. The planning and implementation of wearable ID tags should occur in year 1. The effort should be implemented by the end of year 1. The District should be responsible for implementing this effort, which will occur at the school level. To ensure excellence, a planning meeting among security, CTU representatives and AIR should occur. In addition, the District should conduct focus groups with elementary and high school students to develop a youth-guided plan. A plan must also be developed to address the issue of missing ID cards. If the effort is successful, the result should be improved connection and increased safety and security.

Improve the metal detector process

The District should examine its metal detector processes and eliminate practices that contribute to disorder outside the school, student tardiness and delays in students' access to academics and nutrition (i.e., breakfasts). The District should create a workgroup that includes principals, students, school security and representatives of the Cleveland Teachers Union.

The planning and implementation of efforts to improve the process around metal detectors should occur in year 1. The chief of safety and security should be responsible for implementing this effort districtwide. To ensure excellence, the District should use focus groups with students to identify problems related to the metal detectors, in addition to identifying what is working well. The process should incorporate wearable name badges (described in Strategy 3) and enhance the supervision of all metal detector staff. If the effort is successful, the District should see reduced tardiness and related hall problems within the first year and a half.

Employ class meetings, grades K-4

Class meetings are a tool for building classroom community in elementary grades. They can provide a place for all students and adults in the classroom to build a common identity as well as to raise, discuss and reflect upon issues that relate to building an inclusive and respectful classroom community. Teachers must facilitate an environment in which there is an open and respectful sharing of ideas. Classroom meetings are discussed in books such as *Building Classroom Communities: Strategies for Developing a Culture of Caring* and *Teaching Students to Care* and in web-based resources from the Association for Supervision and Curriculum Development (ASCD) and Educators for Social Responsibility, respectively.[31] Classroom meetings are an important part of effective SEL programs such as Caring School Community (CSC), Open Circle and Responsive Classroom, where they have been found to also have an impact on student behavior and discipline.

Class meetings can serve five key functions: (1) provide a useful ritual for beginning the day in organizing elementary school class rooms, (2) provide a location for developing students' social and emotional skills, (3) provide a location for discussing and reinforcing the development and (or) implementation of classroom rules that can be a key part of a PBS system, (4) help every student feel part of the school community, and (5) help teachers adjust to emotional matters with which many of their students are dealing. Classroom meetings are a key part of two effective interventions, CSC and the Responsive Classroom, which have been effective in urban communities. We recommend that the District employ classroom meetings by either adopting one of the aforementioned two models or developing an approach that is consistent with these models.

Planning for class meetings should begin in year 1, and implementation should occur by the middle of year 1. The District, principals and teachers should all be responsible for implementation, which will occur in elementary schools (grades K to 4). To ensure excellence, the District must use staff training and coaching. We recommend that the District pilot class

[31] The ASCD citation is found at http://www.ascd.org/portal/site/ascd/; the Educators for Social Responsibility citation is found at http://www.ethicsed.org/consulting/meetingideas.htm.

meetings and then modify its approach on the basis of the results. The District should use evidence-based programs or some components of these programs, such as Open Circle, CSC. The District should monitor the effort through coaching and the CFL survey. If the effort is successful, the direct result should be improved connection and the indirect results should be improved mental wellness, SEL, behavior and academic engagement. The District should realize these results within the first year and a half.

Employ advisories, grades 5 to 12

Advisories can provide a way for individual faculty members to connect with students, both individually and collectively. Advisories can address two research-demonstrated needs: connection with at least one adult, which has been demonstrated to be important to social and academic success, and academic personalization. Advisories distribute academic counseling functions, which our research suggests are currently non-existent for most District students, throughout the school. If implemented well, advisories can ensure that every student has at least one adult who knows him or her and that high school students have ongoing discussions with that adult about their interests, needs and goals. In addition, advisors monitor the progress of advisees and meet with them individually and collectively for multiple years. Effective advisories benefit from staff training in student-driven approaches to engaging students, clear expectations for student participation in the advisory process, sufficient time for teachers to meet with students, supervision to ensure that the process is working, and opportunities and mechanisms for faculty to share information to help advisors plan their activities.

With proper training and oversight, advisory roles provided by teachers and others are shown to increase student connectedness and success. In one study alone, 90% of highly effective middle schools had an operational teacher advisory program (compared with 50% of all middle schools). Moreover, advisory programs have been reported to reduce behavioral referrals (Tamminen, Smaby, Gum, & Peterson, 1976; Walsh, 2002). Advisories also increase the chances for identifying early warning signs and academic problems. Grade 9 is the most likely grade for students to repeat and from which students drop out. Trained and supervised advisors may help reduce these problems.

Research also cautions that advisory programs can be poorly implemented and waste time. That same research recommends that districts require teacher buy-in, proper teacher training, ongoing monitoring, counselor and other pupil services support, and evaluation of the advisory initiative. Measures of the initiative's effectiveness include improved attendance and classroom behavior, a reduction in discipline referrals, and greater teacher and student satisfaction.

To facilitate student connection to school, we recommend that the District implement a teacher advisory program. Teacher advisor programs (TAP) in the middle school years (grades 6 to 8) and grade 9 are particularly recommended. This schoolwide prevention initiative might be piloted in schools implementing other companion recommendations in this report. Teacher advisory initiatives require administrative leadership and measured monitoring, teacher planning and classroom time for group and individual support for students with a focus on personal development.

Planning advisories should begin in year 1, and implementation should occur by the middle of year 1. The District, principals, and teachers should all be responsible for implementing this effort, which should occur in grades 5 to 12. To ensure excellence, the District must use training and coaching and use evidence-based programs, or some components of those programs, such as Open Circle and CSC. The District should monitor the initiative through coaching and the CFL survey. If the effort is successful, the direct result should be improved connection and the indirect results should be improved mental wellness, SEL, behavior and academic engagement. The District should realize these anticipated results within the first year and a half.

Improve services and supports for youth who are lesbian, gay, bisexual, transgender, or questioning (LGBTQ)

Youth who are LGBTQ have unique needs and may experience harassment, physical and emotional violence, alienation and fear. They are more likely to abuse substances and are more likely to experience depression than their non-LGBTQ peers (Poirier et al., 2008). In addition to including LGBTQ issues as part of staff training on cultural and linguistic competence, middle and high school students should have access to Gay-Straight Alliances (GSAs). GSAs can provide safe environments for youth and school staff who are LGBTQ – and those who are not but want to be supportive – to come together and interact. Research shows that school-based groups addressing LGBT issues for students are associated with a more positive, safer school climate for these youth (GLSEN, 2007). The District should collaborate with the Lesbian Gay Bisexual Transgender (LGBT) Community Center of Greater Cleveland[32] to facilitate effective implementation of student- and school-led GSAs and identify existing resources to help students and school staff establish GSAs, or Diversity Alliances, that formally recognize youth and staff who are LGBT.[33] The District should consider conducting an assessment of school climate for youth and District staff who are LGBT using a tool such as the Gay, Lesbian and Straight Education Network's (GLSEN) assessment survey (GLSEN, 2001). The District should consider more intensive efforts to improve the climate in schools identified as hostile to LGBT students and staff.

Second, the District should have a representative on the Lesbian Gay Bisexual Transgender (LGBT) Community Center of Greater Cleveland's Board of Directors.[34] The LGBT Community Center provides various services to District students and Cleveland youth and can provide a valuable service to the District by sharing information about student needs and appropriate resources and community supports. This District staff person would function as a formal liaison to the LGBT Community Center with responsibility for participating in its board meetings, exchanging information between the board and District, obtaining resources, and coordinating efforts to respond to the identified needs of youth and staff who are LGBT. This liaison should also be responsible for discussing LGBT-related concerns and policies (e.g., same-sex couples at high school dances) as well as sharing progress updates with the District's leadership team.

[32] The Lesbian Gay Bisexual Transgender Community Center of Greater Cleveland is a community-based organization that provides daily outreach, counseling, case management and programming for youth ages five to 24.
[33] For example, resources would include the "GLSEN jump-start guide for gay-straight alliances" available online at http://www.glsen.org/ cgi-bin/iowa/student/library/record/2226.html
[34] One District employee currently serves on the LGBT Community Center's board in an informal capacity, not as a formal representative of the District.

Third, all school buildings should have at least printed resources for youth who LGBTQ and their allies. The District should collaborate with the LGBT Community Center to identify the appropriate set of resources that all schools should have available to students. Resources should include those produced by Advocates for Youth (www.advocatesforyouth.org); OutProud, The National Coalition for Gay, Lesbian, Bisexual and Transgender Youth (www.outproud.org); The Safe Schools Coalition (http://www.safeschoolscoalition.org/) and other LGBT-supporting organizations.[35] These resources should be easily accessible to students in the offices of guidance counselors and school psychologists as well as other appropriate school locations. In addition, all school buildings should have printed resources to support staff efforts to improve the school climate for youth who are LGBT (e.g., the OutProud School Resources Library). The District should collaborate with the LGBT Community Center to identify these resources as well.[36]

The District could also consider establishing a Greater Cleveland GLSEN chapter, similar to the one active in the Cincinnati Public Schools that works to ensure all schools are safe for students who are LGBT and implements programs for these youth. The District could collaborate with the AIDS Task Force, LGBT Community Center and Cincinnati chapter to establish the local chapter.

Address the unprofessional behavior of some security officers

The District should establish standards and conduct training to address the unprofessional behavior of some security officers. The planning and implementation of efforts to address the unprofessional behavior of some security officers should occur in year 1. The chief of security and safety should be responsible for implementing this effort districtwide. To ensure excellence, the program must develop and implement standards of appropriate behavior; train the chief of security in each school; and train, coach and professionalize all security staff. The principal and the chief of safety and security should be responsible for monitoring the progress of the program. If the effort is successful, reduced problem behavior should result and the District should begin to observe these results by the end of year 1.

Improve school bathroom cleanliness

To improve sanitation and cleanliness in schools, all school bathrooms should have soap or hand sanitizer available, as well as paper towels or electric hand dryers. Principals (and assistant principals) should be responsible for addressing this recommendation and monitoring progress.

Implement effective attendance management and follow-up procedures

Poor attendance is a powerful indicator for academic problems, dropout and antisocial behavior. For example, research in Philadelphia determined that students whose grade six attendance dropped below 80% had a 70% likelihood of not graduating from high school. Poor attendance should be treated as an early warning sign of school problems. The District should develop an

[35] For example, "I think I might be gay, now what do I do?" and "I think I might be bisexual, now what do I do?" pamphlets by Advocates for Youth.

[36] For example, "Providing services and supports for youth who are lesbian, gay, bisexual, transgender, questioning, intersex or two-spirit" (Poirier et al., 2008).

attendance process that is real time and leads intervention activities. We recommend that the District create a high-level workgroup to develop an attendance process that includes at least the following components:

- Define the number of days absent that would trigger an intervention;
- Reframe the responsibilities of attendance officers so that they serve an interventionist rather than a clerical function;
- Define intervention procedures (i.e., when parents/caregivers are contacted and when a student is referred to the SS Team);
- Create selective and targeted interventions to address excessively high absence rates in grades kindergarten to 3, 6 and 9; and
- Establish schoolwide responsibility for attendance procedures that include all staff and assign the responsibility for operationalizing this to the school's HW Team (discussed under Strategy 1).

In addition, the workgroup should examine and consider adopting two efficacious programs, Check and Connect and ALAS and, for students who are at great risk of dropping out, combining them with wraparound approaches as California's San Juan School District successfully did.

The planning and implementation of efforts to improve attendance procedures should occur in year 1. The District, attendance office, principals, HW Team, child welfare agencies, Tapestry and probation officers should all be responsible for implementing this effort in schools and the community. If the effort is successful, the direct and proximal result should be increased attendance. The indirect results should be increased academic performance and decreased antisocial behavior in the community. The distal result should be increased high school graduation and reduced school dropout.

Consider Implementing Check and Connect and Achievement for Latinos through Academic Success (ALAS)

Connection plays a key role in preventing school dropout. There are empirically validated indicators and predictors that students are at risk of dropping out: poor attendance, academic failure, disciplinary problems, excessive school mobility, the failure to accumulate the right credits in a timely manner, and unaddressed mental health. Two effective programs, which have been demonstrated to reduce dropout, address these factors, with a focus on connection: Achievement for Latinos through Academic Success (ALAS) and Check and Connect.

ALAS, for example, is a middle school intervention designed to counter the hostility and disconnect that many Latino students experience and that may contribute to school dropout (Vigil, 1999; Conchas, 2001). ALAS targets four spheres that influence student outcomes: students, parents/caregivers, teachers and the school. As part of the intervention, schools assign counselors to participating students. These counselors monitor student academic achievement, attendance and behavior. ALAS employs mentors who develop a relationship with students and foster a sense of hope in students, advocate for them with teachers and the school and help them develop self-advocacy techniques. In addition, students receive training in problem-solving

skills, and parents/caregivers receive training in how to participate in school activities and parent/caregiver-child problem solving. According to the What Works Clearinghouse review of ALAS, one study examined outcomes among participating Latino students entering grade 7. This study found statistically significant results relative to the percentage of these students who stayed in school and were on track to graduate at the end of grades 9 and 11 (Institute of Education Sciences, 2006a).

Check and Connect is based on the premise that students' positive engagement in school will serve to counter such high-risk behaviors as school dropout. Guided by a monitor or student advocate, students in the Check and Connect program receive assistance with social, emotional and behavioral problems that pose a threat to their engagement in school and subsequent academic achievement. The monitor-led interventions provided to the students range from basic interventions (e.g., training in problem-solving skills) to more intensive interventions (wraparound supports). We suggest that the District review these models and either implement them or develop a District approach that is consistent with these models.

The planning for Check and Connect and ALAS should occur in year 1. Implementation should occur by years 2 and 3. The CAO should be responsible for implementing this effort in elementary schools (grades 6 to 8) and high schools. To ensure excellence, the District should visit other programs, then train and support staff. We recommend that the District pilot a program first and that the District consult with Drs. Sandra Christienson and Katherine Larson, or other experts on these programs. If the effort is successful, the direct and distal results should be improved attendance, performance and access to necessary services. The direct and proximal result is reduced dropout, and the indirect results are improved connection, SEL, behavior and graduation. The District should realize these results in two to three years.

Strategy 4: Provide Positive Behavioral Supports and Social Emotional Learning

Train school administrators, teachers and security staff to use proactive approaches for addressing behavior, to eliminate reactive and punitive approaches for discipline, and to help students learn to manage their own emotions, behaviors and relationships.

The fourth set of recommendations aim at improving discipline, behavior and academic productivity (Zins, Weissberg, Wang, & Walberg, 2004) though a combination of positive behavioral approaches and SEL. Although they are frequently separated, they can be combined (Osher et al., 2007) in a manner that will help students generalize pro-social behaviors learned in school to home and community settings. This set of recommendations improves the conditions for learning by developing the capacities of students and adults to meet high academic standards. These recommendations include:

- Work with the AFT to provide training in the use proactive approaches for addressing behavior;
- Employ Positive Behavioral Interventions and Support in a manner that has been intentionally refined to explicitly address SEL, or some District version of positive behavioral supports that also includes SEL – or a combination of the Good Behavior

Game and Promoting Alternative Thinking Strategies or Best Behavior, Project ACHIEVE, or Caring School Community;

- Plan to make hall activities a common responsibility;
- Revise the student code of conduct;
- Enhance student respect and SEL;
- Consider service-learning;
- Consider implementing Positive Adolescent Choices Training;
- Consider implementing evidence-based anger management programs such as Skill Streaming; and
- Adapt SEL and related cultural competency standards.

Information on each of these recommendations follows.

Work with the AFT to provide training in the use of proactive approaches for addressing behavior

The American Federation of Teachers (AFT) has a discipline/antisocial behavior management curriculum and related training that could teach adults the many of the skills necessary to improve school safety and climate. We recommend that the District coordinate with the AFT to provide this training to teachers, and possibly to other school staff as well, and evaluate its outcomes.

Employ Positive Behavioral Interventions and Support in a manner that has been intentionally refined to explicitly address SEL, or some District version of positive behavioral supports that also includes SEL – or a combination of the Good Behavior Game and Promoting Alternative Thinking Strategies or Best Behavior, Project ACHIEVE, or Caring School Community

As previously described, PBIS is a comprehensive schoolwide prevention and intervention program that provides behavioral support to students and consultation support to teachers. It includes schoolwide behavior support systems, specific setting support systems, classroom behavior support systems, and individual behavior support systems. PBIS includes a building-based team that oversees all development implementation, modification and evaluation of prevention efforts. PBIS is not a social skills program and is likely to be more effective when supported by an SEL curriculum. Planning and implementation of efforts to improve the use of positive behavior supports should occur in year 1. If PBIS is adopted, its data system should be expanded to include the CFL metrics (challenge, safe and respectful climate, SEL, student support).

Alternatively, the District could consider implementing the Good Behavior Game (GBG) in combination with Promoting Alternative Thinking Strategies (PATHS). Planning the combined use of GBG and PATHS should occur in year 1; implementation should occur by year 2. The District should be responsible for implementing this effort in elementary schools. To ensure excellence, the program must use appropriate training of staff, principal leadership, workgroup

reviews on GBG and PATHS, and visits to Baltimore to see the combination of the two programs. The District should also consult with Dr. Sheppard Kellam, national expert on GBG; Mark Greenberg, national expert on PATHS; and Nick Lalongo, who is implementing these interventions in Baltimore schools. If the effort is successful, the District should see improved SEL; reduced disciplinary problems; and reduced long-term substance use, violence and other antisocial behaviors in two to three years. The following paragraphs describe GBG and PATHS, as well as three other alternative programs that the District could consider for implementation as an alternative to PBIS or a combination of GBG and PATHS: Best Behavior, Project ACHIEVE, or Caring School Community (CSC).

Good Behavior Game

Good Behavior Game (GBG) is an evidence-based behavior management strategy designed to reduce classroom disruption as well as student aggression and social withdrawal. As a universal intervention for students in elementary school, GBG rewards positive student behavior and is implemented in classrooms or other school settings (e.g., lunchrooms).

Promoting Alternative Thinking Strategies

Promoting Alternative Thinking Strategies is an evidence-based elementary school curriculum focused on violence prevention. The curriculum targets students in kindergarten through grade 6 and has been demonstrated to improve students' social and emotional competence and problem-solving skills. Classroom teachers deliver the curriculum, which has been successfully integrated into a variety of communities (rural to urban school settings) and across diverse populations (special needs students and students with varied ethnic backgrounds). Research shows that students who participate in the curriculum have reduced levels of hyperactivity, peer aggression and noncompliance with teacher and staff directions. The Center for Substance Abuse Prevention and the Blueprints Project for the Center for the Study and Prevention of Violence, University of Colorado, identify PATHS as a model program.[37]

Best Behavior

Best Behavior is an evidence-based staff development program that was designed to help school personnel create a foundation of prevention practices. The program is based on six concepts: engaging administrative leadership, clarifying and teaching behavior expectations, providing positive reinforcements for prosocial behaviors, providing performance based feedback to school personnel, employing effective classroom management and providing individual student supports. The Best Behavior curriculum involves establishing a building level PBS team, which includes continuous administrator participation and leadership. The school team works together to define behavioral expectations, which are used to develop a set of lesson plans. The curriculum includes instruction on how to design and implement a schoolwide and individual student reinforcement and recognition system. It also includes training on collection forms that are based on the Schoolwide Information System. Individual counseling practices within the Best Behavior curriculum move from functional assessment to logically consistent, contextually appropriate individual positive behavior support plans (Sprague & Golly, 2005).

[37] This section is cited from Dwyer and Osher (2005).

Project ACHIEVE

Project ACHIEVE is an evidence-based school improvement process that utilizes strategic prevention and early intervention. It is primarily intended for elementary and middle schools, however it has been used in preschools, high schools, alternative middle and high schools, and juvenile justice systems. The program is implemented over 2 to 4 years and is designed to increase student performance in social skills and conflict resolution, improve student achievement, facilitate positive school climates and safe school practices, and increase effective schooling practices. The process involves: strategic planning; organizational and resource development; comprehensive in-service training and technical assistance for students, teachers, school-based mental health professionals and parents; and capacity-building and follow-up. The program includes a PBS component which focuses on teaching interpersonal skills, problem-solving, conflict resolution. It implements an accountability system, which provides meaningful behavioral expectations with incentives and consequences. It also encourages staff consistency across students and settings. Project ACHIEVE also includes an evaluation component that takes into consideration student outcomes, teacher outcomes, school outcomes, and direct and direct outcomes. Typically, outcomes from effective implementation of Project ACHIEVE include decreased disciplinary occurrences, decreased out-of-school suspension, significantly decreased grade retention, increased positive school climate and improved end-of-year achievement test scores (Dwyer & Osher).

Caring School Community

Caring School Community is a research-based program that focuses on strengthening student connectedness to school. CSC can help elementary schools become more caring communities. This is supported by promotion of positive development rather than prevention of disorders among populations that are at risk. CSC combines four approaches: 1) class meetings to share goals within the classroom and build caring relationships, 2) cross-age buddy programs, 3) schoolwide community building and service activities, and 4) home-based activities including parental involvement to provide a connection between home and school (U.S. Department of Education, 2008).

Evaluations of CSC program have found that participating students appear to be more connected to school compared to other students. In addition, research shows that students in CSC have significantly higher test scores and grades in core subjects, are more involved in positive youth activities and engage in fewer instances of misconduct and delinquent behaviors (U.S. Department of Education).

Plan to make hall activities a common responsibility

Hall activities affect the climate of both schools and classrooms. The HW Team (described in Strategy 1), in consultation with the security staff and Cleveland Teachers Union, should develop strategies so that all members of the school community feel empowered to influence, and be responsible for, student and adult behavior in school hallways.

Revise the student code of conduct

We recommend that the District collaborate closely with the Cleveland Teachers Union (CTU) to revise the code of conduct. Teacher involvement can strengthen these revisions and should have an important role in creating an effective code of conduct. The code of conduct should focus on students' rights and responsibilities with a title that reflects this purpose. Students, teachers, parents/caregivers, the District and the CTU should re-organize the code to focus on prevention, remediation and resolution of discipline problems. The document should be rewritten so that it is more positive, student and family friendly, readable, and focused on student rights and responsibilities as well as how school staff can remedy discipline problems. Moreover, staff responsibilities related to discipline should be clearly defined, and the document should explain the right of teachers to remove students from their classrooms. The document should also clearly explain District policy on the removal of students from school enrollment for five or more unexcused absences over a particular time period.

The District should establish or designate a systemwide stakeholder committee to rewrite the student responsibility document and to periodically evaluate its effectiveness. A clear and understandable *Students' Rights and Responsibilities* code is critical to school safety and education. It is a document that should use best practices for such codes developed for urban school districts. The AFT has some guidelines for developing research-based codes of conduct and strongly suggests that the document be developed by a committee of stakeholders that includes teachers, other staff, administrators, family representatives, students and other stakeholders. The document should provide a positive behavioral focus, provide remedies and suggestions for effective interventions and conform to all laws and to state and local educational policies.

Enhance student respect and social emotional learning

Social emotional learning provides students with personal assets that can help them avoid problematic situations even when positive behavioral supports are not in place. A variety of effective SEL programs are available, including CSC, the Good Behavior Game and Promoting Alternative Thinking Strategies.

SEL is a process through which children and adults learn to understand and manage their emotions and relationships. This process includes developing (or enhancing) the ability to demonstrate caring and concern for others, establish positive relationships, make responsible decisions, value and address diversity, and handle challenging situations effectively. SEL creates a foundation for academic achievement, maintenance of good physical and mental health, parenting/caregiving, citizenship and productive employment. SEL helps create a positive school environment. If there are positive CFL and the capacity for SEL is built, the result is greater capacity and engagement on the part of the children. There is less problematic behavior and better academic results.

The development of SEL competencies is important for child and adolescent development, and these competencies form the basis of a student's ability to respond to "academic frustrations, inappropriate adult behavior, and antisocial peer behavior" (Osher et al., 2007). SEL contributes to successful academic outcomes, safe environments and the ability of children and youth to

make successful transitions. Research syntheses suggest the importance of SEL to academic achievement. For example, a recent meta-analysis of 207 SEL interventions in schools that applied the What Works Clearinghouse Improvement Index[38] showed that the index for those students who received the intervention was 11 percentile points higher than for the comparison-group students (Durlak, Weissberg, Dymnicki, Taylor, & Schellinger, 2008). SEL is equally important in reducing problem behavior that interferes with learning, both directly and indirectly. For example, a meta-analysis of 165 studies of school-based prevention found that self-control or social competency programming that consistently employed cognitive-behavioral and behavioral instructional methods was effective in reducing school dropout, nonattendance, conduct problems and substance use (Wilson, Gottfredson, & Najaka, 2001).

The planning to enhance student responsibility and SEL should occur in year 1, and the implementation should occur by year 2. The District and the HW Team should be responsible for implementing this effort in schools. To ensure excellence, the program must use effective planning and either use evidence-based programs or develop a home-grown program that is consistent with what is already known to be effective. The District should use the CFL survey and SEL program-related monitoring processes to monitor the progress of the program. If the effort is successful, the District should see reduced antisocial behavior, improved academic behavior and performance, reduced dropout and reduced violence by the middle of year 2.

Consider service-learning

Service-learning combines community service activities with academic learning objectives to benefit both student service providers and community recipients. Service-learning is a teaching method that enriches learning by engaging students in meaningful service to their schools and communities. Young people apply academic skills to solving real-world issues, linking established learning objectives with genuine needs.[39]

Service-learning projects provide opportunities to engage students, teachers and community members in outreach, skill development and "real world" learning through service projects with community organizations. Participation in service-learning gives students an opportunity to apply their knowledge and skills in an authentic community setting and to achieve a sense of accomplishment through a commitment to designated project responsibilities. This strategy is particularly valuable for increasing student engagement and achievement in schools that are urban, high poverty, and majority non-white (Scales, Roehlkepartain, Neal, Kielsmeier, & Benson, 2006). It addresses school challenge by enhancing the relevance of the curriculum to students' lives and builds SEL by offering real-world work and service experiences in which

[38] The What Works Clearinghouse Improvement Index "represents the difference between the percentile rank corresponding to the intervention group mean and the percentile rank corresponding to the control group mean (i.e., 50th percentile) in the control group distribution. Alternatively, the improvement index can be interpreted as the expected change in percentile rank for an average control group student if the student had received the intervention. As an example, if an intervention produced a positive impact on students' reading achievement with an effect size of 0.25, the effect size could be translated to an improvement index of 10 percentile points. We could then conclude that the intervention would have led to a 10% increase in percentile rank for an average student in the control group, and that 60% (10% + 50% = 60%) of the students in the intervention group scored above the control group mean" (Institute of Education Sciences, 2006b, ¶1-2).

[39] See the Youth Leadership Council for more information on specific service-learning projects (www.nylc.org).

students can practice SEL skills, receive feedback and coaching, and generalize when appropriate.

Although service-learning can enhance student engagement and learning, if combined with block scheduling, it can also afford teachers an opportunity to collaborate and plan. Planning efforts to use service learning in the District should occur in year 1. The District should pilot service-learning in some schools by the middle of year 1 and, after related review and problem solving, implement it fully by year 2. The District and the principals are responsible for implementing this effort in the school and community. To ensure excellence, the program must use an appropriate design that is consistent with good service-learning practices. The District should align the effort with the curriculum and use effective community supports, such as City Year. If the effort is successful, the District should enhance engagement and SEL by the end of year 2.

Consider implementing Positive Adolescent Choices Training

As a violence prevention training curriculum, Positive Adolescent Choices Training (PACT) provides an intensive, small-group setting with middle and high school students who are African American and at risk for becoming victims or perpetrators of violence. PACT uses cognitive-behavioral group training to provide specific knowledge and social and anger management skills that students can use in situations of interpersonal conflict. The curriculum involves teaching in three primary areas: anger management, pro-social skills and violence-risk education. The program incorporates videotaped vignettes with role models who are African American. These vignettes also include student-directed role-playing skits to teach skills and provide multiple opportunities to practice alternative anger management skills. An evaluation of PACT found a significant reduction in the physical aggression displayed at school by participating students, as well as fewer violence-related juvenile court charges than a comparable group of students who did not participate in the curriculum.[40]

The planning the implementation of PACT should occur in year 1; implementation should occur by year 2. The District should be responsible for implementing this effort in high schools. To ensure excellence, the program must use appropriate training of staff, principal leadership, workgroup reviews on PACT outcomes, and consultation with Dr. W. Rodney Hammond, a national expert on PACT and Director of the Division of Violence Prevention within the National Center for Injury Prevention and Control at the Centers for Disease Control. If the effort is successful, the District should see improved SEL; reduced disciplinary problems; and reduced long-term substance use, violence and other antisocial behaviors in two to three years.

Consider implementing evidence-based anger management programs such as Skill Streaming

As in the case of skills training, the majority of students will exhibit appropriate behavior change when they are taught pro-social skills. For students who experience mental illness/serious emotional disturbance, treatment interventions along with more intensive supports are required. In general, a skills training curriculum should (1) enhance students' cognitive and behavioral competence, (2) help students cope with anxiety, (3) help students develop greater self-

[40] This section is cited from Dwyer and Osher (2005).

confidence, and (4) increase students' knowledge of their behavior and negative consequences (National Health Promotion Associates, n.d., ¶3). A broad spectrum of staff trained on the specific curriculum implemented can easily monitor and evaluate student progress. Most include pre- and post-evaluations and direct observation.

The planning and implementation of efforts to use evidence-based anger management programs such as Skill Streaming should occur in year 1. The SS Team and the Cuyahoga County Community Mental Health Board should be responsible for implementing this effort, which should occur in the schools and community. To ensure excellence, representatives from these teams and the board should meet to develop criteria for selecting and using evidence-based anger management programs. The criteria should address staff selection and training and supervision. Supervision and review of outcomes should be monitored to establish progress. If the effort is successful, reduced antisocial behavior and violence should occur within the first year.

Adapt social emotional learning and related cultural competency standards

SEL can play a key role in enhancing the mental wellness of Cleveland's children and youth and can help make Cleveland and its schools safer. The experience of the Anchorage School District suggests that SEL Standards, particularly when combined with cultural competency standards, can provide a framework for institutionalizing social and emotional learning. These standards have also been used successfully in Illinois and Singapore and are currently being developed in New York State. We suggest that the District adopt these standards for the 2011 academic year and that the board consult with the Collaborative for Academic, Social, and Emotional Learning (CASEL) in the development of these standards. The adapted standards should explicitly address cultural competency as it relates to the needs of youth who are LGBTQ.

Planning efforts to adapt SEL and cultural competency standards should begin in year 1 and should be in full implementation by year 4. The District should be responsible for implementing this effort, which should occur districtwide. To ensure excellence, AIR should meet with the Board of Education to discuss human ware activities. In addition, the District should consult with CASEL and other jurisdictions, such as Illinois, Chicago and Anchorage. If the effort is successful, the District should have improved SEL, academic performance, graduation rates and postsecondary outcomes. There should also be reduced violence, antisocial behavior and dropout.

Strategy 5: Develop Warning and Response Systems

The fifth set of recommendations involve building school, District and community capacity to identify, respond to and provide early interventions and to respond to early and imminent warning signs through protocols and the timely and effective application of efficacious practices. Related recommendations include:

- Develop a warning signs system;
- Conduct periodic screening for early warning signs;
- Improve IBA early interventions; and

- Improve the use of evidence-based intensive interventions such as Brief Strategic Family Therapy, cognitive behavioral therapy, Multisystemic Therapy and Wraparound planning.

Information on each of these recommendations follows.

Develop a warning signs system

We recommend that the District establish a *Warning Sign System* in Cleveland that is consistent with the model presented in *Early Warning, Timely Response: A Guide to Safe Schools* (Dwyer, Osher, & Warger, 1998) and *Safeguarding Our Children: An Action Guide* (Dwyer & Osher, 2005, 2007). This system should include procedures for (1) addressing early warning signs at the school and agency levels, (2) addressing imminent warning signs at the school and agency levels, including a timely threat assessment process that is consistent with the recommendations of the U.S. Civil Service, (3) training all school and agency staff on warning signs and what to do (and not do) when they are observed, and (4) improving training and the induction of new staff.

The planning and implementation of efforts to develop warning systems should occur in year 1. The District and the community should be responsible for implementing this effort. To ensure excellence, the program must have protocols for dealing with imminent warning signs, which should include threat procedures. It must also use training and social marketing to minimize misuse. The direct result of successful implementation should be improved referrals. This system should indirectly result in reduced problems, including decreased violence and improved treatment of mental disorder.

Conduct periodic screening for early warning signs

Periodic screening for the risk of serious academic and behavioral problems is paramount to improving school safety and reducing academic failure, lowering school dropout rates, and increasing high school graduation rates. It is an efficient way to identify early those students who are not responding to the effective schoolwide instructional, academic and social-emotional program. Proper screening, connected to improved classroom instruction, has been shown to reduce inappropriate referrals to special education (Thomas & Grimes, 2008a, 2008b). Further, periodic screening can also help a school and a system evaluate the schoolwide and systemwide foundation for all students. Screening will help (1) evaluate curriculum, instruction and school improvement programs; (2) identify students early to proactively address their problems prior to school failure or referral for special education services; and (3) identify the prevalence and severity of student problems and guide the redistribution of resources to address and remedy those problems.

The periodic screening team should include a school administrator, grade-level teachers, a guidance counselor, a school psychologist, a mental health intervention specialist, a school nurse and a security representative. Generally, new measures are not required for initial screening when refined formative and summative information are available. At a minimum, schools can periodically (every nine weeks or each semester) examine academic learning, daily (and class) attendance, classroom behavior and discipline referrals. Mental health and physical barriers to learning may require additional data. Teachers, other staff and families can identify signs of

emotional stress (such as attention problems, frequent sadness or anxiety). Physical problems and other possible conditions may be noted by the school nurse as well as by teachers and other staff.

The planning of efforts to improve screening for risk factors should begin in year 1, and full implementation should occur within three years. It is critical to have screening procedures in place by September 2008 at selected grades where standardized assessments are available (e.g., grades 1, 3, 6 and 9). The administration's chief executive officer (CEO) should be responsible for establishing a standard set of screening data and documentation systems. Principals and selected staff should be responsible for reviewing the existing data, which they should then communicate to central administration. Each school should carry out screening.

The first step is fundamental data gathering, which should be used to evaluate the effectiveness of many other recommendations, including the implementation of grade-level teams, IBA interventions and other reforms. Standards and screening must be established in the planning stage. Excellence is achieved by using standardized criteria with benchmarks (e.g., grade-level reading and mathematics, 90% attendance, fewer than two discipline referrals). Schools should target students who are not achieving these benchmarks for further review and intervention. The principal and core team members working with teachers, staff and families should support and monitor the interventions' outcomes.

If implementation is successful, the District should experience improved instruction and behavior management outcomes. Screening should also enable the teachers, staff and others to plan, provide and implement effective interventions for individuals and groups of identified students who are at risk for continued failure. The District should identify schoolwide needs and resource issues during year 1. It is reasonable to expect 10% of identified students whose needs are addressed to show measurable progress in behavior. Further, achievement gains would be expected in year 2.

Improve IBA early interventions

The District has policies and procedures for using data-based, decision-making and problem-solving teams in its schools. The District identifies these early intervention teams as Intervention-Based Assessment Teams, known as IBA Teams. These formal, structured, problem-solving teams are staffed to help teachers and others address the academic and behavioral problems that students begin to exhibit before those problems become severe. The teams also have been developed to enable schools to comply with the federal requirements (response to intervention) of special education law to determine eligibility for special education services.

Our review found that the IBA Team process is not able to address the desired outcomes noted above. The teams are either not functioning at all (one school) or are pro forma special education referral teams. The assigned team leaders are not adequately trained, and the processing materials for teachers are superficial and lack information about the effective instructional and behavioral interventions tried. Teachers reported long delays in their responses to student referrals. Administrators are not regularly in attendance and staff (e.g. counselors) are not informed that students have been referred.

The District's IBA Teams' effectiveness is critical to helping schools address the needs of individual students and to assist each school and the system in determining whether the interventions needed for non-proficient (academically and behaviorally) students require greater resources targeted to address specific generic issues (basic reading skills, learning behaviors, attendance) across large numbers of students.

The IBA Teams, like SS Teams, require administrative participation and leadership as well as the involvement of experts in problem-solving and in academic instruction, classroom management, behavioral interventions and strategies that work. Research on team functions demonstrate that such skills and leadership are critical when combined with training in teaming and the problem-solving process. Effective teams use a structured problem-solving process that has the following steps:

- Step 1: Initial consultation – meeting between the referring teacher and the consultant – within two to five days of referral.
- Step 2: Regularly scheduled (weekly) meetings.
- Step 3: Problem-solving team conference using structured data-based model – within two weeks of initial request.
- Step 4: Follow-up consultation with teacher to ensure intervention implementation – within first week after step 2.
- Step 5: Team follow-up meeting(s) to determine the effectiveness of interventions and needed modifications – within six weeks of step 2 and periodically as needed.

The District should retrain and restaff its IBA Teams to ensure administrative participatory leadership and the participation of skilled staff, including a teacher and a school psychologist (or mental health intervention specialist). It should initially select one administrator and two specialists (such as the pupil services and in-school teacher specialist) to receive introductory information for developing, implementing and monitoring both a universal screening and the IBA process to best identify and effectively address a student's academic and behavioral problems. This core team should be qualified in the array of skills needed for effective team leadership and facilitation. Each school's evaluation would include an assessment of its IBA Team.

Planning efforts to improve early intervention using IBA should occur in year 1; implementation should occur by year 2. The principals and schools should be responsible for implementing this effort schoolwide. A member of the CEO's leadership team should be involved in selecting the planning team members and the supervisory staff. The District should select two administrative representatives for both elementary and high schools. In addition, four or five representatives from pupil services, special and regular education, school security and the agency should be involved. Schools that implement IBA practices should have data available to compare the existing and new processes. The District should also find matching comparison schools for comparisons after the first year. IBA interventions are monitored by using effectiveness measures, including process measures, rate of penetration, measured progress of referred student, number of students served and intervention results by grade level. Effective IBA Teams will depend on an atmosphere of teaming among teachers and staff. Increased attendance, improved academic successes and reduced behavior problems should result by year 2.

Improve the use of evidence-based intensive interventions such as Brief Strategic Family Therapy, cognitive behavioral therapy, Multisystemic Therapy and Wraparound planning

A number of efficacious treatments can be employed effectively to address violence and antisocial behavior. These include the following.

Brief Strategic Family Therapy

Family therapy explores the interactions between family members that may contribute to challenges or problems experienced by a specific individual. Brief Strategic Family Therapy (BSFT) improves youth behavior by improving family interactions that appear to be related to the child's symptoms. It is a short-term, problem-focused intervention with three primary components:

- Joining: understanding and engaging the family
- Diagnosis: identifying patterns of interaction that help maintain problematic behavior
- Restructuring: developing a specific plan to change child and family behavior patterns that do not work (Center for the Study and Prevention of Violence, 2006)

Evaluations document a reduction in aggression and conduct disorders among youth who participate in BSFT. It is also important to note that both BSFT and Multisystemic Therapy have been found to be very successful with low-income Latino and African American families.

Cognitive behavioral therapy

Cognitive behavioral therapy (CBT) is a general term for the classification of treatments that have similar characteristics. CBT has four key characteristics: (1) it is based on the cognitive model of emotional response – thinking influences feelings and behavior rather than people, situations or events; (2) it is brief and time limited, as well as instructive and result-oriented; (3) CBT therapists develop a positive relationship with the individual but remain focused on helping the person think and act differently based on what he or she has learned; and (4) it is a collaborative activity between a therapist and a youth – the therapist understands what the student wants to accomplish and provides assistance through teaching, listening and encouragement (National Association of Cognitive-Behavior Therapists, 2008).

Multisystemic Therapy

Multisystemic therapy (MST) is a family-centered approach that has been effective with youth who have issues related to substance abuse, antisocial behavior, and suicidal and homicidal thoughts. MST is based on the following principles:

- The primary purpose of assessment is to understand the fit between the identified problems and their broader systemic context.
- Therapeutic contacts emphasize the positive and use systemic strengths as levers for change.
- Interventions are designed to promote responsible behavior and decrease irresponsible behavior among family members.

- Interventions are present-focused and action-oriented, targeting specific and well-defined problems.
- Interventions target sequences of behavior within and between multiple systems that maintain the identified problems.
- Interventions are developmentally appropriate and fit the developmental needs of the youth.
- Interventions are designed to require daily or weekly effort by family members.
- Intervention effectiveness is evaluated continuously from multiple perspectives, with providers assuming accountability for overcoming barriers to successful outcomes.
- Interventions are designed to promote treatment generalization and long-term maintenance of therapeutic change by empowering caregivers to address family members' needs across multiple systemic contexts. (Dwyer & Osher, 2005

Wraparound planning

Finally, wraparound planning is not a therapy or a program but rather an approach to providing services and supports to children with serious emotional and behavioral problems and their families. The wraparound approach involves 10 essential elements and values that guide the process of providing intensive services to children and their families. These essential elements, or life domains, address basic needs such as employment, housing and safety along with behavior, friendships, mental health and spirituality. The wraparound approach includes a definable planning process involving the child and family, community agencies, and school staff that results in a unique set of school and community services and supports tailored to meet the needs of the child and family. The wraparound team includes the child and family, professional service providers (e.g., mental health workers, educators, child welfare workers, law enforcement and juvenile justice personnel), and natural supports from the community, including extended family members, friends and clergy – anyone the family may call on to help their child. The team develops goals and identifies the individualized set of services and supports necessary to achieve those goals. The plan employs a strength-based assessment, is coordinated by a wraparound facilitator or case manager, specifies a crisis/safety plan and identifies measurable outcomes that can be monitored regularly.

A critical element of the wraparound approach is the provision of services and supports in the child's and family's community. The involvement of school professionals from the child's neighborhood school can be extensive. School-based wraparound planning builds on the individualized nature of child- and family-driven education planning. It also includes the teacher and other relevant school personnel as part of the planning team to identify the supports they need to teach students successfully. Given that wraparound services and supports are usually paid through flexible, non-categorical funding, the wraparound team can often provide additional supports for the child that are implemented during the school day to aid teachers and other school staff (Dwyer & Osher, 2005).

The planning and implementation of efforts to use evidence-based treatment programs should occur in year 1. These programs should include BFST, CBT, MST and wraparound. The SS Teams at each school and Cuyahoga County Community Mental Health Board should be responsible for implementing these programs, which should occur in schools and community.

To ensure excellence, representatives of these teams and the board should meet to develop criteria for selecting and using evidence-based treatment programs. The criteria should address staff selection and training and supervision. Supervision and review of outcomes should be monitored to establish progress. If the effort is successful, reduced antisocial behavior and violence should occur within the first year.

Strategy 6: Enhance School-Agency Collaboration

The sixth set of recommendations addresses the importance of collaboration between and among the District, schools, agencies and community organizations. Collaboration is considered key to improving mental health and juvenile justice outcomes (U. S. Department of Education, 1994; Leone, Quinn, and Osher, 2002). Although important, collaboration is hard to realize due to the different histories, cultures and structures of the collaborating parties (Osher, 2002). These recommendations, which suggest ways to address these barriers, include:

- Enhance collaboration between schools and agencies;
- Develop protocols to ensure the effective and timely sharing of information;
- Develop a common framework for intervention;
- Improve the mechanisms for sharing information between and among agencies, police and schools;
- Identify effective community groups that can support the schools and neighborhood centers;
- Collaborate and align work with Cleveland Foundation's Youth Development Initiative;
- Enhance collaboration with Neighborhood Collaboratives; and
- Improve assessment and educational opportunities for children and youth in neglected and delinquent (N&D) facilities.

Information on these recommendations follows.

Enhance collaboration between schools and agencies

We recommend that a senior-level District staff member participate on the Cuyahoga Tapestry System of Care Advisory Board and that an agency representative serve on every school's SS Team. For this to be effective, meetings must have agendas in advance, be run efficiently and be scheduled to address the time constraints of all members.

Develop protocols to ensure the effective and timely sharing of information

Policies, procedures and professional practices among school staffs and agencies should encourage the sharing of pertinent information to enable effective and efficient management of multiple interventions. The District has already taken initial steps in this regard, including a memorandum of agreement between the Cleveland Police Department and the District that includes the weekly sharing of information. However, as was shown in the SuccessTech Academy incident, the amount of data sharing was neither timely nor on an as-needed basis.

Confidentiality should be honored but should not become a barrier to successful coordinated services.

Develop a common framework for intervention

Common frameworks and indicators can enhance collaboration. All Cleveland schools and agencies should employ a common framework[41] that is culturally and linguistically competent and includes indicators regarding how children and youth are doing socially, emotionally, ethically and academically.[42] The indicators should link both to community aspirations for Cleveland's children and youth, the common framework, and to the mandates and goals of the participating agencies. To ensure excellence, agencies and the District should identify a small number of key metrics (many of which the agencies have in common) and focus on inputs, outputs and outcomes.

Improve the mechanisms for sharing information between and among agencies, police and schools

The planning and implementation of mechanisms for sharing information between and among agencies, police and schools should occur in year 1. The chief of safety & security, the police chief and agency representatives should be responsible for implementing this effort in the District and the community. To ensure excellence, the program must use the approaches of CBAM and address the regulations of Family Educational Rights and Privacy Act (FERPA) and the Health Insurance Portability and Accountability Act (HIPAA). In addition, the District must have controls to prevent information misuse and ensure that the system is carried out, as needed, on a daily basis. If the effort is successful, improved safety should result.

Identify effective community groups that can support the schools and neighborhood centers

The planning and implementation of efforts to identify community groups that are effective and can support schools and neighborhood centers should occur in year 1. The District, the SS Teams and agencies should be responsible for implementing this effort in the school and the community. To ensure excellence, they should employ asset-based mapping (Kretzmann & McKnight, 1993) and develop standards of effectiveness that are sensitive to the values of community-based organizations (CBOs) with a focus on quality. To monitor progress, they should ensure that the groups' performance is of high quality and that their target is appropriate. If the effort is successful, enhanced capacity and links among schools, community and agencies should result in year 2.

[41] We suggest two common frameworks that have been reviewed by both the chief academic officer and the leadership of the Cleveland Foundation's Youth Development Initiative. The first delineates the relationships between and among promotion, prevention, early intervention and treatment (Osher, 2006). The second provides developmentally appropriate benchmarks for whether children and youth are on track to thrive, on track, or off track on 17 dimensions (Kendziora, Osher, and Schmitt-Carey, 2007).

[42] They should also monitor this framework using a school-community dashboard (Strategy 10).

Collaborate and align work with Cleveland Foundation's Youth Development Initiative

The planning and implementation of efforts to collaborate and align work with Cleveland Foundation's Youth Development Initiative (YDI) should occur in year 1. The District and YDI should be responsible for implementing this effort in the school and the community. To ensure excellence, they should use common frameworks. If the effort is successful, enhanced capacity to support youth development and intervention should occur.

Enhance Collaboration with Neighborhood Collaboratives

The Neighborhood Collaboratives represent neighborhood resources that are under-aligned with the District. They are a key part of Cuyahoga County Child Welfare and also of the Cleveland Foundation's Youth Development Initiative. Although important resources, numerous expert informants have suggested that the Collaboratives are of unequal quality. The planning and implementation of efforts to enhance collaboration with Neighborhood Collaboratives should occur in year 1. The District's SS Team, school SS Teams, the Cuyahoga Tapestry System of Care and the Youth Development Initiative should be responsible for implementing this effort in schools and the community. To ensure excellence, they should give attention to the logistics of collaboration and to developing standards for enhancing the quality of all the collaboratives to a uniform high standard. If the effort is successful, improved youth development opportunities and outcomes should occur.

Improve assessment and educational opportunities for children and youth in neglected and delinquent facilities

Youth in custody have friends in schools and also return to local schools and the community. Although we were impressed with the commitment of the juvenile court judges and probation office staff, we were concerned with the academic and mental health services that students in custody receive. We recommend (1) reducing the number of youth in custody by using alternatives to incarceration that employ the Positive Education Program (PEP) Day Treatment and Wraparound Milwaukee models; (2) using appropriate academic and mental health assessments for children and youth in custody; and (3) using resources from the National Center for Mental Health and Juvenile Justice (NCMHJJ; www.ncmhjj.com); the National Center on Education, Disability and Juvenile Justice (EDJJ; www.edjj.org); and the National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At-Risk (NDTAC; www.ndtac.org) to improve services for youth in custody.

The planning and implementation of efforts to improve assessment and educational opportunities in N&D facilities should occur in year 1. The CAO, District and N&D staff should be responsible for implementing this effort in the District's N&D facilities. To ensure excellence, the District should employ effective practices recommended by EDJJ, NCMHJJ and NDTAC. The District should also administer the CFL survey in N&D settings. If the effort is successful, improved education and transition outcomes, reduced antisocial behavior, improved academic performance and lower risk of violence should result by the year following implementation.

Strategy 7: Enhance Family-School Partnership

The seventh set of recommendations involve collaboration with families. Family-school partnerships have been demonstrated to be related to improved academic outcomes (Henderson & Mapp, 2002). Family engagement in mental health interventions have been linked to mental health outcomes (Osher, Osher, and Blau, 2008). Related recommendations include:

- Implement a three-tiered approach to family engagement,
- Help parents/caregivers understand the important role that they can play in supporting their child's education and in monitoring what happens with it, and
- Consider reviewing outcomes of current Families and Schools Together (FAST) implementation and potentially expand the program.

Information on these recommendations follows.

Implement a three-tiered approach to family engagement

The three-tiered approach to family engagement includes making schools more family friendly, reaching out to hard-to-reach families and offering individualized supports. The planning and implementation of the three-tiered approach to family engagement should occur in year 1. The District should be responsible for implementing this effort in the District, schools, and community. To ensure excellence, the District must implement the universal foundation to make all parents/caregivers feel welcome. In addition, it should use group supports for all and individualized supports for a few. The approaches must address barriers that parents/caregivers and other family members have.

Help parents/caregivers understand the important role that they can play in supporting their child's education and in monitoring what happens with it

The planning and implementation of efforts to help parents/caregivers understand the important role they play in their child's education should occur in year 1. To ensure excellence, social marketing techniques should be used. The District should work through the faith community, the media and other CBOs. In these attempts, it should be clear about what is desired of the families and should involve parents/caregivers in the planning.

Review Outcomes of Families and Schools Together (FAST) and Consider Expansion

FAST was successful in Cleveland when used as part of SYNERGY and the District is currently implementing Families and Schools Together (FAST) in 5 or 6 schools. FAST is a multi-family group intervention designed to build protective factors for children ages 4 to 12 and to empower parents/caregivers to be the primary prevention agents for their own children. FAST systematically applies research on family stress theory, family systems theory, social ecological theory and community development strategies to achieve its four goals: enhanced family functioning, prevention of school failure by the targeted child, prevention of substance abuse by the child and other family members and reduced stress from daily life situations for parents/caregivers and children. The FAST program has several components:

- Outreach to recruit whole families to attend eight weekly multi-family support groups and monthly multi-family meetings. These face-to-face visits by team members, conducted at times and places convenient for the parents/caregivers, are vital.
- Weekly multi-family support groups (made up of 5 to 25 families). Weekly meeting activities are sequential and each session includes
    - a family meal and family communication games;
    - a self-help parent/caregiver support group;
    - one-to-one parent/caregiver-mediated play therapy;
    - a "fixed" family lottery (so that every family wins once); and
    - opening and closing routines, which model the effectiveness of family rituals for children.
- FASTWORKS, ongoing multi-family meetings held monthly after families graduate from the eight-week FAST program. With team support, parents/caregivers design the agenda to maintain FAST family networks and identify and develop community development goals.

The District should review outcomes of its current and past FAST implementation, to address lessons learned, and should consider expanding the program in year 2 if current outcomes are positive.

Strategy 8: Provide Focused Professional Development and Support

The eighth set of recommendations involves developing the capacities of adults to better meet the needs of students. It involves focused professional development and support including the following additional recommendations:

- Provide appropriate professional development and support,
- Provide early warning signs training,
- Provide cultural competence training,
- Provide training in child development for elementary school staff,
- Provide training in adolescent development for high school staff as well as for those working with students in grades 6-8, and
- Offer in-school coaching.

Information on these recommendations follows.

Provide appropriate professional development and support

The planning and implementation of appropriate professional development and support should occur in year 1. The CAO should be responsible for implementing this effort in the District. To ensure excellence, the CAO should provide focused professional development as well as coaching and follow-up. In addition, the CAO should employ evidence-based approaches to professional development and should support, where possible, teacher, staff or school learning communities. If the effort is successful, the direct results should include changed attitudes and improved skills, knowledge and performance. The indirect and proximal results should be

improved CFL and improved teaching. The indirect and distal results should be improved connection, SEL, behavior and learning.

It is recommended that the District establish specific priorities for training for initiatives and programs that are know to work in urban settings. When a school chooses to implement a program, that program should be incorporated into the school's evaluation of academic progress, climate and safety. Because student mobility is common, strong consideration should be given to cross-system initiatives. It is also important to take into account staff turnover, so newly hired staff will need to be introduced to and trained in such initiatives. Further, initiatives need to be evaluated to determine whether their effects are cost-effective in terms of resources expended.

Provide early warning signs training

Students who have social-emotional problems are less likely to learn. Some may exhibit behavioral problems and others may withdraw. Some may be victims of personal trauma or persistent bullying. Recognizing and addressing student social-emotional and mental health concerns and stressors require staff and community awareness of the "early warning signs" of such issues and conditions (Dwyer et al., 1998). Providing the necessary training and support to enable all staff to recognize and seek effective help for students exhibiting early warning signs has been shown to improve school safety and school climate.

Staff training will only be successful when that training is supported by an array of effective professional supports and interventions to ensure that actions are taken when necessary. Interventions must also be timely. Procedures that enable schools to quickly and effectively address concerns will require a well-resourced screening team with mental health expertise.

The District should provide training on early warning signs to all school staff, from custodians and security staff to principals. This training should include protocols to deal with threats and warning signs. Research has shown that when used properly to identify early warning signs of harassment and mental and emotional problems, effective interventions make schools safer and can reduce serious incidents. The success of universal training in what to look for and what to do is dependent on tying screening to effective interventions.

Training will require a minimum of three hours for staff and related community representatives. Parents/caregivers and students should also be considered in this awareness initiative. Training should include information on the signs to look for and how to seek help. Schools should maintain data on the number of concerns and effective resolutions. Other measures, including staff satisfaction, improved school climate and reduction in serious incidents, may be considered. We identify early warning signs training as a core recommendation because as a selective and indicated prevention, it is the foundation for improving school safety. As part of an early intervention system, it is also critical in identifying mental health problems.

The planning and implementation of early warning signs training should occur in year 1. The District should be responsible for implementing this effort schoolwide. To ensure excellence, all school staff should be involved. Follow-up coaching backed by the *Early Warning Guide* will help ensure that effective mechanisms are in place at each school. If the effort is successful, the

District should see improved special education and quality of referrals and improved ability to distinguish between early and imminent warning signs.

Provide cultural competence training

The cultural and linguistic competencies of teachers, administrators and educational and psycho-social support staff in a school setting can contribute to how confident students are about their feelings of connectedness and support. "Cultural competence is a set of congruent behaviors, attitudes, and policies that come together in a system or agency or among professionals that enables effective interactions in a cross-cultural framework. Linguistic competence is an individual's or organization's ability to provide readily available, culturally appropriate oral and written language services to limited English proficiency (LEP) members through such means as bilingual/bicultural staff, trained interpreters, and qualified translators. Cultural and linguistic competence (CLC) is the ability of educators in schools and school systems to understand and respond effectively to the cultural and linguistic needs and assets brought by the individual to the educational encounter. CLC requires organizations and their personnel to 1) acquire and institutionalize cultural knowledge, 2) adapt to diversity and the cultural contexts of individuals and communities served, 3) assess themselves, 4) manage the dynamics of difference, and 5) value diversity" (Agency for Healthcare Research and Quality, 2003, ¶2–5).

Given the increasing cultural and linguistic diversity that is becoming the norm among the student population in many U.S. schools, developing an understanding of the ways that children are culturally and linguistically socialized at home is increasingly important (Park & King, 2003). "Children become linguistically and culturally competent members of their own communities through interactions with caregivers and other more competent members of their community. Through this process, children learn the behaviors that are culturally appropriate in their community" (Park & King, 2003, p. 1).

Increasing numbers of children are bringing to schools not only languages other than English but also cultural ways of using language that differ from those of mainstream school culture. A lack of cultural and linguistic competencies may lead teachers to underestimate or misinterpret the competence of students, which contributes to students' "disconnectedness" in the school setting and thus to their disengagement with teachers' educational expectations for them. To promote educational success for all students, teachers must be aware of not only what children need to learn but also the knowledge and skills that they bring from their linguistic and cultural backgrounds.

"To minimize children's stress and maximize their opportunities in school, it is important for educators to understand what their students bring to school. Respecting the knowledge of students' families and encouraging parents/caregivers to become involved in school activities can be the first step in this process. Understanding that there are different ways of interacting and using language is crucial for successful communication with students. But beyond understanding that linguistic systems and cultures differ, educators need to use them as resources for learning" (Park & King, 2003, p. 2). One example of such a classroom-based effort is a teacher who incorporates a community's "story" and history into class discussion activities. Another example is a teacher who involves students in research projects that draw on the

knowledge and expertise in the community and uses those projects as the basis for literacy and numeracy instruction and formal school learning (Park & King, 2003).

The District should promote cultural and linguistic competence as a concept, operating principle and professional skill to guide the educational success of all its diverse students. This training should address the skills necessary to work with all subgroups of youth (e.g., including those who are lesbian, gay, bisexual, or transgender). To accomplish the goal of a systemwide commitment to CLC for its entire staff, the following recommendations are offered:

1. Identify, describe and disseminate the breadth of cultural and linguistic diversity currently represented by the District's students and its workforce.
2. Develop ongoing districtwide CLC professional development and integrate CLC into extant professional development activities across grade levels, subject matter and all professional support staff. CLC is relevant to not only bilingual and English as a Second Language (ESL) teachers and programs. CLC skill sets must be within the professional repertoire of all District staff.
3. Ensure that all content and subject-specific teachers demonstrate competency in pedagogical approaches such as Sheltered English to ensure that they know how to deliver culturally and linguistically appropriate and beneficial instruction to all the District's diverse students so that cultural sensitivity and language instruction within their subject area or professional role is "intentional."

Provide training in child development for elementary school staff

Most elementary staff interviewed had limited training and knowledge regarding child development. We recommend that all elementary school staff receive training in child development.

Provide training in adolescent development for high school staff as well as for those working with students in grades 6-8

Most high school staff interviewed had limited training and knowledge regarding child development. The same was true for staff working with students in grades 6–8. We recommend that all middle school and high school staff receive training in child development.

Offer in-school coaching

Realizing the Human Ware recommendations will require staff mastery of new behaviors. Over three decades of research and practice have demonstrated that the best way to change practice is through coaches who know the school and educators but are external to them. We recommend that the District create Human Ware (HW) coaches who will help schools implement the Human Ware recommendations, including any coaching required by evidence-based practices that they choose to implement (e.g., PATHS). We suggest that during the summer 2009, the chief academic officer convene a workgroup to collaborate with AIR to develop a coaching model that can be built to scale during the 2010–11 academic year. The workgroup should include an elementary and a high school principal, an elementary and a high school teacher identified by the CTU, a regional superintendent, and the CAO. The group should carry out several activities:

- Examine successful coaching models including those employed by Turnaround For Children in New York City (used to help principals) and by evidence-based programs (used to change teacher behavior).
- Develop a job description for the HW coach.
- Explore whether employing retired educators with a demonstrated history of effectiveness would be cost-effective and feasible.
- Determine who will supervise the HW coaches and reporting procedures.
- Project how many years of coaching are required.

Planning in-school coaching should begin in year 1, and implementation should occur between the middle of year 1 and year 2. The CAO should be responsible for implementing this effort in schools. To ensure excellence, HW coaches should be trained in the Concerns-Based Adoption Model (CBAM) and effective coaching practices. The District should create a handbook for coaches to report back to the lead coach at the District office. If the effort is successful, the direct result will be the implementation of Human Ware practices, and the indirect results should be improved Human Ware outcomes and enhanced staff commitment to new practices.

Coaching must be provided by individuals whose experience and personality enable them to be effective coaches. Models for effective coaching exist. We suggest the District look at the work of Turnaround for Children in New York City, which has successfully employed coaches in low-performing schools to help realize goals that are similar to the District's Human Ware goals.

Strategy 9: Focus Funding Agency Resources

The ninth set of recommendations relates to the actions of funding agencies. This includes both the philanthropic community, the public agencies funding or passing money through to agencies and groups, and the State of Ohio. Related recommendations include:

- Identify and cost out a small set of strategies and programs that the District will support;
- Implement quality standards;
- Encourage funding agencies, which provide resources through grants and (or) contracts, to focus on building the capacity of grantees to realize outcomes, and consider using outcomes-based grant making or a similar approach;
- Improve early childhood interventions to prevent the development or exacerbation of behavioral problems; and
- Change State of Ohio Medicaid regulations.

Information on these recommendations follows.

Identify and cost out a small set of strategies and programs that the District will support

If strategies and programs are to be implemented with quality, they need to be backed by training and support. We recommend that the District, agencies and funders identify (as described in

Strategies 3 and 4) a portfolio of school-based and agency-based strategies and programs. They should then include them in the tool kit (described in Strategy 10) and provide sufficient training and support so that these strategies and programs can be implemented with quality. For school-based interventions the section criteria should include:

- Evidence of the strategy's or program's effectiveness with similar populations in similar contexts;
- The readiness of staff, schools and agencies to implement the strategy or programs;
- The core requirements for implementing the intervention successfully and whether the District can support the key components of the program without alteration;
- How flexible the intervention is;
- How compatible the strategy or program is with other strategies or programs; and
- The costs of implementing the intervention, including the purchase of materials, consultation, space, additional staff and staff time.

Implement quality standards

Numerous informants have suggested that there is variation of quality among all mental health intervention specialists, clinicians and agencies. During Year 1, The District-Agency work groups, which are described under Strategy 6, should specify quality standards and benchmarks that can ensure all providers are performing at high quality and that this quality results in improved outcomes for Cleveland's children and youth.

Encourage funding agencies, which provide resources through grants and (or) contracts, to focus on building the capacity of grantees to realize outcomes, and consider using outcomes-based grant making or a similar approach

Improvement efforts require planning, monitoring, continuous improvement and, in most cases, behavioral and organizational change. Grants rarely provide agencies with incentives and supports to address these factors, which are often key to improving outcomes and sustaining change. We suggest that funders consider using outcomes-based grant making, which has been piloted in New York and Tennessee.

Improve early childhood interventions to prevent the development or exacerbation of behavioral problems

Research demonstrates that early childhood interventions are particularly effective in preventing the development of behavioral problems. We recommend that Cleveland improve its home visitation model in two ways. First, it should address funding barriers to reaching hard-to-engage parents/caregivers, because current funding provides disincentives to agencies to do this work. Second, it should mandate and ensure a uniform high standard of practice among all home visitors (and home visiting agencies). This uniform standard should involve parental/caregiver access to services as well as retention of parents/caregivers throughout the home visiting cycle. Third, Invest in Children should revisit the model by looking at other promising practices,

including the work of Bob Ammerman in Cincinnati (Ammerman et al., 2008; Donovan et al., 2007).

The planning and implementation of efforts to improve early intervention should occur in year 1 and be led by the District and community agencies. These efforts should be implemented in the school and the community. To ensure excellence, the program must use planning strategies and must screen and monitor risk factors. Metrics related to inputs and outputs and risk factor surveillance should be used to monitor the progress of the program. Successful implementation should result in reduction in violence, disorder, mental health problems, academic failure and school dropout. These results should be realized by year 2.

Change State of Ohio Medicaid regulations.

The State of Ohio should review the appropriateness and applicability of Ohio's Community Medicaid Behavioral Health Plan written under the rehabilitation option by the Ohio Department of Jobs and Family Services in 1992, and then implemented by the Ohio Department of Mental Health and the Ohio Department of Drug and Alcohol Services. The State of Ohio should make this plan compatible with the logic of the Olmstead Decision, the recommendations of the Surgeon General's Reports on Mental Health and Children's Mental Health, and the New Freedom Commission research findings regarding the importance of wraparound approaches and consumer- and family-driven services.

Strategy 10: Collect and Analyze Key Data for Monitoring, Evaluation and Quality Improvement

The final set of recommendations involves the collection and use of data for planning, monitoring and quality improvement. These data are critical to measuring success in youth programs and communities (Osher, 2006). The recommendations include:

- Improve data systems use and accountability,
- Develop a school-community dashboard to monitor progress toward goals,
- Provide monitoring and support using CFL data for continuous quality improvement,
- Hold principals accountable for CFL results,
- Adapt the CFL Tool Kit for the District and agencies,
- Monitor and evaluate the quality of and outcomes realized through all Human Ware activities, and
- Agencies providing mental health services should identify and implement a Management Information System to monitor individual progress and results.

Information on these recommendations follows.

Improve data systems use and accountability

Each school should establish goals and objectives and distribute resources after a complete needs and asset analysis that includes data from the current CFL survey. Planning, implementation,

effective data management and follow-up should occur in year 1. The attendance officer, staff and HW Team should be responsible for implementing this effort in the District, schools and agencies.

Develop a school-community dashboard to monitor progress toward goals

All Cleveland schools and agencies should monitor quality of their culturally and linguistically competent framework (Strategy 6) and monitor quality though a dashboard that includes indicators on how children and youth are doing socially, emotionally, ethically and academically. The indicators should link both to community aspirations for Cleveland's children and youth, the common framework, and to the mandates and goals of the participating agencies. To ensure excellence, agencies and the District should identify a small number of key metrics (many of which the agencies have in common) and focus on inputs, outputs and outcomes.

Provide monitoring and support using CFL data for continuous quality improvement

Schools and the District need to understand how students are experiencing their school environment. The 2008 CFL survey results provide a baseline for each school and the District relative to the CFL. We recommend that the District administer the survey annually and use the data for continuous school improvement.

The planning and implementation of efforts to monitor and support using CFL data for continuous quality improvement should occur in year 1. The CEO's leadership team, the CAO, the regional superintendent, and HW Teams should be responsible for implementing this effort in the District and schools. To ensure excellence, the program must use training and support. If the effort is successful, the District should realize improved CFL during year 1.

Hold principals accountable for CFL results

The principal is the key to creating safe, supportive and successful schools. If the Human Ware recommendations are to be effective, it is important that the principal "own" his or her implementation at the school level. Ownership does not mean commanding; rather, it means modeling and supporting the actions that are necessary for change to take place, including the importance of the Human Ware and SS Teams. Although some principals are currently doing this, interviews and other data collection activities suggest that others are either less successful or not even trying. We suggest that the District do the following:

- Hold principals accountable for both the implementation of the Human Ware recommendations and the results related to CFL.
- Provide to principals coaching and support for this accountability through the Human Ware coaches.
- Provide to regional superintendents training on implementing the Human Ware recommendations and using the CFL data in alignment with academic data to foster school improvement

The planning and implementation of efforts to hold principals accountable for CFL results should occur in year 1. The chief operations officer (COO) and the CAO should be responsible

for implementing this effort in the District. To ensure excellence, the program should use CBAM and should provide training and support to regional superintendents and principals.

Adapt the Conditions for Learning Tool Kit for the District and agencies

The HW Teams, regional superintendents and agencies can benefit from access to information on evidence-based programs and strategies that align with the CFL data and school demographics. The *Conditions for Learning Tool Kit*, which links to the individual school reports, demographics and survey results, can help principals, regional superintendents and HW Teams use the survey information for intervention planning. The tool kit houses a database of evidence-based strategies and programs for addressing student connection issues; provides advice for how to look at data, implement programs, and take next steps; and provides a forum for offering comments or quotes about personal experiences with a program or strategy. The strategies and programs identified should include universal, selective/targeted and indicated/intensive programs that have been demonstrated to work with similar groups of students in similar contexts, and which the District chooses to support. The selected strategies and programs should be those described under Strategies 3, 4 and 7.

Monitor and evaluate the quality of and outcomes realized through all Human Ware activities

The planning and implementation of monitoring and evaluating the quality of and outcomes realized through Human Ware activities, whether in schools or the community, should occur in year 1. The District SS Team, the Cuyahoga County Community Mental Health Board, the Cuyahoga Tapestry System of Care and funders should be responsible for implementing this effort in schools and the community. To ensure excellence, they should consider employing *Getting to Outcomes*, which operationalizes empowerment evaluation. In addition, they should support and engage consumers and end-users in developing the indicators. If the effort is successful, improved services and outcomes should result.

Agencies providing mental health services should identify and implement a Management Information System to monitor individual progress and results

Realizing the best mental health outcomes requires monitoring the progress of each student regularly, as well as assessing the impacts of interventions on all students who receive the interventions. To ensure excellence, the agencies providing mental health services should, in collaboration with the District and Cuyahoga Tapestry System of Care, identify and implement a Management Information System (MIS) that is compatible with both their logistical needs and the District's needs for quality mental health services. We suggest that the group consider the effective MIS system that Tapestry is importing from Wraparound Milwaukee (Poduska, Kendziora, & Osher, 2008) to determine whether it can be adapted to the needs of the agencies. Planning should occur in year 1; implementation should occur by year 2. Agencies and their funders should be responsible for implementing this effort in the community. If the effort is successful, the District should observe enhanced efficiency in delivering quality services.

GLOSSARY OF ACRONYMS

AFT:	American Federation of Teachers
ALAS:	Achievement for Latinos through Academic Success
BSFT:	Brief Strategic Family Therapy
CAO:	chief academic officer (of the District)
CASEL:	Collaborative for Academic, Social, and Emotional Learning
CBAM:	Concerns-Based Adoption Model
CBO:	community-based organization
CBT:	cognitive behavioral therapy
CEO:	chief executive officer (of the District)
CFL:	conditions for learning
CLC:	cultural and linguistic competence
COO:	**c**hief operations officer (of the District)
CSC:	Caring School Community
CTU:	Cleveland Teachers Union
EDJJ:	National Center for Mental Health and Juvenile Justice
EMIS:	Ohio Education Management Information System
FAST:	Families and Schools Together
FERPA:	Family Educational Rights and Privacy Act
FBA:	functional behavioral assessment
GBG:	Good Behavior Game
GLSEN:	Gay, Lesbian and Straight Education Network
GSA:	Gay-Straight Alliances
HIPAA:	Health Insurance Portability and Accountability Act
HW Team:	Human Ware Team
IBA:	intervention-based assessment
ISS:	in-school suspension
LGBTQ:	lesbian, gay, bisexual, transgender or questioning
MST:	Multisystemic Therapy
N&D:	neglected and delinquent
NCMHJJ:	National Center for Mental Health and Juvenile Justice
NDTAC:	National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At-Risk
PACT:	Positive Adolescent Choices Training
PATHS:	Promoting Alternative Thinking Strategies
PBIS:	Positive Behavioral Interventions and Supports
PBS:	positive behavioral supports

PEP:	Positive Education Program
PI:	performance index (from the Ohio State Department of Education)
SEL:	social emotional learning
SME:	subject matter experts
SPO:	Student Parent Organization
SS Team:	Student Support Team
YDI:	Cleveland Foundation's Youth Development Initiative
YRBS:	Youth Risk Behavior Survey

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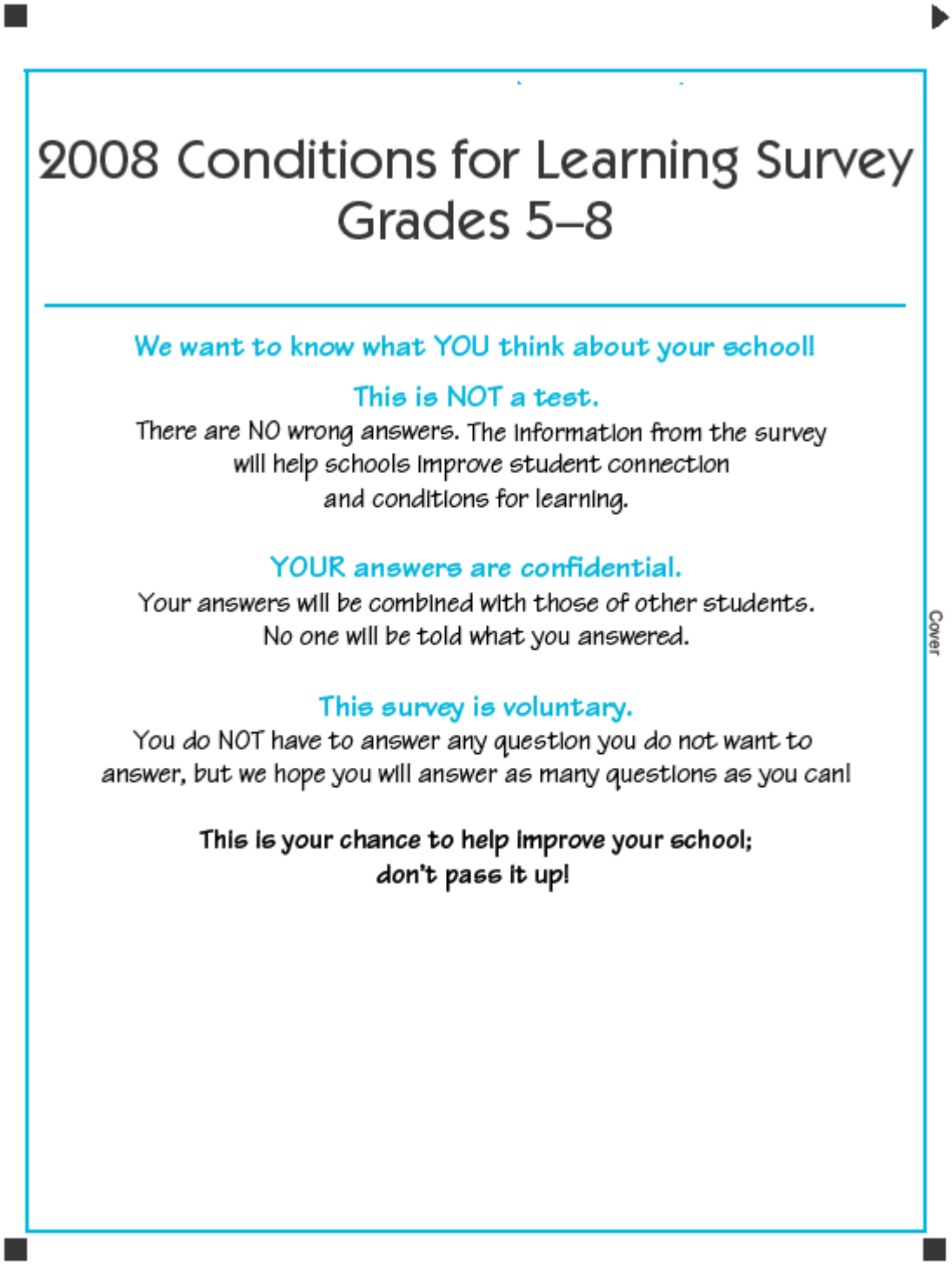
APPENDIX A: CONDITIONS FOR LEARNING MIDDLE AND HIGH SCHOOL SURVEYS



2008 Conditions for Learning Survey
Grades 5–8

We want to know what YOU think about your school!

This is NOT a test.
There are NO wrong answers. The information from the survey will help schools improve student connection and conditions for learning.

YOUR answers are confidential.
Your answers will be combined with those of other students. No one will be told what you answered.

This survey is voluntary.
You do NOT have to answer any question you do not want to answer, but we hope you will answer as many questions as you can!

This is your chance to help improve your school; don't pass it up!

Cover

1

Survey

Marking Instructions

- Please use a No. 2 pencil only.
- Darken circle completely.
- If you need to erase, erase marks completely.
- Make no stray marks.
- Fill in one circle for each question.
- Choose the answer that is most true for you.

Incorrect Marks

Correct Mark

1. How much do you agree with the following statements about your school:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. I worry about crime and violence in school.	○	○	○	○
b. Students at this school are often teased or picked on.	○	○	○	○
c. Students at this school are often threatened or bullied.	○	○	○	○
d. I feel safe when security is present.	○	○	○	○
e. I sometimes stay home because I don't feel safe at school.	○	○	○	○

2. How safe do you feel:

	Not Safe	Somewhat Safe	Mostly Safe	Very Safe
a. In your neighborhood?	○	○	○	○
b. Outside around the school?	○	○	○	○
c. Traveling between home and school?	○	○	○	○
d. In the hallways and bathrooms of the school?	○	○	○	○
e. In your classes?	○	○	○	○

3. How much do you agree with the following statements about the students in your school:

Most students in my school:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Don't really care about each other.	○	○	○	○
b. Like to put others down.	○	○	○	○
c. Don't get along together very well.	○	○	○	○
d. Just look out for themselves.	○	○	○	○
e. Treat each other with respect.	○	○	○	○
f. Stop and think before doing anything when they get angry.	○	○	○	○
g. Do their share of the work when we have group projects.	○	○	○	○
h. Give up when they can't solve a problem easily.	○	○	○	○
i. Get into arguments when they disagree with people.	○	○	○	○
j. Do their best, even when their school work is difficult.	○	○	○	○
k. Think it's OK to fight if someone insults them.	○	○	○	○

2

6. Please indicate how often you have done the following this school year:

This school year, how often have your teachers given you an assignment to:	Never	1 or 2 times	3 or 4 times	5 or more times
a. Write a research paper of 2 or more pages.	○	○	○	○
b. Write a paper in which you defended your own point of view or ideas.	○	○	○	○
c. Make a formal presentation to a class about something you read or researched.	○	○	○	○

7. Please indicate how often you have done the following this school year:

This school year, how often have you:	Never	1 or 2 times	3 or 4 times	5 or more times
a. Talked to a teacher about a problem you were having in class.	○	○	○	○
b. Talked to an adult at school about something that was bothering you.	○	○	○	○
c. Talked to an adult at school about something outside of school that is important to you.	○	○	○	○

Think about your class schedule on Monday this week. Which one of the following classes did you have closest to lunch but before lunch?

○ Reading/Literacy ○ Mathematics ○ Science ○ Social Studies

Answer questions 8 and 9 about the class you marked above.

8. How much do you agree with the following statements about this class:

The teacher for this class:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Notices if I have trouble learning something.	○	○	○	○
b. Will help me improve my work if I do poorly on an assignment.	○	○	○	○
c. Treats some students better than others.	○	○	○	○

9. How much do you agree with the following statements about this class:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. The topics we are studying are interesting and challenging.	○	○	○	○
b. This class really makes me think.	○	○	○	○
c. I am usually bored in this class.	○	○	○	○

10. DURING THIS SCHOOL YEAR, have you participated in any of the following activities outside of regular class hours?

	Yes	No
a. School sports or cheerleading	○	○
b. Arts or music group (for example, band, chorus, theater, or photography club)	○	○
c. Organization or club based on nationality, culture, or ethnicity (for example, Black Student Union, Asian Students Association)	○	○
d. Academic club or competition (for example, Academic Decathlon, science club, Spanish club, book club, math team, National Honor Society, debate team)	○	○
e. Club or organization that provides community service (for example, Key Club)	○	○
f. School yearbook, newspaper, or literary magazine	○	○
g. Student council or student government	○	○
h. Other club, committee, or organization not included in this list (for example, chess club, computer club)	○	○
i. I participate in youth activities *outside of school* (church, neighborhood, youth organization, sports league, music lessons, etc.)	○	○

Thank you for completing this survey!

4

Most students in my school:	Strongly Disagree	Disagree	Agree	Strongly Agree
l. Do all their homework.	○	○	○	○
m. Say mean things to other students when they think the other students deserve it.	○	○	○	○
n. Try to work out their disagreements with other students by talking to them.	○	○	○	○
o. Think it's OK to cheat if other students are cheating.	○	○	○	○
p. Try to do a good job on school work even when it is not interesting.	○	○	○	○

4. How much do you agree with the following statements about your teachers:

My teachers:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Often connect what I am learning to life outside the classroom.	○	○	○	○
b. Encourage students to share their ideas about things we are studying in class.	○	○	○	○
c. Often require me to explain my answers.	○	○	○	○
d. Really care about me.	○	○	○	○
e. Help me make up work after an excused absence.	○	○	○	○
f. Give me feedback on my assignments that helps me improve my work.	○	○	○	○
g. Often assign homework that helps me learn.	○	○	○	○
h. Think all students can do challenging school work.	○	○	○	○

5. How much do you agree with the following:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Adults in this school are often too busy to give students extra help.	○	○	○	○
b. Adults in this school apply the same rules to all students equally.	○	○	○	○
c. I wish I went to a different school.	○	○	○	○
d. I can get extra help at school outside of my regular classes.	○	○	○	○
e. A counselor at this school has helped me plan for life after high school.	○	○	○	○
f. When students in this school already know the material that is being taught, the teacher gives them **more-advanced** assignments.	○	○	○	○
g. Adults in this school are usually willing to make the time to give students extra help.	○	○	○	○
h. Students at this school are expected to learn challenging math material to get them ready for high school.	○	○	○	○
i. People in my neighborhood treat youth with respect.	○	○	○	○
j. I have someone to turn to outside of school to help me with my homework.	○	○	○	○
k. People outside of school encourage me to go to college.	○	○	○	○
l. I have an adult outside of school I can talk with about things that are important to me or are bothering me.	○	○	○	○

Go on to the next page

2008 Conditions for Learning Survey
Grades 9–12

We want to know what YOU think about your school!

This is NOT a test.

There are NO wrong answers. The information from the survey will help schools improve student connection and conditions for learning.

YOUR answers are confidential.

Your answers will be combined with those of other students. No one will be told what you answered.

This survey is voluntary.

You do NOT have to answer any question you do not want to answer, but we hope you will answer as many questions as you can!

This is your chance to help improve your school; don't pass it up!

Cover

Most students in my school:	Strongly Disagree	Disagree	Agree	Strongly Agree
n. Try to work out their disagreements with other students by talking to them.	○	○	○	○
o. Think it's OK to cheat if other students are cheating.	○	○	○	○
p. Try to do a good job on school work even when it is not interesting.	○	○	○	○

4. How much do you agree with the following statements about your teachers:

My teachers:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Often connect what I am learning to life outside the classroom.	○	○	○	○
b. Encourage students to share their ideas about things we are studying in class.	○	○	○	○
c. Often require me to explain my answers.	○	○	○	○
d. Really care about me.	○	○	○	○
e. Often return assignments with a grade but no comments.	○	○	○	○
f. Help me make up work after an excused absence.	○	○	○	○
g. Give me feedback on my assignments that helps me improve my work.	○	○	○	○
h. Often assign homework that helps me learn.	○	○	○	○
i. Think all students can do challenging school work.	○	○	○	○

5. How much do you agree with the following:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Adults in this school are often too busy to give students extra help.	○	○	○	○
b. Adults in this school apply the same rules to all students equally.	○	○	○	○
c. I wish I went to a different school.	○	○	○	○
d. I can get extra help at school outside of my regular classes.	○	○	○	○
e. An adult at this school has helped me plan for life after high school.	○	○	○	○
f. When students in this school already know the material that is being taught, the teacher gives them **more-advanced** assignments.	○	○	○	○
g. In my classes, we often discuss different interpretations of things we read.	○	○	○	○
h. Students in this school are expected to take four years of math.	○	○	○	○
i. Students in this school are expected to take four years of science.	○	○	○	○
j. Students in this school are expected to take more than two years of a foreign language.	○	○	○	○
k. Students in this school are encouraged to take advanced classes, such as honors, Advanced Placement (AP), or International Baccalaureate (IB), or classes that lead to professional certification.	○	○	○	○
l. People in my neighborhood treat youth with respect.	○	○	○	○
m. I have someone to turn to outside of school to help me with my homework.	○	○	○	○
n. People outside of school encourage me to go to college.	○	○	○	○
o. I have an adult outside of school I can talk with about things that are important to me or are bothering me.	○	○	○	○

Go on to the next page

6. Please indicate how often you have done the following this school year:

This school year, how often have your teachers given you an assignment to:	Never	1 or 2 times	3 or 4 times	5 or more times
a. Write a research paper of 5 or more pages using multiple sources of information.	○	○	○	○
b. Write a paper in which you defended your own point of view or ideas.	○	○	○	○
c. Make a formal presentation to a class about something you read or researched.	○	○	○	○

7. Please indicate how often you have done the following this school year:

This school year, how often have you:	Never	1 or 2 times	3 or 4 times	5 or more times
a. Talked to a teacher about a problem you were having in class.	○	○	○	○
b. Talked to an adult at school about something that was bothering you.	○	○	○	○
c. Talked to an adult at school about something outside of school that is important to you.	○	○	○	○
d. Talked to a counselor at school in depth about planning for college.	○	○	○	○

Think about your class schedule on Monday this week. Which one of the following classes did you have closest to lunch but before lunch?

○ English ○ Foreign Language ○ Mathematics ○ Science ○ Social Studies

Answer questions 8 and 9 about the class you marked above.

8. How much do you agree with the following statements about this class:

The teacher for this class:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Notices if I have trouble learning something.	○	○	○	○
b. Will help me improve my work if I do poorly on an assignment.	○	○	○	○

9. How much do you agree with the following statements about this class:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. The topics we are studying are interesting and challenging.	○	○	○	○
b. This class really makes me think.	○	○	○	○
c. I am usually bored in this class.	○	○	○	○

10. DURING THIS SCHOOL YEAR, have you participated in any of the following activities outside of regular class hours?

	Yes	No
a. School sports or cheerleading	○	○
b. Arts or music group (for example, band, chorus, theater, or photography club)	○	○
c. Organization or club based on nationality, culture, or ethnicity (for example, Black Student Union, Asian Students Association)	○	○
d. Academic club or competition (for example, Academic Decathlon, science club, Spanish club, book club, math team, National Honor Society, debate team)	○	○
e. Club or organization that provides community service (for example, Key Club)	○	○
f. School yearbook, newspaper, or literary magazine	○	○
g. Student council or student government	○	○
h. Junior Reserve Officer Training Corps (JROTC)	○	○
i. Other club, committee, or organization not included in this list (for example, chess club, computer club)	○	○
j. I participate in youth activities *outside of school* (church, neighborhood, youth organization, sports league, music lessons, etc.)	○	○

Thank you for completing this survey!

Survey

Marking Instructions

- Please use a No. 2 pencil only.
- Darken circle completely.
- If you need to erase, erase marks completely.
- Make no stray marks.
- Fill in one circle for each question.
- Choose the answer that is most true for you.

Incorrect Marks

Correct Mark

1. How much do you agree with the following statements about your school:

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. I worry about crime and violence in school.	○	○	○	○
b. Students at this school are often teased or picked on.	○	○	○	○
c. Students at this school are often threatened or bullied.	○	○	○	○
d. I feel safe when security is present.	○	○	○	○
e. I sometimes stay home because I don't feel safe at school.	○	○	○	○

2. How safe do you feel:

	Not Safe	Somewhat Safe	Mostly Safe	Very Safe
a. In your neighborhood?	○	○	○	○
b. Outside around the school?	○	○	○	○
c. Traveling between home and school?	○	○	○	○
d. In the hallways and bathrooms of the school?	○	○	○	○
e. In your classes?	○	○	○	○

3. How much do you agree with the following statements about the students in your school:

Most students in my school:	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Don't really care about each other.	○	○	○	○
b. Like to put others down.	○	○	○	○
c. Don't get along together very well.	○	○	○	○
d. Just look out for themselves.	○	○	○	○
e. Treat each other with respect.	○	○	○	○
f. Stop and think before doing anything when they get angry.	○	○	○	○
g. Do their share of the work when we have group projects.	○	○	○	○
h. Give up when they can't solve a problem easily.	○	○	○	○
i. Get into arguments when they disagree with people.	○	○	○	○
j. Do their best, even when their school work is difficult.	○	○	○	○
k. Think it's OK to fight if someone insults them.	○	○	○	○
l. Do all their homework.	○	○	○	○
m. Say mean things to other students when they think the other students deserve it.	○	○	○	○

APPENDIX B: CASE STUDY SCHOOL SNAPSHOTS

Table B1. Conditions for Learning Data for Case Study High Schools.

School Name	Safe and Respectful Climate		Challenge		Student Support		Social and Emotional Learning	
	Percent Needs Improvement	N	Percent Needs Improvement	N	Percent Needs Improvement	N	Percent Needs Improvement	N
East Side High School	35.5	772	23.5	752	29.6	758	84.5	770
West Side High School	20.3	943	20.1	919	27.9	921	74.3	945
SuccessTech Academy School	7.1	197	10.4	192	23.0	191	55.4	193
All High Schools	21.6	2115	20.2	1944	29.6	2855	78.5	7669

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B2. Attendance and Discipline data for Case Study High Schools.

School Name	Student Attendance (2006-07)	Chronically Absent* (2006-07)	Chronically Tardy* (2006-2007)	All Disciplinary Types (2005)	Expulsion (2005)	Other Disciplinary Types (2005)	Withdrawals from Expulsion (2005)
	Percent	Percent	Percent	Per 100 Students	Per 100 Students	Per 100 Students	Per 100 Students
East Side High School	88.2	74.2	11.4	59.1	0.7	58.4	0
West Side High School	87.6	68.7	33.7	27.3	2.1	25.3	0
SuccessTech Academy School	92.1	35.7	51.1	0.8	0.4	0.4	0
District Overall	92.1	45.8	26.2	19.5	0.6	18.9	0

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B3. Teacher Characteristics of Case Study High Schools.

School Name	Teachers Attendance Rate (2006-07)	Years of Teacher Experience (2006-07)	Courses not taught by Highly Qualified Teacher (2006-07)	Teachers with Bachelor's Degree (2006-07)	Teacher's with Master's Degree (2006-07)	Teachers Who Identify as Minority (2006-07)
	Percent	Mean	Percent	Percent	Percent	Percent
Glenville High School	91.5	14	46.8	100.0	49.5	53.4
Lincoln-West High School	91.5	15	44.7	100.0	52.3	36.0
SuccessTech Academy School	92.4	14	33.7	100.0	75.0	43.8
District Overall	90.3	15	35.4	99.8	41.5	35.0

Source: Ohio Department of Education, 2008a

Table B4. School Characteristics of Case Study High Schools.

School Name	Location	Grade Span	Number of Students (2006-07)	Minority (2006-07)	Disability (2006-07)	Final Graduation Rate (2005-06)	AYP Designation (2007)	Overall AYP (2007)	LEP (2006-2007)	Special Education Program* (2006-2007)
			Number	Percent	Percent	Percent	Level	Met/Not Met	Percent	Percent
East Side High School	East	9-12	1538	>99.0	17.2	54.1	Academic Watch	Not Met	0	18.3
West Side High School	West	9-12	1496	80.4	23.0	46.7	Continuous Improvement	Not Met	36.7	23.1
SuccessTech Academy School	East	9-12	243	94.0	4.9	94.0	Continuous Improvement	Met	0.8	8.9
District Overall	n/a	PK-12	52769	83.9	17.6	55.0	Continuous Improvement	Met	5.3	18.8

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B5. Graduation Test results for Case Study High Schools.

SCHOOL NAME	Reading OGT (2006-07)	Mathematics OGT (2006-07)	Writing OGT (2006-07)	Social Studies OGT (2006-07)	Science OGT (2006-07)
	Mean Score	Mean Score	Mean Score	Mean Score	Mean Score
East Side High School	72.5	39.8	75.7	35.6	27.7
West Side High School	79.8	62.3	87.7	44.3	48.7
SuccessTech Academy School	85.9	67.1	95.8	64.8	52.1
District Overall	78.4	57.5	85.1	49.5	45.7

Source: Ohio Department of Education, 2008a

Table B6. Community Data for Case Study High Schools.

School Name	Families with Children Below Poverty Level (2000)	Unemployment Rates (2000)	Median Household Income (2000)	Serious Violent Crime (2006)	Drug Arrests (2006)	Child Maltreatment (2006)
	Percent	Percent	Dollar	Count per 100,000	Count per 100,000	Count per 100,000
East Side High School	35.0	14.0	23,122	1759	1434	13
West Side High School	32.0	13.0	24,807	1590	1001	16
SuccessTech Academy School	70.0	20.0	26,161	3485	4444	31
District Overall	32.3	11.2	17,821	1520	1228	15

Source: Case Western Reserve University, 2006

Table B7. School Mobility Data for Case Study High Schools.

School Name	District Less Than a Full Academic Year	District More Than a Full Academic Year	Same School Less Than a Full Academic Year	Same School More Than a Full Academic Year
	Percent	Percent	Percent	Percent
East Side High School	54.0	46.0	55.7	44.3
West Side High School	46.5	53.5	48.2	51.8
SuccessTech Academy School	10.5	89.5	10.5	89.5
District Overall	32.4	65.8	38.2	61.8

Source: Ohio Department of Education, 2008a

Table B8. Conditions for Learning Quartiles for Case Study High Schools.

School Name	Safe and Respectful Climate	Challenge	Student Support	Social and Emotional Learning
East Side High School	High	High	High-Medium	High
West Side High School	High-Medium	High-Medium	High-Medium	Low-Medium
SuccessTech Academy School	Low	Low	Low-Medium	Low

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B9. Attendance and Discipline Quartiles for Case Study High Schools.

School Name	Student Attendance (2006-07)	Chronically Absent* (2006-07)	Chronically Tardy* (2006-07)	All Disciplinary Types (2005)	Expulsion (2005)	Other Disciplinary Types (2005)	Withdrawals from Expulsion (2005)
East Side High School	Low	High	Low	High	High-Medium	High	High-Medium
West Side High School	Low	High-Medium	Low-Medium	High	High	High	High
SuccessTech Academy School	High-Medium	Low	High-Medium	Low	Low	Low	Low

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B10. Teacher Characteristic Quartiles of Case Study High Schools.

School Name	Teachers Attendance Rate (2006-07)	Years of Teacher Experience (2006-07)	Courses not Taught by Highly Qualified Teacher (2006-07)	Teachers with Bachelor's Degree (2006-07)	Teacher's with Master's Degree (2006-07)	Teachers Who Identify as Minority (2006-07)
East Side High School	High-Medium	Low-Medium	High-Medium	High	Low	Low
West Side High School	High-Medium	Low-Medium	Low-Medium	High	High-Medium	Low-Medium
SuccessTech Academy School	High	Low-Medium	Low	High	Low-Medium	Low-Medium

Source: Ohio Department of Education, 2008a

Table B11. School Characteristic Quartiles of Case Study High Schools.

School Name	Number of Students (2006-07)	Minority (2006-07)	Disability (2006-07)	Final Graduation Rate (2005-06)	LEP (2006-07)	Special Education Program* (2006-07)
East Side High School	High	High	Low-Medium	Low-Medium	High	Low-Medium
West Side High School	High	Low-Medium	High-Medium	Low-Medium	High	High-Medium
SuccessTech Academy School	Low	High-Medium	Low	High	Low-Medium	Low-Medium

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B12. Graduation Test Quartiles for Case Study High Schools.

School Name	Reading OGT (2006-07)	Mathematics OGT (2006-07)	Writing OGT (2006-07)	Social Studies OGT (2006-07)	Science OGT (2006-07)
East Side High School	Low	Low	Low	Low	Low
West Side High School	Low-Medium	Low-Medium	Low-Medium	Low-Medium	Low-Medium
SuccessTech Academy School	High-Medium	High-Medium	High	High-Medium	High-Medium

Source: Ohio Department of Education, 2008a

Table B13. Community Quartiles for Case Study High Schools.

School Name	Families with Children Below Poverty Level (2000)	Unemployment Rates (2000)	Median Household Income (2000)	Serious Violent Crime (2006)	Drug Arrests (2006)	Child Maltreatment (2006)
East Side High School	High-Medium	High-Medium	Low-Medium	High-Medium	Low-Medium	Low-Medium
West Side High School	Low-Medium	Low-Medium	High-Medium	Low-Medium	Low-Medium	High-Medium
SuccessTech Academy School	High	High	High-Medium	High	High	High

Source: Case Western Reserve University, 2006

Table B14. School Mobility Quartiles for Case Study High Schools.

School Name	District Less Than a Full Academic Year	District More Than a Full Academic Year	Same School Less Than a Full Academic Year	Same School More Than a Full Academic Year
East Side High School	High	Low	High	Low
West Side High School	High-Medium	Low-Medium	High-Medium	Low-Medium
SuccessTech Academy School	Low	High	Low	High

Source: Ohio Department of Education, 2008a

Table B15. Promotion Rates for Case Study High Schools.

School	9th Grade	10th Grade	11th Grade	12th Grade
East Side High School	57.0	65.0	83.0	85.7
West Side High School	76.4	81.5	89.9	81.0
SuccessTech Academy School	94.3	98.6	100.0	93.5
District Overall	74.6	80.1	88.0	84.3

Source: Ohio Department of Education, 2008a

Table B16. Extracurricular Activity Rates in West Side High School.

School Name	Yes		No		Missing	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
10A- School Sports or Cheerleading	283	29.85	555	58.54	110	11.60
10B- Arts or Music Group	211	22.26	614	64.77	123	12.97
10C- Organization or club based on nationality, culture, or ethnicity	114	12.03	724	76.37	110	11.60
10D- Academic club or competition	115	12.13	720	75.95	113	11.92
10E- Club that provides community service	135	14.24	699	73.73	114	12.03
10F- School yearbook, newspaper, or literary magazine	123	12.97	706	74.47	119	12.55
10G- Student council or student government	134	14.14	700	73.84	114	12.03
10H- Junior Reserve Officer Training Corps (JROTC)	167	17.62	662	69.83	119	12.55
10I- Other club not included in the list	130	13.71	701	73.95	117	12.34
10J- Youth activities outside of school	382	40.30	450	47.47	116	12.24

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B17. Extracurricular Activity Rates in East Side High School.

School Name	Yes		No		Missing	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
10A- School Sports or Cheerleading	289	37.3	438	56.5	47	6.0
10B- Arts or Music Group	112	14.4	600	77.5	62	8.0
10C- Organization or club based on nationality, culture, or ethnicity	77	9.9	647	83.5	50	6.4
10D- Academic club or competition	96	12.4	626	80.8	52	6.7
10E- Club that provides community service	89	11.4	632	81.6	53	6.8
10F- School yearbook, newspaper, or literary magazine	85	10.9	639	82.5	50	6.4
10G- Student council or student government	150	19.3	575	74.2	49	6.3
10H- Junior Reserve Officer Training Corps (JROTC)	133	17.1	588	75.9	53	6.8
10I- Other club not included in the list	88	11.3	636	82.1	50	6.4
10J- Youth activities outside of school	362	46.7	360	46.5	52	6.7

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B18. Extracurricular Activity Rates in SuccessTech Academy School.

School Name	Yes		No		Missing	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
10A- School Sports or Cheerleading	69	35.0	122	61.9	6	3.0
10B- Arts or Music Group	76	38.6	112	56.9	9	4.6
10C- Organization or club based on nationality, culture, or ethnicity	21	10.7	170	86.3	6	3.0
10D- Academic club or competition	44	22.3	146	74.1	7	3.6
10E- Club that provides community service	32	16.2	159	80.7	6	3.0
10F- School yearbook, newspaper, or literary magazine	26	13.2	164	83.2	7	3.6
10G- Student council or student government	26	13.2	163	82.7	8	4.1
10H- Junior Reserve Officer Training Corps (JROTC)	8	4.1	181	91.9	8	4.1
10I- Other club not included in the list	39	19.8	150	76.1	8	4.1
10J- Youth activities outside of school	118	59.9	74	37.6	5	2.5

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B19. Conditions for Learning Data for Case Study Elementary Schools.

	Safe and Respectful Climate		Challenge		Student Support		Social and Emotional Learning	
School Name	Percent Needs Improvement	N	Percent Needs Improvement	N	Percent Needs Improvement	N	Percent Needs Improvement	N
East Side Elementary School	44.3	115	20.9	115	25.2	115	28.7	115
West Side Elementary School	57.3	143	5.6	142	27.1	140	50.0	142
All Elementary Schools	46.3	5727	12.1	1485	21.0	2573	34.7	4276

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B20. Attendance and Discipline data for Case Study Elementary Schools.

School Name	Student Attendance Rate (2006-07)	Chronically Absent* (2006-07)	Chronically Tardy* (2006-07)	All Disciplinary Types (2005-06)	Expulsion (2005-06)	Other Disciplinary Types (2005-06)	Withdrawals From Expulsion (2005-06)	6th Grade Attendance Rate (2006-07)
	Percent	Percent	Percent	Disciplinary Action Per 100 Students	Disciplinary Action Per 100 Students	Disciplinary Action Per 100 Students	Disciplinary Action Per 100 Students	Percent
East Side Elementary School	93.3	33.0	36.4	16.4	0.6	15.8	0	93.7
West Side Elementary School	91.8	45.9	18.3	32.0	0.8	31.2	0	91.6
District Overall	92.1	45.8	26.2	19.5	0.6	18.9	0	93.5

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B21. Teacher Characteristics of Case Study Elementary Schools.

School Name	Teachers Attendance Rate (2006-07)	Years Of Teacher Experience (2006-07)	Courses Not Taught By Highly Qualified Teacher	Teachers With Bachelor's Degree (2006-07)	Teacher's With Master's Degree (2006-07)	Teachers That Identify As Minority (2006-07)
	Percent	mean	Percent	Percent	Percent	Percent
East Side Elementary School	90.6	17	32.4	100.0	40.6	6.3
West Side Elementary School	90.6	17	32.4	100.0	40.6	6.3
District Overall	90.3	15	35.4	99.8	41.5	35.0

Source: Ohio Department of Education, 2008a

Table B22. School Characteristics of Case Study Elementary Schools.

School Name	Location	Grade Span	Number of Students (2006-07)	Minority	Disability	AYP Designation	Overall AYP	LEP (2006-2007)	Special Education Programs* (2006-07)
			Count	Percent	Percent		met/not met	Percent	Percent
East Side Elementary School	East	K-8	317	>98.0	29.3	Continuous Improvement	Met	0	30.3
West Side Elementary School	West	PS, K-8	497	59.4	14.7	Academic Watch	Not Met	2.7	23.0
District Overall	n/a	PK-12	52769	83.9	17.6	Continuous Improvement	Met	5.3	18.8

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B23. Community Data for Case Study Elementary Schools.

School Name	Families With Children Below Poverty Level (2000)	Unemployment Rates (2000)	Median Household Income (2000)	Serious Violent Crime (2006)	Drug Arrests (2006)	Child Maltreatment (2006)
	Percent	Percent	Dollar	Count per 100,000	Count per 100,000	Count per 1,000
East Side Elementary School	n/a	n/a	n/a	n/a	n/a	n/a
West Side Elementary School	43	12	21,138	2107	2723	22
District Overall	32.3	11.2	17,821	1520	1228	15

Source: Case Western Reserve University, 2006

Table B24. School Mobility Data for Case Study Elementary Schools.

School Name	District Less Than A Full Academic Year	District More Than A Full Academic Year	Same School Less Than A Full Academic Year	Same School More Than A Full Academic Year
	Percent	Percent	Percent	Percent
East Side Elementary School	26.9	73.1	33.9	66.1
West Side Elementary School	40.9	59.1	46.9	53.1
District Overall	32.4	65.8	38.2	61.8

Source: Ohio Department of Education, 2008a

Table B25. Conditions for Learning Quartiles for Case Study Elementary Schools.

School Name	Safe and Respectful Climate	Challenge	Student Support	Social and Emotional Learning
East Side Elementary School	Low-Medium	High	High-Medium	Low
West Side Elementary School	High	Low	High	High

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B26. Attendance and Discipline Quartiles for Case Study Elementary Schools.

School Name	Student Attendance (2006-07)	Chronically Absent* (2006-07)	Chronically Tardy* (2006-07)	6th Grade Attendance Rate (2006-07)	All Disciplinary Types (2005)	Expulsion (2005)	Other Disciplinary Types (2005)	Withdrawals from Expulsion (2005)
East Side Elementary School	High-Medium	Low-Medium	High	Low-Medium	High	Low	High	Low
West Side Elementary School	Low	High-Medium	Low-Medium	Low	High-Medium	Low	High-Medium	Low

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B27. Teacher Characteristic Quartiles of Case Study Elementary Schools.

School Name	Teachers Attendance Rate (2006-07)	Years of Teacher Experience (2006-07)	Courses Not Taught By Highly Qualified Teacher (2006-07)	Teachers with Bachelor's Degree (2006-07)	Teacher's with Master's Degree (2006-07)	Teachers Who Identify As Minority (2006-07)
East Side Elementary School	Low	High-Medium	Low	High	Low-Medium	High
West Side Elementary School	High-Medium	High	Low-Medium	High	High-Medium	Low

Source: Ohio Department of Education, 2008a

Table B28. School Characteristic Quartiles of Case Study Elementary Schools.

School Name	Number of Students (2006-07)	Minority (2006-07)	Disability (2006-07)	LEP (2006-07)	Special Education Program* (2006-07)
East Side Elementary School	Low	High	High	Low	High
West Side Elementary School	High-Medium	Low	Low-Medium	High	High

Source: Ohio Department of Education, 2008a, Cleveland Metropolitan School District, 2008

Table B29. Community Quartiles for Case Study Elementary Schools.

School Name	Families With Children Below Poverty Level (2000)	Unemployment Rates (2000)	Median Household Income (2000)	Serious Violent Crime (2006)	Drug Arrests (2006)	Child Maltreatment (2006)
East Side Elementary School	n/a	n/a	n/a	n/a	n/a	n/a
West Side Elementary School	High-Medium	Low-Medium	Low-Medium	High-Medium	High	High

Source: Case Western Reserve University, 2006

Table B30. School Mobility Quartiles for Case Study Elementary Schools.

School Name	District Less Than a Full Academic Year	District More Than a Full Academic Year	Same School Less Than a Full Academic Year	Same School More Than a Full Academic Year
East Side Elementary School	Low-Medium	High-Medium	Low-Medium	High-Medium
West Side Elementary School	High	Low	High	Low

Source: Ohio Department of Education, 2008a

Table B31. Promotion Rates of Case Elementary Schools.

School	1st Grade	2nd Grade	3rd Grade	4th Grade	5th Grade	6th Grade	7th Grade	8th Grade	Kinder garten
West Side Elementary School	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
East Side Elementary School	100.0	100.0	100.0	100.0	95.7	90.6	84.1	100.0	89.7
District Overall	94.0	97.4	98.0	98.2	98.0	97.1	95.3	96.5	95.3

Source: Ohio Department of Education, 2008a

Table B32. Extracurricular Activity Rates in East Side Elementary School.

	Yes		No		Missing	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
10A- School Sports or Cheerleading	47	40.17	62	52.99	8	6.84
10B- Arts or Music Group	35	29.91	71	60.68	11	9.40
10C- Organization or club based on nationality, culture, or ethnicity	33	28.21	76	64.96	8	6.84
10D- Academic club or competition	26	22.22	83	70.94	8	6.84
10E- Club that provides community service	24	20.51	85	72.65	8	6.84
10F- School yearbook, newspaper, or literary magazine	30	25.64	80	68.38	7	5.98
10G- Student council or student government	26	22.22	83	70.94	8	6.84
10H- Other club not included in list	32	27.35	75	64.10	10	8.55
10I- Youth activities outside of school	69	58.97	39	33.33	9	7.69

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table B33. Extracurricular Activity Rates in West Side Elementary School.

	Yes		No		Missing	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
10A- School Sports or Cheerleading	38	26.57	99	69.23	6	4.20
10B- Arts or Music Group	65	45.45	71	49.65	7	4.90
10C- Organization or club based on nationality, culture, or ethnicity	9	6.29	128	89.51	6	4.20
10D- Academic club or competition	8	5.59	128	89.51	7	4.90
10E- Club that provides community service	11	7.69	125	87.41	7	4.90
10F- School yearbook, newspaper, or literary magazine	14	9.79	122	85.31	7	4.90
10G- Student council or student government	9	6.29	126	88.11	8	5.59
10H- Other club not included in list	17	11.89	117	81.82	9	6.29
10I- Youth activities outside of school	76	53.15	60	41.96	7	4.90

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

APPENDIX C: MENTAL HEALTH AGENCIES AND NEIGHBORHOOD COLLABORATIVES ASSOCIATED WITH SCHOOLS (AND PREVENTION AND SAFE AND DRUG-FREE SCHOOLS PROGRAMS)

Mental Health Agency (8/07)	Neighborhood Collaborative (fall 2006)									
	East End Neighbor-hood House	Euclid YMCA	Friendly Inn Settlement	Harvard Community Center	Murtis Taylor Multi-Service Center	St. Martin DePorres	UMADAOP	University Settlement	West Side Family Resource Network	None
Applewood		East Clark @ Margaret Spellacy,4	Carl & Louis Stokes (Central),2 Giddings			Captain Arthur Roth,1, 2 Joseph F. Landis, 3	John Raper,1		Almira,2 Artemus Ward @ Halle,3 Charles A. Mooney Louis Aggasiz,1.2 Luis Munos Marin,4 Marion C. Seltzer,2 Newton D. Baker,4 Orchard,2 Paul L. Dunbar,2 RG Jones @ Nathaniel Hawthorne,3 Riverside,2 Tremont Montessori,2	Warner Girls Leadership,5 Whitney Young,4 William R. Harper

									Wilbur Wright,4	
Beech Brook	**Harvey Rice**	Henry W. Longfellow,3	Alexander G. Bell,3 Anton Grdina,3 Case,3 GW Carver,4 Marion-Sterling,1	Paul Revere,3 Woodland Hills	Andrew J. Rickoff,2 Buckeye-Woodland, 3 Robert Fulton	Charles H. Lake,3 Mary M. ,4Bethune Michael R. White	Sunbeam,3	Fullerton,4 Mound Union Willow,4	Clara E. Westropp Waverly,4	Early Childhood Center,3 Margaret A. Ireland,1,2
Bellefaire	Bolton	Euclid Park ,4 Hannah Gibbons Memorial Year-Round,4		Adlai Stevenson,3 Charles W. Eliot,4 Emile B. deSuaze,3 Gracemount,3 Miles,2 Miles Park @ Moses Cleveland,4 Robert Jamison,3	Audubon,3 Charles Dickens,4	Captain Arthur Roth,1, 3 Patrick Henry @ Steph. Howe,1,3	Daniel E. Morgan,4 John D, Rockefeller,4 John Raper,1	Albert B. Hart,4	Denison Louisa May Alcott,3 Walton,4	Dike Garrett Morgan,2 Valley View Boys Leadership,5
Berea Children's Home		Iowa-Maple Oliver H. Perry				Patrick Henry @ Steph. Howe,1,3			Joseph M. Gallagher,2 William C. Bryant	Carl F. Shuler Kenneth Clement Boys Leadership,5 Lincoln-West,4 Margaret A.

										Ireland,1,2
Fairview Hospital									Louis Aggasiz,1,2	
Children's Community Access Program, Inc.										Douglas MacArthur Girls Leadership John Adams,3
Cleveland Christian Home			Marion-Sterling,1				Mary Martin		Benjamin Franklin Brooklawn,2 Buhrer @ Kentucky,2 Scranton,2	Margaret A. Ireland,1,2
Murtis H. Taylor			Cleveland School of the Arts,4		Nathan Hale	Empire,2 Forest Hill Parkway,4 Louis Pasteur	Wade Park @ H. E. Davis,3		Clark,2 Early College @ John Hay East,2 McKinley Watterson Lake,3	Collinwood,4 East Tech Annex East Technical,4 Genesis,5 Ginn Academy,5 Glenville,4 H. Barbara Booker Health Careers Center @ MLK,4

										James F. Rhodes @ William R. Harper Jane Adams,3 John F. Kennedy,4 John Hay,5 John Marshall,4 MLK Jr.,4 Max S. Hayes,4 South,4 SuccessTech

APPENDIX D: OTHER DATA TABLES AND FIGURES

Table D1: Percentage of Middle School Students Who Think Their School Needs Improvement on the Safe and Respectful Climate, Social and Emotional Learning and Student Support Conditions for Learning Scales

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	N	Needs Improvement	School	N	Needs Improvement	School	N	Needs Improvement
ROBERT H. JAMISON SCHOOL	241	70.12%	**DANIEL E. MORGAN SCHOOL**	167	51.50%	**BROOKLAWN SCHOOL**	102	47.06%
DANIEL E. MORGAN SCHOOL	166	66.87%	**H. BARBARA BOOKER SCHOOL**	142	50.00%	**WADE PARK ELEMENTARY SCHOOL**	95	43.16%
WADE PARK ELEMENTARY SCHOOL	96	64.58%	**BROOKLAWN SCHOOL**	102	49.02%	WHITNEY M. YOUNG SCHOOL	149	42.95%
CARL & LOUIS STOKES CENTRAL ACADEMY	165	64.24%	**EAST CLARK SCHOOL**	190	47.89%	**DANIEL E. MORGAN SCHOOL**	165	36.97%
WOODLAND HILLS SCHOOL	135	62.96%	MARY B. MARTIN SCHOOL	115	47.83%	MCKINLEY SCHOOL	131	35.11%
MILES ELEMENTARY SCHOOL	133	62.41%	ADLAI E. STEVENSON SCHOOL	107	47.66%	WOODLAND HILLS SCHOOL	136	31.62%
PATRICK HENRY SCHOOL	148	61.49%	ROBERT H. JAMISON SCHOOL	240	47.50%	GIDDINGS SCHOOL	92	30.43%
ANTON GRDINA SCHOOL	166	60.24%	OPTION COMPLEX @ MARGARET IRELAND	56	46.43%	FOREST HILL PARKWAY SCHOOL	186	30.11%
AUDUBON SCHOOL	186	60.22%	WILBUR WRIGHT SCHOOL	204	44.12%	EMILE B. DESAUZE CONTEMPORARY ACADEMY	133	30.08%
ADLAI E. STEVENSON SCHOOL	107	59.81%	CARL & LOUIS STOKES CENTRAL ACADEMY	165	43.64%	NATHAN HALE SCHOOL	145	29.66%
JOHN D. ROCKEFELLER SCHOOL	87	58.62%	MCKINLEY SCHOOL	132	43.18%	PATRICK HENRY SCHOOL	146	28.08%
GEORGE WASHINGTON CARVER SCHOOL	136	57.35%	MARY M. BETHUNE SCHOOL	143	42.66%	CHARLES W. ELIOT SCHOOL	84	27.38%
JOHN W. RAPER SCHOOL	136	57.35%	**MILES ELEMENTARY SCHOOL**	134	41.79%	FULLERTON SCHOOL	106	27.36%
H. BARBARA BOOKER SCHOOL	143	57.34%	ANTON GRDINA SCHOOL	166	41.57%	WILBUR WRIGHT SCHOOL	205	27.32%
EMILE B. DESAUZE CONTEMPORARY ACADEMY	133	57.14%	JOHN W. RAPER SCHOOL	135	41.48%	**H. BARBARA BOOKER SCHOOL**	140	27.14%
ANDREW J. RICKOFF SCHOOL	171	56.14%	PAUL REVERE SCHOOL	152	41.45%	**MILES ELEMENTARY SCHOOL**	134	26.87%

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**
ROBERT FULTON SCHOOL	109	55.96%	**WADE PARK ELEMENTARY SCHOOL**	95	41.05%	HANNAH GIBBONS-NOTTINGHAM SCHOOL	91	26.37%
EAST CLARK SCHOOL	190	55.79%	OLIVER H. PERRY ELEMENTARY SCHOOL	139	41.01%	CHARLES DICKENS SCHOOL	115	26.09%
NATHAN HALE SCHOOL	144	55.56%	WATTERSON-LAKE SCHOOL	206	40.78%	**EAST CLARK SCHOOL**	189	25.93%
HENRY W. LONGFELLOW SCHOOL	114	55.26%	HANNAH GIBBONS-NOTTINGHAM SCHOOL	90	40.00%	CASE SCHOOL	74	25.68%
BROOKLAWN SCHOOL	102	**54.90%**	ORCHARD SCHOOL OF SCIENCE	180	40.00%	LUIS MUNOZ MARIN	265	25.28%
CLARK ELEMENTARY SCHOOL	216	54.63%	GEORGE WASHINGTON CARVER SCHOOL	135	39.26%	HARVEY RICE SCHOOL	115	25.22%
PAUL REVERE SCHOOL	151	54.30%	CAPTAIN ARTHUR ROTH SCHOOL	113	38.94%	BOLTON SCHOOL	114	24.56%
MARY M. BETHUNE SCHOOL	144	54.17%	GRACEMOUNT SCHOOL	179	38.55%	WATTERSON-LAKE SCHOOL	205	24.39%
CHARLES W. ELIOT SCHOOL	84	53.57%	EMILE B. DESAUZE CONTEMPORARY ACADEMY	134	38.06%	UNION SCHOOL	92	23.91%
GIDDINGS SCHOOL	94	53.19%	WOODLAND HILLS SCHOOL	135	37.78%	CARL & LOUIS STOKES CENTRAL ACADEMY	165	23.64%
CHARLES DICKENS SCHOOL	115	53.04%	CLARK ELEMENTARY SCHOOL	215	37.67%	MARION C. SELTZER ELEMENTARY SCHOOL	255	23.53%
MARION STERLING SCHOOL	131	52.67%	BUCKEYE-WOODLAND SCHOOL	85	37.65%	UNKNOWN SCHOOL	270	23.33%
JOSEPH F. LANDIS SCHOOL	164	52.44%	CLARA E. WESTROPP SCHOOL	217	36.87%	OPTION COMPLEX @ MARGARET IRELAND	56	23.21%
FULLERTON SCHOOL	109	52.29%	ALMIRA SCHOOL	175	36.57%	ROBERT FULTON SCHOOL	108	23.15%
ORCHARD SCHOOL OF SCIENCE	180	51.67%	CASE SCHOOL	74	36.49%	GRACEMOUNT SCHOOL	178	23.03%
ARTEMUS WARD SCHOOL	152	51.32%	WHITNEY M. YOUNG SCHOOL	151	36.42%	JOHN W. RAPER SCHOOL	133	22.56%
MARY B. MARTIN SCHOOL	115	51.30%	FRANKLIN D. ROOSEVELT SCHOOL	110	36.36%	CLEVELAND SCHOOL OF ARTS DIKE CAMPUS	89	22.47%
CASE SCHOOL	76	50.00%	GIDDINGS SCHOOL	94	36.17%	ORCHARD SCHOOL OF SCIENCE	178	22.47%
BOLTON SCHOOL	115	49.57%	MARION STERLING SCHOOL	130	36.15%	BENJAMIN FRANKLIN SCHOOL	288	21.88%

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	N	Needs Improvement	School	N	Needs Improvement	School	N	Needs Improvement
MOUND SCHOOL	99	49.49%	ROBINSON G. JONES SCHOOL	166	36.14%	LOUIS AGASSIZ SCHOOL	110	21.82%
ALBERT B. HART SCHOOL	130	49.23%	NATHAN HALE SCHOOL	144	36.11%	CAPTAIN ARTHUR ROTH SCHOOL	114	21.05%
CAPTAIN ARTHUR ROTH SCHOOL	114	49.12%	AUDUBON SCHOOL	185	35.68%	IOWA MAPLE SCHOOL	133	21.05%
OPTION COMPLEX @ MARGARET IRELAND	55	49.09%	JOHN D. ROCKEFELLER SCHOOL	87	35.63%	ANDREW J. RICKOFF SCHOOL	169	20.71%
UNION SCHOOL	92	48.91%	ARTEMUS WARD SCHOOL	152	34.87%	ROBINSON G. JONES SCHOOL	166	20.48%
FOREST HILL PARKWAY SCHOOL	188	47.87%	LUIS MUNOZ MARIN	265	34.72%	CLARA E. WESTROPP SCHOOL	217	20.28%
HANNAH GIBBONS-NOTTINGHAM SCHOOL	90	47.78%	ALBERT B. HART SCHOOL	130	34.62%	MOUND SCHOOL	99	20.20%
IOWA MAPLE SCHOOL	135	46.67%	UNKNOWN SCHOOL	272	34.56%	JOHN D. ROCKEFELLER SCHOOL	85	20.00%
LUIS MUNOZ MARIN	268	46.64%	FOREST HILL PARKWAY SCHOOL	187	33.69%	MILES PARK SCHOOL	200	20.00%
WATTERSON-LAKE SCHOOL	206	46.60%	ROBERT FULTON SCHOOL	107	33.64%	HENRY W. LONGFELLOW SCHOOL	114	19.30%
CHARLES H. LAKE SCHOOL	84	46.43%	MILES PARK SCHOOL	203	33.50%	ADLAI E. STEVENSON SCHOOL	104	19.23%
BUHRER SCHOOL	117	46.15%	MOUND SCHOOL	99	33.33%	CLARK ELEMENTARY SCHOOL	214	19.16%
CLEVELAND SCHOOL OF ARTS DIKE CAMPUS	91	46.15%	JOSEPH F. LANDIS SCHOOL	163	33.13%	OLIVER H. PERRY ELEMENTARY SCHOOL	138	18.84%
UNKNOWN SCHOOL	277	45.85%	BENJAMIN FRANKLIN SCHOOL	287	33.10%	WILLIAM CULLEN BRYANT SCHOOL	186	18.82%
MILES PARK SCHOOL	203	45.32%	ANDREW J. RICKOFF SCHOOL	170	32.94%	GEORGE WASHINGTON CARVER SCHOOL	136	18.38%
ALMIRA SCHOOL	176	44.89%	PATRICK HENRY SCHOOL	147	32.65%	JOSEPH M. GALLAGHER SCHOOL	234	18.38%
OLIVER H. PERRY ELEMENTARY SCHOOL	139	44.60%	CLEVELAND SCHOOL OF THE ARTS	178	32.58%	RIVERSIDE SCHOOL	192	18.23%
ROBINSON G. JONES SCHOOL	166	44.58%	CHARLES DICKENS SCHOOL	115	32.17%	PAUL REVERE SCHOOL	149	18.12%
WILBUR WRIGHT SCHOOL	205	44.39%	LOUIS AGASSIZ SCHOOL	109	32.11%	WAVERLY SCHOOL	150	18.00%

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**
HARVEY RICE SCHOOL	115	44.35%	MARION C. SELTZER ELEMENTARY SCHOOL	254	31.89%	ROBERT H. JAMISON SCHOOL	240	17.92%
FRANKLIN D. ROOSEVELT SCHOOL	110	43.64%	DENISON SCHOOL	261	31.80%	ALMIRA SCHOOL	174	17.82%
BUCKEYE-WOODLAND SCHOOL	85	43.53%	TREMONT ELEMENTARY SCHOOL	127	31.50%	MARY B. MARTIN SCHOOL	114	17.54%
WALTON ELEMENTARY SCHOOL	201	43.28%	FULLERTON SCHOOL	108	31.48%	MARY M. BETHUNE SCHOOL	144	15.97%
GRACEMOUNT SCHOOL	181	41.99%	CHARLES W. ELIOT SCHOOL	83	31.33%	DENISON SCHOOL	263	15.97%
WHITNEY M. YOUNG SCHOOL	151	41.72%	HENRY W. LONGFELLOW SCHOOL	113	30.97%	JOSEPH F. LANDIS SCHOOL	163	15.95%
MEMORIAL SCHOOL	166	40.36%	IOWA MAPLE SCHOOL	134	30.60%	PAUL L. DUNBAR SCHOOL	107	15.89%
MCKINLEY SCHOOL	132	40.15%	WILLIAM CULLEN BRYANT SCHOOL	187	29.95%	ANTON GRDINA SCHOOL	166	15.66%
WAVERLY SCHOOL	155	40.00%	MEMORIAL SCHOOL	164	29.88%	MARION STERLING SCHOOL	129	15.50%
MARION C. SELTZER ELEMENTARY SCHOOL	256	39.45%	BOLTON SCHOOL	113	29.20%	**SCRANTON SCHOOL**	155	15.48%
EMPIRE COMPUTECH SCHOOL	120	39.17%	HARVEY RICE SCHOOL	115	28.70%	**MICHAEL R. WHITE SCHOOL**	143	15.38%
CHARLES A. MOONEY SCHOOL	211	38.86%	CHARLES H. LAKE SCHOOL	84	28.57%	**EMPIRE COMPUTECH SCHOOL**	119	15.13%
JOSEPH M. GALLAGHER SCHOOL	237	38.82%	UNION SCHOOL	91	28.57%	CHARLES H. LAKE SCHOOL	86	15.12%
CLARA E. WESTROPP SCHOOL	217	38.71%	**WILLOW SCHOOL**	95	28.42%	TREMONT ELEMENTARY SCHOOL	126	15.08%
WILLOW SCHOOL	94	38.30%	WAVERLY SCHOOL	155	27.74%	AUDUBON SCHOOL	180	15.00%
MICHAEL R. WHITE SCHOOL	143	37.76%	BUHRER SCHOOL	116	27.59%	BUHRER SCHOOL	115	14.78%
DENISON SCHOOL	265	37.74%	**EMPIRE COMPUTECH SCHOOL**	119	26.89%	**NEWTON D. BAKER SCHOOL**	268	14.55%
TREMONT ELEMENTARY SCHOOL	127	35.43%	**CHARLES A. MOONEY SCHOOL**	210	26.67%	ARTEMUS WARD SCHOOL	149	14.09%
SCRANTON SCHOOL	156	32.69%	JOSEPH M. GALLAGHER SCHOOL	237	25.74%	CHARLES A. MOONEY SCHOOL	210	13.81%
PAUL L. DUNBAR SCHOOL	109	32.11%	WALTON ELEMENTARY SCHOOL	200	25.50%	MEMORIAL SCHOOL	163	13.50%

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**	**School**	**N**	**Needs Improvement**
ALEXANDER GRAHAM BELL SCHOOL	109	30.28%	CLEVELAND SCHOOL OF ARTS DIKE CAMPUS	91	25.27%	**WILLOW SCHOOL**	94	12.77%
LOUIS AGASSIZ SCHOOL	110	29.09%	**MICHAEL R. WHITE SCHOOL**	143	25.17%	CLEVELAND SCHOOL OF THE ARTS	175	12.57%
BENJAMIN FRANKLIN SCHOOL	288	27.43%	**SCRANTON SCHOOL**	156	24.36%	WALTON ELEMENTARY SCHOOL	199	11.56%
SUNBEAM SCHOOL	74	27.03%	**NEWTON D. BAKER SCHOOL**	270	23.33%	FRANKLIN D. ROOSEVELT SCHOOL	109	10.09%
CLEVELAND SCHOOL OF THE ARTS	178	25.84%	PAUL L. DUNBAR SCHOOL	108	23.15%	BUCKEYE-WOODLAND SCHOOL	84	9.52%
NEWTON D. BAKER SCHOOL	271	25.83%	RIVERSIDE SCHOOL	193	19.69%	**SUNBEAM SCHOOL**	74	9.46%
WILLIAM CULLEN BRYANT SCHOOL	187	22.46%	**SUNBEAM SCHOOL**	73	16.44%	ALBERT B. HART SCHOOL	129	7.75%
RIVERSIDE SCHOOL	193	16.58%	**ALEXANDER GRAHAM BELL SCHOOL**	109	15.60%	**ALEXANDER GRAHAM BELL SCHOOL**	106	7.55%
LOUISA MAY ALCOTT SCHOOL	29	10.34%	**LOUISA MAY ALCOTT SCHOOL**	29	3.45%	**LOUISA MAY ALCOTT SCHOOL**	29	3.45%

Notes: Schools in the top and bottom quartiles are highlighted gray. Schools in bold are consistently in the top or bottom quartiles across all three scales.

On the safe and respectful climate scale, "needs improvement" is defined as: Students do not feel physically safe because there are regular problems with fights, thefts, or vandalism. They do not feel emotionally safe because they are often teased, picked on, or bullied. They may stay at home because they do not feel safe at school.

On the student support scale, "needs improvement" is defined as: Students think that ***most*** teachers and other adults in the school do not listen to them, care about them, or treat them fairly. Students report that it is hard to get extra help when needed.

On the SEL scale, "needs improvement is defined as: Students ***do not*** rate their peers as socially skilled. They report that other students do not care about doing well in school. Students have trouble resolving conflicts and solving problems. They think it is OK to cheat. They often give up when their school work is difficult.

Table D2: Percentage of High School Students Who Think Their School Needs Improvement on the Safe and Respectful Climate, Social and Emotional Learning and Student Support Conditions for Learning Scales

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	N	Needs Improvement	School	N	Needs Improvement	School	N	Needs Improvement
GLENVILLE HIGH SCHOOL	772	35%	JOHN MARSHALL HIGH SCHOOL	1010	85%	WHITNEY M. YOUNG SCHOOL	206	43%
COLLINWOOD HIGH SCHOOL	561	29%	JAMES FORD RHODES HIGH SCHOOL	942	85%	JOHN MARSHALL HIGH SCHOOL	1007	39%
HEALTH CAREERS CENTER	258	28%	GLENVILLE HIGH SCHOOL	770	85%	CARL SHULER SCHOOL	237	38%
SOUTH HIGH SCHOOL	572	27%	GENESIS HIGH SCHOOL @ MOUNT PLEASANT	45	84%	JOHN ADAMS HIGH SCHOOL	659	36%
EAST HIGH SCHOOL(S)	370	26%	JOHN F. KENNEDY HIGH SCHOOL	588	84%	UNIDENTIFIED SCHOOL(S)	147	34%
JOHN F. KENNEDY HIGH SCHOOL	588	26%	JOHN ADAMS HIGH SCHOOL	676	83%	JAMES FORD RHODES HIGH SCHOOL	934	34%
UNIDENTIFIED SCHOOL(S)	147	25%	EAST TECHNICAL HIGH SCHOOLS	421	82%	JOHN F. KENNEDY HIGH SCHOOL	566	33%
JOHN ADAMS HIGH SCHOOL	678	25%	COLLINWOOD HIGH SCHOOL	559	82%	SOUTH HIGH SCHOOL	565	31%
GENESIS HIGH SCHOOL @ MOUNT PLEASANT	45	24%	WHITNEY M. YOUNG SCHOOL	205	81%	GLENVILLE HIGH SCHOOL	758	30%
EAST TECH HIGH SCHOOL(S)	422	24%	EAST HIGH SCHOOL(S)	368	80%	HEALTH CAREERS CENTER	255	29%
JOHN MARSHALL HIGH SCHOOL	1013	22%	UNIDENTIFIED SCHOOL(S)	149	79%	LINCOLN - WEST HIGH SCHOOL	921	28%
LINCOLN - WEST HIGH SCHOOL	943	20%	SOUTH HIGH SCHOOL	567	78%	EASt TECHNICAL HIGH SCHOOL(S)	420	27%
JAMES FORD RHODES HIGH SCHOOL	945	20%	HEALTH CAREERS CENTER	257	77%	COLLINWOOD HIGH SCHOOL	555	26%
JANE ADDAMS BUSINESS CAREERS CENTER	358	18%	CARL SHULER SCHOOL	239	76%	EAST HIGH SCHOOL(S)	365	26%

Safe and Respectful Climate			Social and Emotional Learning			Student Support		
School	N	Needs Improvement	School	N	Needs Improvement	School	N	Needs Improvement
CARL SHULER SCHOOL	240	17%	CLEVELAND SCHOOL OF THE ARTS	322	75%	GARRETT MORGAN SCHOOL OF SCIENCE	184	23%
MAX S. HAYES VOCATIONAL HIGH SCHOOL	307	16%	MAX S. HAYES VOCATIONAL HIGH SCHOOL	309	75%	SUCCESS TECH ACADEMY	191	23%
WHITNEY M. YOUNG SCHOOL	207	15%	OPTION COMPLEX @ MARGARET IRELAND	12	75%	GENESIS HIGH SCHOOL @ MOUNT PLEASANT	44	23%
MARTIN LUTHER KING HIGH SCHOOL	60	13%	LINCOLN - WEST HIGH SCHOOL	945	74%	MAX S. HAYES VOCATIONAL HIGH SCHOOL	304	22%
GARRETT MORGAN SCHOOL OF SCIENCE	185	10%	MARTIN LUTHER KING HIGH SCHOOL	61	74%	CLEVELAND SCHOOL OF THE ARTS	320	22%
OPTION COMPLEX @ MARGARET IRELAND	12	8%	JANE ADDAMS BUSINESS CAREERS CENTER	355	72%	JANE ADDAMS BUSINESS CAREERS CENTER	354	22%
CLEVELAND SCHOOL OF THE ARTS	324	8%	GARRETT MORGAN SCHOOL OF SCIENCE	183	70%	**JOHN HAY HIGH SCHOOLS**	492	21%
SUCCESS TECH ACADEMY	197	7%	**JOHN HAY HIGH SCHOOLS**	495	58%	**GINN ACADEMY**	100	18%
GINN ACADEMY	100	7%	**GINN ACADEMY**	99	56%	OPTION COMPLEX @ MARGARET IRELAND	12	17%
JOHN HAY HIGH SCHOOLS	500	5%	SUCCESS TECH ACADEMY	193	55%	MARTIN LUTHER KING HIGH SCHOOL	57	5%

Note: Schools in the top and bottom quartiles are highlighted gray. Schools in bold are consistently in the top or bottom quartiles across all three scales.

On the safe and respectful climate scale, "needs improvement" is defined as: Students do not feel physically safe because there are regular problems with fights, thefts, or vandalism. They do not feel emotionally safe because they are often teased, picked on, or bullied. They may stay at home because they do not feel safe at school.

On the student support scale, "needs improvement" is defined as: Students think that ***most*** teachers and other adults in the school do not listen to them, care about them, or treat them fairly. Students report that it is hard to get extra help when needed.

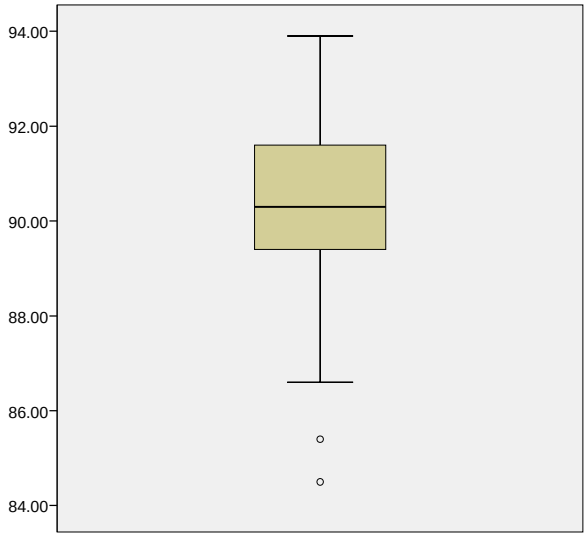
On the SEL scale, "needs improvement is defined as: Students ***do not*** rate their peers as socially skilled. They report that other students do not care about doing well in school. Students have trouble resolving conflicts and solving problems. They think it is OK to cheat. They often give up when their school work is difficult.

Table D3: CFL Ratings by Race

Middle School	N	Excellent	Adequate	Needs Improvement
Safe and Respectful Climate				
White	2,009	14%	47%	39%
Black	8,376	8%	43%	49%
Hispanic	1,355	10%	49%	40%
All other races**	342	12%	48%	40%
Social and Emotional Learning				
White	2,006	15%	50%	35%
Black	8,345	12%	52%	36%
Hispanic	1,349	19%	52%	29%
All other races**	339	17%	50%	33%
Student Support				
White	1,989	9%	70%	20%
Black	8,310	8%	70%	22%
Hispanic	1,347	8%	75%	17%
All other races**	336	7%	72%	21%
High School	**N**	**Excellent**	**Adequate**	**Needs Improvement**
Safe and Respectful Climate				
White	1,470	9%	72%	19%
Black	6,960	10%	68%	22%
Hispanic	1,026	7%	72%	21%
All other races**	201	9%	77%	14%
Social and Emotional Learning				
White	1,468	10%	8%	82%
Black	6,930	12%	10%	78%
Hispanic	1,021	13%	10%	77%
All other races**	202	16%	9%	74%
Student Support				
White	1,458	7%	58%	35%
Black	6,840	9%	62%	29%
Hispanic	1,007	7%	63%	30%
All other races**	201	10%	59%	31%

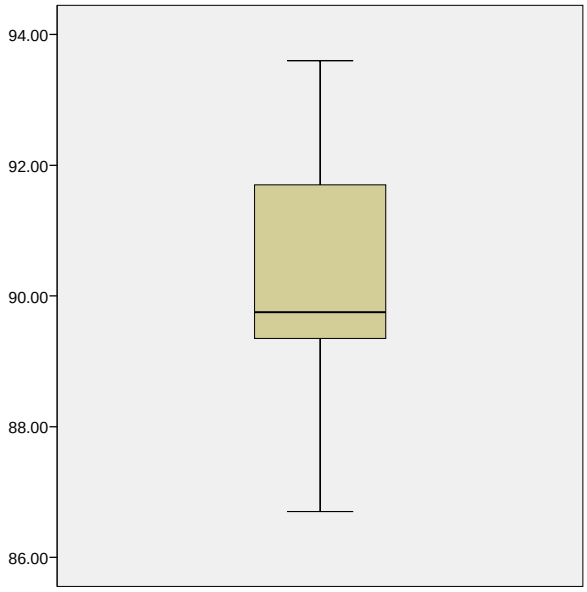
Note: All other races include Native American, Asian, multiracial and undeclared categories.

Figure D1: Elementary School Teacher Attendance Rates (2006-07)



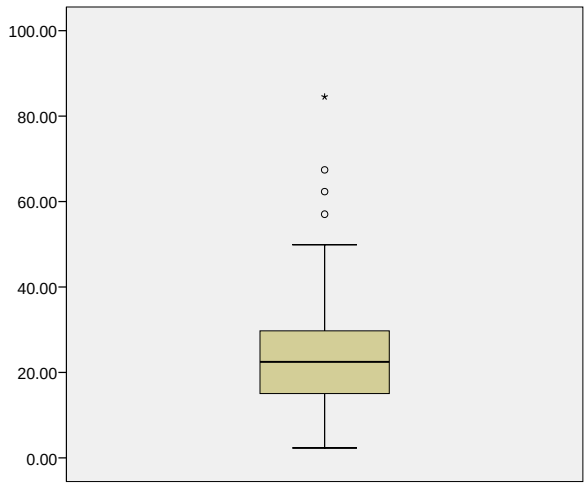
Source: Ohio Department of Education, 2008a
Note: This boxplot shows the distribution of elementary school teacher attendance rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution that are not outliers. Outliers (those values that vary greatly from other schools) are represented as a circle or an asterisk if an extreme outlier.

Figure D2: High School Teacher Attendance Rates (2006-07)



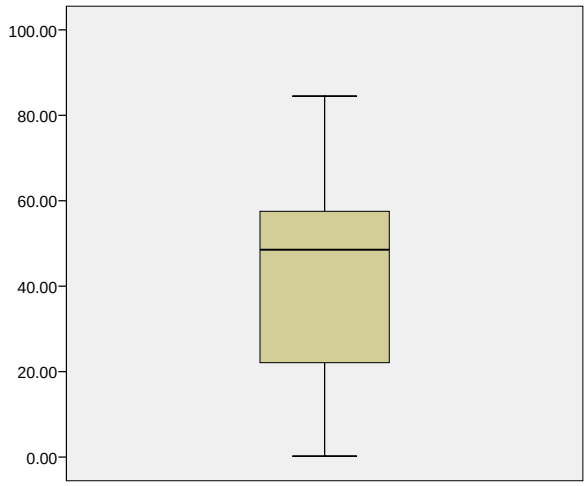
Source: Ohio Department of Education, 2008a
Note: This boxplot shows the distribution of high school teacher attendance rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution.

Figure D3: Elementary School Chronic Tardiness Rates (2006-07)



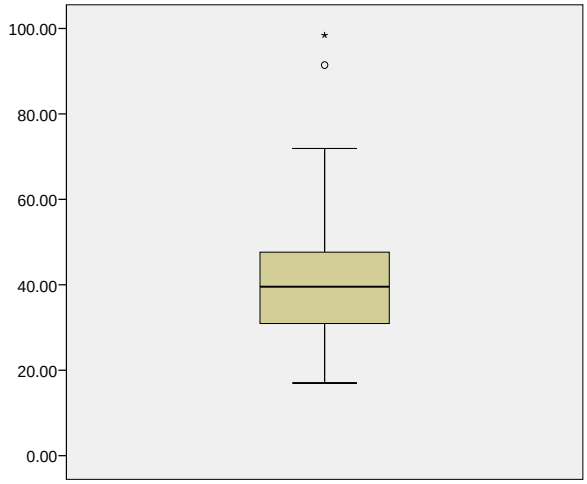
Source: Cleveland Metropolitan School District, 2008
Note: This boxplot shows the distribution of elementary school chronic tardiness rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution that are not outliers. Outliers (those values that vary greatly from other schools) are represented as a circle or an asterisk if an extreme outlier.

Figure D4: High School Chronic Tardiness Rates (2006-07)



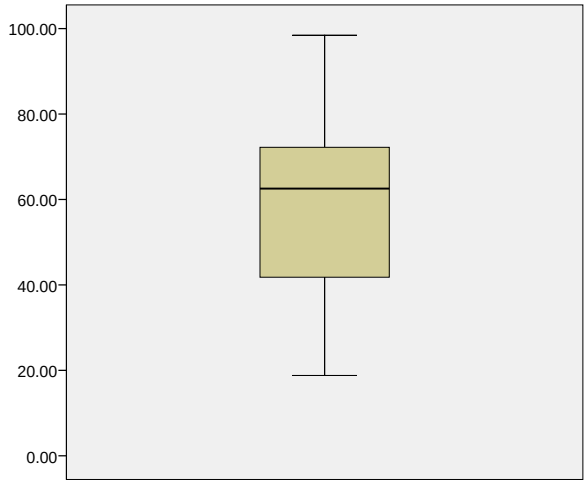
Source: Cleveland Metropolitan School District, 2008
Note: This boxplot shows the distribution of high school chronic tardiness rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution.

Figure D5: Elementary School Chronic Absenteeism Rates (2006-07)



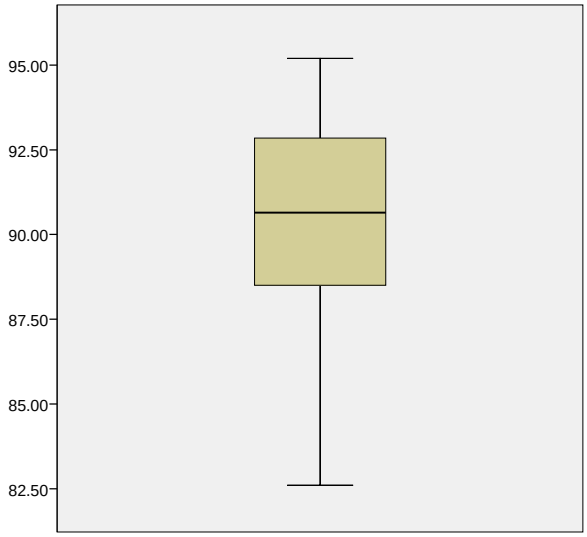
Source: Cleveland Metropolitan School District, 2008
Note: This boxplot shows the distribution of elementary school chronic absenteeism rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution that are not outliers. Outliers (those values that vary greatly from other schools) are represented as a circle or an asterisk if an extreme outlier.

Figure D6: High School Chronic Absenteeism Rates (2006-07)



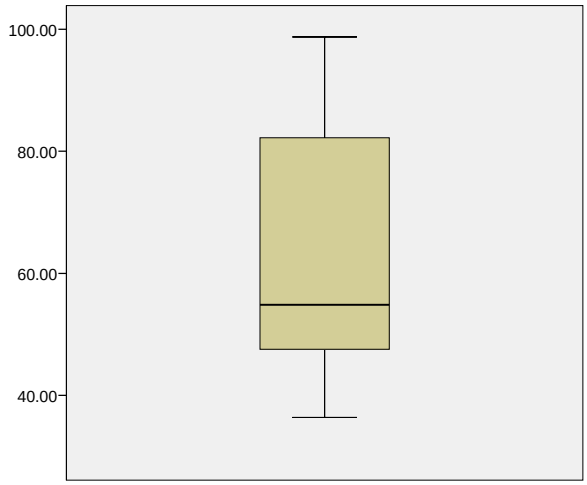
Source: Cleveland Metropolitan School District, 2008
Note: This boxplot shows the distribution of high school chronic absenteeism rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution.

Figure D7: High School Student Attendance Rates (2006-07)



Source: Ohio Department of Education, 2008a
Note: This boxplot shows the distribution of high school attendance rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at ends of the vertical line represent the ends of the distribution.

Figure D8: High School Graduation Rates (2005-06)



Source: Ohio Department of Education, 2008a
Note: This boxplot shows the distribution of high school graduation rates. The box represents the range of schools falling within the middle 50% of the distribution. The line within the box represents the distribution's median (the middle point of the distribution). The horizontal lines at the ends of the vertical line represent the ends of the distribution.

Table D4: Student and Teacher Race-Ethnicity, by Elementary School.

School Name	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
Adlai Stevenson Elementary School	93.9	4.8	NC	NC	33.3		66.7	0.0
Albert B Hart School	78.8	5.4	12.1	3.7	28.1		71.9	0.0
Alexander Graham Bell Elementary School	87.8	5.7	3.4	3.1	28.6		68.6	2.8
Almira Elementary School	36.6	20.0	37.4	6.0	9.4	3.1	84.4	3.1
Andrew J Rickoff Elementary School	95.9	2.9	NC	NC	60.6		39.4	0.0
Anton Grdina Elementary School	94.3	3.1	NC	NC	25.0		72.2	2.8
Artemus Ward @ Halle	36.7	13.2	42.3	7.8	20.0		75.0	5.0
Audubon Elementary School	95.9	3.6	NC	NC	48.7	2.6	46.2	2.5
Benjamin Franklin Elementary School	11.2	14.3	70.9	3.6	14.3		85.7	0.0
Bolton Elementary School	98.3	NC		NC	25.0		75.0	0.0
Brooklawn Elementary School	57.8	11.4	25.4	5.4	16.7		83.3	0.0
Buckeye-Woodland Elementary School	95.9	NC	NC	NC	29.2		70.8	0.0
Buhrer Elementary School	17.7	64.5	15.8	2.0	6.7	30.0	63.3	0.0
Captain Arthur Roth Elementary School	94.9	4.3	NC	NC	44.8		55.2	0.0
Carl & Louis Stokes Central Academy	93.5	6.1		0.4	30.0	3.3	66.7	0.0
Case Elementary School	69.2	9.4	15.7	5.7	36.1		58.3	5.6
Charles A Mooney Elementary School	19.5	13.7	60.5	6.3	10.6		89.4	0.0
Charles Dickens Elementary School	92.5	5.9		1.6	21.7		78.3	0.0
Charles H Lake Elementary School	94.4	3.9	NC	NC	50.0	4.2	45.8	0.0
Charles W Eliot Middle School	92.5	6.3	NC	NC	57.7		42.3	0.0
Clara E Westropp Elementary School	54.1	10.6	28.7	6.6	8.9	4.4	84.4	2.3
Clark Elementary School	24.1	42.8	30.5	2.6	6.3	25.0	68.8	-0.1
Cleveland School of Arts (Dike Campus)	93.7	3.7	NC	NC	22.7	9.1	68.2	0.0
Cleveland School Of The Arts High School	87.6	1.8	9.6	1.0	30.8	3.8	65.4	0.0

School Name	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
Daniel E Morgan Elementary School	96.1	2.5	NC	NC	48.5		51.5	0.0
Denison Elementary School	25.9	24.2	43.4	6.5	21.1		78.9	0.0
East Clark Elementary School	93.4	3.0	3.1	0.5	57.1		38.1	4.8
Early Childhood Center	94.6	NC	NC	NC	33.3	8.3	58.3	0.1
Emile B Desauze Elementary School	95.6	3.4	NC	NC	46.2		50.0	3.8
Empire Computech Elementary School	96.5	NC	NC	NC	45.5	4.5	50.0	0.0
Forest Hill Parkway Elementary School	98.1	NC	NC	NC	26.3		73.7	0.0
Franklin D. Roosevelt Elementary School	95.2	3.3	NC	NC	33.3		66.7	0.0
Fullerton Elementary School	66.8	3.3	28.0	1.9	27.3		68.2	4.5
George Washington Carver Elementary School	95.1	4.4	NC	NC	34.5	3.4	58.6	3.5
Giddings Elementary School	98.4	NC	NC	NC	25.0		75.0	0.0
Gracemount Elementary School	96.5	3.1		0.4	40.6		59.4	0.0
H Barbara Booker Elementary School	31.8	23.4	40.6	4.2	6.3		93.8	-0.1
Hannah Gibbons-Nottingham Elementary School	90.5	3.9	4.6	1.0	35.7		64.3	0.0
Harry L. Eastman School	57.4	32.4	NC	NC	16.7		83.3	0.0
Harvey Rice Elementary School	95.2	3.3	NC	NC	52.2		47.8	0.0
Henry W Longfellow Elementary School	95.0	3.5	NC	NC	25.0		75.0	0.0
Iowa-Maple Elementary School	95.0	4.2	NC	NC	51.7		48.3	0.0
John D Rockefeller Elementary School	93.1	4.4	NC	NC	35.0		65.0	0.0
John W Raper Elementary School	96.5	3.1		0.4	36.0		64.0	0.0
Joseph F Landis Elementary School	96.3	NC	NC	NC	33.3	4.2	62.5	0.0
Joseph M Gallagher School	20.0	52.0	16.5	11.5	6.2	38.5	53.8	1.5
Kenneth W. Clement School								
Louis Agassiz Elementary School	28.6	27.3	37.9	6.2	4.3		91.3	4.4
Louisa May Alcott Elementary School	35.3	9.4	46.3	9.0	12.5		87.5	0.0

School Name	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
Luis Munoz Marin Middle School	18.3	61.7	16.8	3.2	15.4	25.0	57.7	1.9
Marion C Seltzer Elementary School	34.5	18.9	26.6	20.0	15.4	7.7	74.4	2.5
Marion-Sterling Elementary School	95.8	3.2	NC	NC	17.2	3.4	75.9	3.5
Mary B Martin Elementary School	93.1	5.3	NC	NC			100.0	0.0
Mary M Bethune Elementary School	97.0	2.8	NC	NC	46.4	3.6	50.0	0.0
McKinley Elementary School	26.5	18.9	46.8	7.8	15.8		84.2	0.0
Memorial Year Round Elementary School	93.7	4.3	NC	NC				
Michael R. White Elementary	96.8	NC	NC	NC	34.8		65.2	0.0
Miles Elementary School	92.7	6.1	NC	NC	39.4		60.6	0.0
Miles Park @ Moses Cleaveland Elementary School	83.8	5.8	8.9	1.5	31.3	3.1	65.6	0.0
Mound Elementary School	61.8	4.8	30.2	3.2	18.2		81.8	0.0
Nathan Hale School	95.2	4.1	NC	NC	50.0		46.9	3.1
Newton D Baker School Of Arts Elementary School	40.3	8.3	43.6	7.8	9.5	7.1	83.3	0.1
Oliver H Perry Elementary School	88.9	4.8	6.1	0.2	16.7		83.3	0.0
Option Complex HS	81.8	13.9	NC	NC	21.1		73.7	5.2
Orchard School Of Science Elementary School	47.4	20.0	30.4	2.2	9.8		90.2	0.0
Patrick Henry School	94.6	4.6	NC	NC	31.0	3.4	65.5	0.1
Paul L Dunbar Elementary School	29.4	32.8	33.3	4.5	15.4	3.8	80.8	0.0
Paul Revere Elementary School	96.1	3.5		0.4	42.9		57.1	0.0
Riverside Elementary School	17.6	9.0	66.3	7.1	8.3		91.7	0.0
Robert Fulton Elementary School	95.2	3.9	NC	NC	28.0		72.0	0.0
Robert H Jamison Computech Elementary School	95.4	3.8	NC	NC	38.2	2.9	55.9	3.0
Robinson G Jones Foreign Lang Elementary School	31.0	12.8	49.7	6.5	8.7	4.3	87.0	0.0
Scranton Elementary School	4.7	81.3	12.4	1.6	2.9	34.3	60.0	2.8
Sunbeam Elementary School	86.7	5.2	7.1	1.0	31.0		62.1	6.9
Tremont Montessori School	74.2	12.7	8.4	4.7	33.3	3.3	63.3	0.1
Union Elementary School	79.1	5.0	13.0	2.9	26.3		73.7	0.0

School Name	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
Valley View Boys Leadership Academy								
Wade Park Elementary School	92.9	6.4	NC	NC	36.7		63.3	0.0
Walton Elementary School	20.9	60.1	15.9	3.1	5.6	16.7	77.8	0.0
Watterson-Lake Elementary School	35.4	23.3	35.6	5.7	3.3		96.7	0.0
Waverly Elementary School	49.1	21.3	21.0	8.6	18.2		75.8	6.0
Whitney Young School	96.1	NC	NC	NC	52.6		47.4	0.0
Wilbur Wright Elementary School	32.0	19.6	40.9	7.5	13.5		86.5	0.0
William C Bryant Elementary School	8.5	11.8	75.1	4.6		7.7	92.3	0.0
Willow Elementary School	63.4	4.7	30.0	1.9			100.0	0.0
Woodland Hills Elementary School	93.1	4.7	NC	NC	33.3		66.7	0.0

Source: Ohio Department of Education, 2008a

Table D5: Student and Teacher Race-Ethnicity, by High School.

SCHOOL NAME	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
Carl F Shuler School	35.9	15.2	43.7	5.2	28.6		65.7	5.7
Cleveland School Of The Arts High School	87.6	1.8	9.6	1.0	30.8	3.8	65.4	0
Collinwood High School	90.2	7.4	2.1	0.3	45.9	1.4	51.4	1.3
East High School	87.4	10.0	1.2	1.4	42.3	4.2	47.9	5.6
East Technical High School	84.6	12.9	1.9	0.6	49.4	3.5	40.0	7.1
Garrett Morgan Schl Of Science Middle School	70.9	10.0	14.9	4.2	41.7		58.3	0.0
Genesis Academy								
Ginn Academy								
Glenville High School	92.0	7.5	NC	NC	50.5		46.6	2.9
Health Careers Center High School					41.2	5.9	47.1	5.8
James Ford Rhodes High School	21.1	23.8	52.1	3.0	16.7	2.1	75.0	6.2
Jane Addams Business Careers High School	93.7	2.8	2.9	0.6	31.6	5.3	60.5	2.6
John Adams High School	89.4	10.2	NC	NC				
John F Kennedy High School	91.2	8.4	NC	NC	56.6	1.3	38.2	3.9
John Hay Campus High School	82.0	8.5	8.0	1.5	23.8	4.8	71.4	0
John Marshall High School	36.0	19.0	40.1	4.9	18.0	1.8	75.7	4.5
Lincoln-West High School	22.3	52.0	19.6	6.1	25.2	9.0	64.0	1.8
Martin Luther King Jr High School	89.4	8.8	NC	NC	60.9	2.2	32.6	4.3
Max S Hayes High School	49.8	22.1	26.5	1.6	30.9	7.3	61.8	0
Option Complex HS	81.8	13.9	NC	NC	21.1		73.7	5.2

SCHOOL NAME	Students identifying as Black (2006-07)	Students identifying as Hispanic (2006-07)	Students identifying as White (2006-07)	Students identifying as Other (2006-07)	Teachers that identify as Black (2006-07)	Teachers that identify as Hispanic (2006-07)	Teachers that identify as White (2006-07)	Teachers that identify as Other (2006-07)
South High School	75.6	10.7	12.9	0.8	40.5		55.4	4.1
SuccessTech Academy School	84.8	8.7	6.0	0.5	31.3		56.3	12.4
Whitney Young School	96.1	NC	NC	NC	52.6		47.4	0

Source: Ohio Department of Education, 2008a

Table D6: Middle School Extracurricular Involvement, by Race-Ethnicity.

		No		Yes		Missing		Total	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent
10A- School Sports or Cheerleading	White	1387	68.9	566	28.1	59	2.9	2012	100.0
	Black	4564	54.3	3374	40.1	468	5.6	8406	100.0
	Native American	19	63.3	10	33.3	1	3.3	30	100.0
	Asian	66	73.3	23	25.6	1	1.1	90	100.0
	Hispanic	883	65.1	426	31.4	48	3.5	1357	100.0
	Multiracial	107	67.7	46	29.1	5	3.2	158	100.0
	Undeclared	37	57.8	22	34.4	5	7.8	64	100.0
	Total	7063	58.0	4467	36.7	650	5.3	12180	100.0
10B- Arts or Music Group	White	1355	67.3	575	28.6	82	4.1	2012	100.0
	Black	5130	61.0	2678	31.9	598	7.1	8406	100.0
	Native American	23	76.7	6	20.0	1	3.3	30	100.0
	Asian	54	60.0	34	37.8	2	2.2	90	100.0
	Hispanic	882	65.0	408	30.1	67	4.9	1357	100.0
	Multiracial	95	60.1	53	33.5	10	6.3	158	100.0
	Undeclared	39	60.9	20	31.3	5	7.8	64	100.0
	Total	7578	62.4	3774	31.1	787	6.5	12139	100.0
10C- Organization or club based on nationality, culture, or ethnicity	White	1797	89.3	153	7.6	62	3.1	2012	100.0
	Black	6627	78.8	1301	15.5	478	5.7	8406	100.0
	Native American	25	83.3	4	13.3	1	3.3	30	100.0
	Asian	78	86.7	12	13.3	0	0.0	90	100.0
	Hispanic	1141	84.1	164	12.1	52	3.8	1357	100.0
	Multiracial	138	87.3	13	8.2	7	4.4	158	100.0
	Undeclared	54	84.4	6	9.4	4	6.3	64	100.0
	Total	9860	81.0	1653	13.6	656	5.4	12169	100.0
10D- Academic club or competition	White	1679	83.4	271	13.5	62	3.1	2012	100.0
	Black	6451	76.7	1450	17.2	505	6.0	8406	100.0
	Native American	25	83.3	4	13.3	1	3.3	30	100.0
	Asian	77	85.6	13	14.4	0	0.0	90	100.0
	Hispanic	1062	78.3	240	17.7	55	4.1	1357	100.0
	Multiracial	132	83.5	19	12.0	7	4.4	158	100.0
	Undeclared	54	84.4	5	7.8	5	7.8	64	100.0
	Total	9480	78.3	2002	16.5	622	5.1	12104	100.0
10E- Club that provides community service	White	1780	88.5	168	8.3	64	3.2	2012	100.0
	Black	6718	79.9	1177	14.0	511	6.1	8406	100.0
	Native American	25	83.3	4	13.3	1	3.3	30	100.0
	Asian	78	86.7	12	13.3	0	0.0	90	100.0
	Hispanic	1177	86.7	124	9.1	56	4.1	1357	100.0
	Multiracial	141	89.2	11	7.0	6	3.8	158	100.0

		No		Yes		Missing		Total	
	Undeclared	47	73.4	14	21.9	3	4.7	64	100.0
	Total	9966	82.5	1510	12.5	601	5.0	12077	100.0
10F- School yearbook, newspaper, or literary magazine	White	1656	82.3	288	14.3	68	3.4	2012	100.0
	Black	6301	75.0	1586	18.9	519	6.2	8406	100.0
	Native American	24	80.0	5	16.7	1	3.3	30	100.0
	Asian	73	81.1	16	17.8	1	1.1	90	100.0
	Hispanic	1084	79.9	217	16.0	56	4.1	1357	100.0
	Multiracial	126	79.7	26	16.5	6	3.8	158	100.0
	Undeclared	49	76.6	10	15.6	5	7.8	64	100.0
	Total	9313	76.7	2148	17.7	676	5.6	12137	100.0
10G- Student council or student government	White	1706	84.8	231	11.5	75	3.7	2012	100.0
	Black	6396	76.1	1427	17.0	583	6.9	8406	100.0
	Native American	25	83.3	4	13.3	1	3.3	30	100.0
	Asian	76	84.4	14	15.6	0	0.0	90	100.0
	Hispanic	1130	83.3	163	12.0	64	4.7	1357	100.0
	Multiracial	135	85.4	17	10.8	6	3.8	158	100.0
	Undeclared	49	76.6	8	12.5	7	10.9	64	100.0
	Total	9517	78.4	1864	15.4	751	6.2	12132	100.0
10H- Other club not included in list	White	1560	77.5	377	18.7	75	3.7	2012	100.0
	Black	6170	73.4	1715	20.4	521	6.2	8406	100.0
	Native American	25	83.3	4	13.3	1	3.3	30	100.0
	Asian	71	78.9	18	20.0	1	1.1	90	100.0
	Hispanic	1087	80.1	207	15.3	63	4.6	1357	100.0
	Multiracial	126	79.7	23	14.6	9	5.7	158	100.0
	Undeclared	48	75.0	10	15.6	6	9.4	64	100.0
	Total	9087	74.9	2354	19.4	691	5.7	12132	100.0
10I- Youth activities outside of school	White	842	41.8	1102	54.8	68	3.4	2012	100.0
	Black	3045	36.2	4873	58.0	488	5.8	8406	100.0
	Native American	16	53.3	13	43.3	1	3.3	30	100.0
	Asian	45	50.0	45	50.0	0	0.0	90	100.0
	Hispanic	522	38.5	779	57.4	56	4.1	1357	100.0
	Multiracial	58	36.7	94	59.5	6	3.8	158	100.0
	Undeclared	28	43.8	31	48.4	5	7.8	64	100.0
	Total	4556	37.6	6937	57.2	640	5.3	12133	100.0

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

Table D7: High School Extracurricular Involvement, by Race-Ethnicity.

		No		Yes		Missing		Total	
		Count	Percent	Count	Percent	Count	Percent	Count	Percent
10A- School Sports or Cheerleading	White	1006	68.2	424	28.8	44	3.0	1474	100.0
	Black	3901	55.8	2638	37.8	446	6.4	6985	100.0
	Native American	19	57.6	12	36.4	2	6.1	33	100.0
	Asian	39	56.5	24	34.8	6	8.7	69	100.0
	Hispanic	657	63.8	287	27.9	85	8.3	1029	100.0
	Multiracial	34	55.7	23	37.7	4	6.6	61	100.0
	Undeclared	18	45.0	14	35.0	8	20.0	40	100.0
	Total	5674	58.2	3422	35.1	660	6.8	9756	100.0
10B- Arts or Music Group	White	1150	78.0	267	18.1	57	3.9	1474	100.0
	Black	4665	66.8	1734	24.8	586	8.4	6985	100.0
	Native American	24	72.7	7	21.2	2	6.1	33	100.0
	Asian	48	69.6	14	20.3	7	10.1	69	100.0
	Hispanic	700	68.0	234	22.7	95	9.2	1029	100.0
	Multiracial	40	65.6	16	26.2	5	8.2	61	100.0
	Undeclared	18	45.0	11	27.5	11	27.5	40	100.0
	Total	6645	68.5	2283	23.5	778	8.0	9706	100.0
10C- Organization or club based on nationality, culture, or ethnicity	White	1337	90.7	91	6.2	46	3.1	1474	100.0
	Black	5701	81.6	809	11.6	475	6.8	6985	100.0
	Native American	29	87.9	2	6.1	2	6.1	33	100.0
	Asian	48	69.6	14	20.3	7	10.1	69	100.0
	Hispanic	793	77.1	147	14.3	89	8.6	1029	100.0
	Multiracial	48	78.7	9	14.8	4	6.6	61	100.0
	Undeclared	25	62.5	9	22.5	6	15.0	40	100.0
	Total	7981	82.1	1081	11.1	664	6.8	9726	100.0
10D- Academic club or competition	White	1203	81.6	223	15.1	48	3.3	1474	100.0
	Black	5413	77.5	1081	15.5	491	7.0	6985	100.0
	Native American	29	87.9	2	6.1	2	6.1	33	100.0
	Asian	47	68.1	16	23.2	6	8.7	69	100.0
	Hispanic	796	77.4	146	14.2	87	8.5	1029	100.0
	Multiracial	49	80.3	8	13.1	4	6.6	61	100.0
	Undeclared	23	57.5	9	22.5	8	20.0	40	100.0
	Total	7560	77.4	1485	15.2	722	7.4	9767	100.0
10E- Club that provides community service	White	1241	84.2	186	12.6	47	3.2	1474	100.0
	Black	5334	76.4	1159	16.6	492	7.0	6985	100.0

		No		Yes		Missing		Total	
	Native American	27	81.8	4	12.1	2	6.1	33	100.0
	Asian	51	73.9	12	17.4	6	8.7	69	100.0
	Hispanic	783	76.1	157	15.3	89	8.6	1029	100.0
	Multiracial	50	82.0	7	11.5	4	6.6	61	100.0
	Undeclared	24	60.0	8	20.0	8	20.0	40	100.0
	Total	7510	77.5	1533	15.8	644	6.6	9687	100.0
10F- School yearbook, newspaper, or literary magazine	White	1276	86.6	148	10.0	50	3.4	1474	100.0
	Black	5508	78.9	960	13.7	517	7.4	6985	100.0
	Native American	29	87.9	2	6.1	2	6.1	33	100.0
	Asian	53	76.8	10	14.5	6	8.7	69	100.0
	Hispanic	823	80.0	113	11.0	93	9.0	1029	100.0
	Multiracial	51	83.6	5	8.2	5	8.2	61	100.0
	Undeclared	20	50.0	13	32.5	7	17.5	40	100.0
	Total	7760	80.7	1251	13.0	607	6.3	9618	100.0
10G- Student council or student government	White	1299	88.1	129	8.8	46	3.1	1474	100.0
	Black	5482	78.5	1012	14.5	491	7.0	6985	100.0
	Native American	28	84.8	3	9.1	2	6.1	33	100.0
	Asian	54	78.3	9	13.0	6	8.7	69	100.0
	Hispanic	820	79.7	118	11.5	91	8.8	1029	100.0
	Multiracial	51	83.6	5	8.2	5	8.2	61	100.0
	Undeclared	24	60.0	9	22.5	7	17.5	40	100.0
	Total	7758	79.7	1285	13.2	695	7.1	9738	100.0
10H- Junior Reserve Officer Training Corps (JROTC)	White	1292	87.7	128	8.7	54	3.7	1474	100.0
	Black	5679	81.3	768	11.0	538	7.7	6985	100.0
	Native American	30	90.9	1	3.0	2	6.1	33	100.0
	Asian	61	88.4	2	2.9	6	8.7	69	100.0
	Hispanic	809	78.6	123	12.0	97	9.4	1029	100.0
	Multiracial	51	83.6	6	9.8	4	6.6	61	100.0
	Undeclared	27	67.5	6	15.0	7	17.5	40	100.0
	Total	7949	82.4	1034	10.7	662	6.9	9645	100.0
10I- Other club not included in the list	White	1233	83.6	195	13.2	46	3.1	1474	100.0
	Black	5483	78.5	998	14.3	504	7.2	6985	100.0
	Native American	30	90.9	1	3.0	2	6.1	33	100.0
	Asian	52	75.4	11	15.9	6	8.7	69	100.0
	Hispanic	799	77.6	139	13.5	91	8.8	1029	100.0
	Multiracial	47	77.0	10	16.4	4	6.6	61	100.0
	Undeclared	22	55.0	11	27.5	7	17.5	40	100.0
	Total	7666	79.0	1365	14.1	674	6.9	9705	100.0

		No		Yes		Missing		Total	
10J- Youth activities outside of school	White	795	53.9	632	42.9	47	3.2	1474	100.0
	Black	2963	42.4	3535	50.6	487	7.0	6985	100.0
	Native American	8	24.2	23	69.7	2	6.1	33	100.0
	Asian	38	55.1	25	36.2	6	8.7	69	100.0
	Hispanic	460	44.7	477	46.4	92	8.9	1029	100.0
	Multiracial	25	41.0	32	52.5	4	6.6	61	100.0
	Undeclared	10	25.0	24	60.0	6	15.0	40	100.0
	Total	4299	44.3	4748	48.9	659	6.8	9706	100.0

Source: Conditions for Learning Survey (administered in the District on February 22, 2008)

APPENDIX E: RELATIONSHIPS AMONG STRATEGIES, RECOMMENDATIONS AND FINDINGS AND IMPLEMENTATION-RELATED INFORMATION

Table E1: Findings and Recommendations for Strategies 1 to 5

Finding		Recommendations for Strategies 1 to 5				
		Strategy 1: Improve Capacity to Assess, Plan, Deploy and Monitor Human Ware Resources	**Strategy 2: Improve School Procedures, Protocols, Policies and Practices**	**Strategy 3: Improve School Climate**	**Strategy 4: Provide Positive Behavioral Supports and Social Emotional Learning**	**Strategy 5: Develop Warning and Response Systems**
Conditions for Learning	Safety and Positive Behavior Supports	▪ Ensure appropriate staffing ratios ▪ Establish HW Teams & SS Teams ▪ Expand recruitment & use of graduate social work/school psychology interns ▪ Focus resources that go to schools ▪ Free up guidance counselors & school psychologists to counsel students ▪ Use Medicaid crisis intervention resources to fund Mobil Crisis Teams	▪ Eliminate right of removal ▪ Eliminate transfer of students with behavior problems to unprepared schools ▪ Examine 40-minute classes ▪ Improve alternative programming ▪ Improve suspension procedures ▪ Remove limits on where security officers can go	▪ Address behavior of security officers ▪ Consider implementing ALAS, Check & Connect or developing a drop out prevention consistent with these models ▪ Employ advisories & class meetings ▪ Implement wearable ID tags ▪ Improve metal detector process ▪ Improve school bathroom cleanliness ▪ Improve services for youth who are LGTBQ	▪ Adapt SEL & related cultural competency standards ▪ Employ PBIS in a manner that has been intentionally refined to explicitly address SEL, or some District version of PBS that also includes SEL – or a combination of the GBG and PATHS or Best Behavior, Project ACHIEVE, or CSC ▪ Make hall activities common responsibility ▪ Revise student code of conduct ▪ Work with AFT to provide behavior management curriculum	▪ Conduct periodic screening for risk factors ▪ Develop a warning signs system ▪ Improve IBA early interventions ▪ Improve use of evidence-based interventions that respond to identified mental health needs
	Social Emotional Learning and Student Responsibility		▪ Eliminate right of removal ▪ Eliminate transfer of students with behavior problems to unprepared schools ▪ Examine 40-minute classes ▪ Improve alternative programming ▪ Improve suspension procedures			
	Student Connectedness and Supports					

Finding		Recommendations for Strategies 1 to 5				
		Strategy 1: Improve Capacity to Assess, Plan, Deploy and Monitor Human Ware Resources	**Strategy 2: Improve School Procedures, Protocols, Policies and Practices**	**Strategy 3: Improve School Climate**	**Strategy 4: Provide Positive Behavioral Supports and Social Emotional Learning**	**Strategy 5: Develop Warning and Response Systems**
School, District and Community Capacity to Systematically Respond to the Social and Emotional Needs of Children and Youth	Attendance and Related Procedures	▪ Ensure appropriate staffing ratios ▪ Establish HW Teams & SS Teams ▪ Expand recruitment & use of graduate social work/school psychology interns ▪ Focus resources that go to schools ▪ Free up guidance counselors & school psychologists to counsel students	▪ Eliminate right of removal ▪ Examine 40-minute classes ▪ Improve alternative programming ▪ Improve suspension procedures	▪ Consider implementing ALAS, Check & Connect or developing a drop out prevention consistent with these models ▪ Employ advisories & class meetings ▪ Implement effective attendance management ▪ Implement wearable ID tags ▪ Improve metal detector process ▪ Improve services for youth who are LGTBQ	▪ Adapt SEL & related cultural competency standards ▪ Revise student code of conduct	▪ Conduct periodic screening for risk factors ▪ Develop a warning signs system ▪ Improve IBA early interventions ▪ Improve use of evidence-based interventions that respond to identified mental health needs

Finding		Recommendations for Strategies 1 to 5				
		Strategy 1: Improve Capacity to Assess, Plan, Deploy and Monitor Human Ware Resources	**Strategy 2: Improve School Procedures, Protocols, Policies and Practices**	**Strategy 3: Improve School Climate**	**Strategy 4: Provide Positive Behavioral Supports and Social Emotional Learning**	**Strategy 5: Develop Warning and Response Systems**
School, District and Community Capacity to Systematically Respond to the Social and Emotional Needs of Children and Youth	Human Ware Data Systems Use and Accountability	▪ Establish HW Teams & SS Teams		▪ Employ advisories & class meetings ▪ Implement effective attendance management		
	Systems that Effectively Address and Monitor the Social and Emotional Needs of Students	▪ Ensure appropriate staffing ratios ▪ Establish HW Teams & SS Teams ▪ Focus resources that go to schools ▪ Free up guidance counselors & school psychologists to counsel students ▪ Move guidance counselors under CAO	▪ Improve alternative programming		▪ Employ PBIS in a manner that has been intentionally refined to explicitly address SEL, or some District version of PBS that also includes SEL – or a combination of the GBG and PATHS or Best Behavior, Project ACHIEVE, or CSC ▪ Work with AFT to provide behavior management curriculum	
	Professional Development			▪ Address security officer behavior ▪ Consider implementing ALAS, Check & Connect or developing a drop out prevention consistent with these models ▪ Employ advisories & class meetings ▪ Improve services for youth who are LGTBQ	▪ Employ PBIS to address SEL or some District version of PBS that includes SEL ▪ Work with AFT to provide behavior management curriculum	▪ Improve IBA early interventions ▪ Develop a warning signs system

Finding		Recommendations for Strategies 1 to 5				
		Strategy 1: Improve Capacity to Assess, Plan, Deploy and Monitor Human Ware Resources	**Strategy 2: Improve School Procedures, Protocols, Policies and Practices**	**Strategy 3: Improve School Climate**	**Strategy 4: Provide Positive Behavioral Supports and Social Emotional Learning**	**Strategy 5: Develop Warning and Response Systems**
	Quality of School and Community Services	▪ Ensure appropriate staffing ratios ▪ Establish HW Teams & SS Teams ▪ Expand recruitment & use of graduate social work/school psychology interns ▪ Focus resources that go to schools ▪ Free up guidance counselors & school psychologists to counsel students ▪ Move guidance counselors under CAO	▪ Improve alternative programming	▪ Improve services for youth who are LGTBQ		
Collaboration Between and Among Families, Schools and Agencies	Service Coordination and School-Community Partnership	▪ Establish HW Teams & SS Teams ▪ Focus resources that go to schools ▪ Move guidance counselors under CAO	▪ Improve alternative programming			▪ Conduct periodic screening for risk factors ▪ Develop a warning signs system
	Connections Between and Among Families, Schools and Agencies					

Table E2: Findings and Recommendations for Strategies 6 to 10

Finding		Recommendations for Strategies 6 to 10				
		Strategy 6: Enhance School-Agency Collaboration	**Strategy 7: Enhance Family-School Partnership**	**Strategy 8: Provide Focused Professional Development and Support**	**Strategy 9: Focus Funding Agency Resources**	**Strategy 10: Collect and Analyze Key Data for Monitoring, Evaluation and Quality Improvement**
Conditions for Learning	Safety and Positive Behavior Supports	▪ Develop protocols to improve information sharing ▪ Enhance collaboration between schools & agencies ▪ Identify effective community groups for support		▪ Offer in-school coaching ▪ Provide cultural competence training ▪ Provide early warning signs training ▪ Provide training in adolescent development ▪ Provide training in child development	▪ Implement quality standards ▪ Improve early childhood interventions	▪ Adapt the CFL Tool Kit ▪ Hold principals accountable for CFL results ▪ Improve data systems use & accountability ▪ Mental health agencies should identify & implement an MIS ▪ Monitor & evaluate the quality of & outcomes realized through all Human Ware activities ▪ Provide monitoring & support using CFL
	Social Emotional Learning and Student Responsibility					
	Student Connectedness and Supports		▪ Consider expanding FAST ▪ Help parents understand their role in education ▪ Implement three-tiered approach to family engagement			

Finding		Recommendations for Strategies 6 to 10				
		Strategy 6: Enhance School-Agency Collaboration	**Strategy 7: Enhance Family-School Partnership**	**Strategy 8: Provide Focused Professional Development and Support**	**Strategy 9: Focus Funding Agency Resources**	**Strategy 10: Collect and Analyze Key Data for Monitoring, Evaluation and Quality Improvement**
School, District and Community Capacity to Systematically Respond to the Social and Emotional Needs of Children and Youth	Attendance and Related Procedures	▪ Develop a common intervention framework	▪ Consider expanding FAST ▪ Help parents understand their role in education ▪ Implement three-tiered approach to family engagement	▪ Offer in-school coaching ▪ Provide cultural competence training ▪ Provide early warning signs training ▪ Provide training in adolescent development ▪ Provide training in child development		▪ Hold principals accountable for CFL results ▪ Improve data systems use & accountability ▪ Monitor & evaluate the quality of & outcomes realized through all Human Ware activities ▪ Provide monitoring & support using annual CFL surveys
	Human Ware Data Systems Use and Accountability	▪ Develop a common intervention framework ▪ Enhance collaboration between schools & agencies		▪ Provide early warning signs training	▪ Implement quality standards	▪ Adapt the CFL Tool Kit ▪ Develop and use a school-community dashboard ▪ Hold principals accountable for CFL results ▪ Improve data systems use & accountability ▪ Mental health agencies should identify & implement an MIS ▪ Monitor & evaluate the quality of & outcomes realized through all Human Ware activities ▪ Provide monitoring &
	Systems that Effectively Address and Monitor the Social and Emotional Needs of Students	▪ Develop a common intervention framework ▪ Enhance collaboration between schools & agencies ▪ Identify effective community groups for support		▪ Provide early warning signs training		

Finding		Recommendations for Strategies 6 to 10				
		Strategy 6: Enhance School-Agency Collaboration	**Strategy 7: Enhance Family-School Partnership**	**Strategy 8: Provide Focused Professional Development and Support**	**Strategy 9: Focus Funding Agency Resources**	**Strategy 10: Collect and Analyze Key Data for Monitoring, Evaluation and Quality Improvement**
						support using annual CFL surveys
	Professional Development		▪ Consider expanding FAST ▪ Help parents understand their role in education ▪ Implement three-tiered approach to family engagement	▪ Offer in-school coaching ▪ Provide cultural competence training ▪ Provide early warning signs training ▪ Provide training in adolescent development ▪ Provide training in child development	▪ Change State of Ohio Medicaid regulations ▪ Identify & cost out a small set of strategies ▪ Implement quality standards ▪ Improve early childhood interventions	▪ Provide monitoring & support using annual CFL surveys
	Quality of School and Community Services	▪ Collaborate & align work with YDI ▪ Develop a common intervention framework ▪ Develop protocols to improve information sharing ▪ Enhance collaboration between schools & agencies ▪ Enhance collaboration with Neighborhood Collaboratives ▪ Identify effective community groups for support ▪ Improve assessment & educational opportunities in N&D facilities			▪ Encourage funding agencies to focus on building the capacity of grantees to realize outcomes ▪ Identify & cost out a small set of strategies ▪ Implement quality standards ▪ Improve early childhood interventions	▪ Adapt the CFL Tool Kit ▪ Develop and use a school-community dashboard ▪ Mental health agencies should identify & implement an MIS ▪ Hold principals accountable for CFL results ▪ Improve data systems use & accountability ▪ Monitor & evaluate the quality of & outcomes realized through all Human Ware activities ▪ Provide monitoring & support using annual CFL surveys

Finding		Recommendations for Strategies 6 to 10				
		Strategy 6: Enhance School-Agency Collaboration	**Strategy 7: Enhance Family-School Partnership**	**Strategy 8: Provide Focused Professional Development and Support**	**Strategy 9: Focus Funding Agency Resources**	**Strategy 10: Collect and Analyze Key Data for Monitoring, Evaluation and Quality Improvement**
Collaboration Between and Among Families, Schools and Agencies	Service Coordination and School-Community Partnership	▪ Collaborate & align work with YDI ▪ Develop a common intervention framework ▪ Develop protocols to improve information sharing ▪ Enhance collaboration between schools & agencies ▪ Enhance collaboration with Neighborhood Collaboratives ▪ Identify effective community groups for support			▪ Encourage funding agencies to focus on building the capacity of grantees to realize outcomes ▪ Identify & cost out a small set of strategies ▪ Implement quality standards ▪ Improve early childhood interventions	▪ Develop and use a school-community dashboard ▪ Mental health agencies should identify and implement an MIS
	Connections Between and Among Families, Schools and Agencies		▪ Consider expanding FAST ▪ Help parents understand their role in education ▪ Implement three-tiered approach to family engagement			

Table E3: Recommendations, by Strategy and Implementation Year

	Year 1	Year 1.5	Year 2	Year 3	Year 4
Strategy 1	• Build capacity to enhance the quality of human services and student support • Focus resources that go to schools • Ensure appropriate staffing ratios • Free up guidance counselors and school psychologists to counsel students • Expand recruitment and use of graduate social work and school psychology interns • Use Medicaid crisis intervention resources to find Mobile Crisis Teams • Build structures to support change • Establish an HW and SS Team in each school and at the District level • Move guidance counselors under the chief academic officer				
Strategy 2	• Improve suspension protocols and procedures • Eliminate right of removal • Eliminate the transferring of students with problem behaviors to other schools that are not prepared to receive and support the students • Remove limits on where security officers can go in schools • Examine 40-minute classes		• Improve alternative programming • Examine 40-minute classes		
Strategy 3	• Improve metal detector process • Address the unprofessional behavior of some security officers • Improve school bathroom cleanliness • Implement effective attendance management and follow-up procedures	• Implement wearable identification tags for students and staff • Employ class meetings, grades K-4 • Employ advisories, grades 5 to 12	• Improve services and supports for youth who are LGBTQ • Consider Implementing Check & Connect and ALAS	• Consider Implementing Check & Connect and ALAS	

	Year 1	Year 1.5	Year 2	Year 3	Year 4
Strategy 4	• Work with AFT to provide training in use of proactive approaches for addressing behavior • Employ PBIS in a manner that has been intentionally refined to explicitly address SEL, or some District version of PBS that also includes SEL – or a combination of the GBG and PATHS or Best Behavior, Project ACHIEVE, or CSC • Revise student code of conduct • Plan to make hall activities a common responsibility • Consider implementing evidence-based anger management programs such as Skill Streaming	• Consider service-learning	• Enhance student respect and SEL • Consider service-learning • Consider Implementing PACT		• Adapt SEL and related cultural competency standards
Strategy 5	• Develop a warning signs system • Conduct periodic screening for early warning signs • Improve the use of evidence-based intensive interventions that respond to identified mental health needs		• Improve IBA early interventions	• Conduct periodic screening for early warning signs	
Strategy 6	• Enhance collaboration between schools and agencies • Develop protocols to ensure the effective and timely sharing of information • Improve mechanisms for sharing information between and among agencies, police and schools • Identify effective community groups that can support the schools and neighborhood centers • Collaborate and align work with Cleveland Foundation's YDI • Enhance collaboration with Neighborhood Collaboratives • Improve assessment and educational opportunities for children and youth in N&D facilities		• Identify effective community groups that can support the schools and neighborhood centers		

	Year 1	Year 1.5	Year 2	Year 3	Year 4
Strategy 7	• Implement a three-tiered approach to family engagement • Help parents/caregivers understand the important role they play in supporting their child's education and in monitoring what happens with it		• Review outcomes of and consider expansion of FAST		
Strategy 8	• Provide appropriate professional development and support • Provide early warning signs training • Provide cultural competency training • Provide training in child development for elementary school staff • Provide training in adolescent development for high school staff as well as those working with students in grades 6-8	• Offer in-school coaching	• Offer in-school coaching		
Strategy 9	• Identify and cost out a small set of programs and strategies that the District will support • Implement quality standards • Encourage funding agencies, which provide resources through grants and (or) contracts, to focus on building the capacity of grantees to realize outcomes, and consider using outcomes-based grant making or a similar approach • Improve early childhood intervention to prevent the development or exacerbation of behavioral problems				

	Year 1	Year 1.5	Year 2	Year 3	Year 4
Strategy 10	• Improve data systems use and accountability • Develop a school-community dashboard to monitor progress toward goals • Provide monitoring and support using CFL data for continuous quality improvement • Hold principals accountable for CFL results • Monitor and evaluate quality of and outcomes realized through all Human Ware activities • Agencies providing mental health services should identify and implement a MIS to monitor individual progress and results		• Adapt the CFL Tool Kit for the District and agencies		

Table E4: Recommendations, by Strategy and Entity or Person Responsible (Part I)

	District	Schools	Principals	Superintendent	Assistant Superintendent	CAO	Staff	Teachers
Strategy 1	• Build capacity to enhance the quality of human services and student support • Free up guidance counselors and school psychologists to counsel students • Focus resources that go to schools • Expand recruitment and use of graduate social work and school psychology interns • Use Medicaid crisis intervention resources to fund Mobil Crisis Teams • Build structures to support change		• Establish an HW Team and SS Team in each school and at the District level • Ensure appropriate staffing ratios • Build capacity to enhance the quality of human services and student support • Build structures to support change			Move guidance counselors under the chief academic officer		
Strategy 2	• Improve suspension protocols and procedures • Eliminate right of removal • Eliminate the transferring of students with problem behaviors to other schools that are not prepared to receive and support these students • Improve alternative programming • Remove limits on where security officers can go in schools • Examine 40-minute classes							
Strategy 3	• Implement wearable identification tags for students and staff • Employ class meetings, grades K-4; employ advisories, grades 5 to 12 • Improve services and supports for youth who are LGBTQ		• Employ class meetings, grades K-4; employ advisories, grades 5 to 12 • Implement effective attendance management and follow-up procedures • Improve school bathroom cleanliness			Consider Implementing Check & Connect and ALAS		Employ class meetings grades K-4; employ advisories, grades 5 to 12

	District	Schools	Principals	Superintendent	Assistant Superintendent	CAO	Staff	Teachers
Strategy 4	• Work with the AFT to provide training in the use of proactive approaches for addressing behavior • Employ PBIS in a manner that has been intentionally refined to explicitly address SEL, or some District version of PBS that also includes SEL – or a combination of the GBG and PATHS or Best Behavior, Project ACHIEVE, or CSC • Revise the student code of conduct • Consider service-learning • Consider Implementing PACT • Adapt SEL and related cultural competency standards		• Plan to make hall activities a common responsibility • Consider service-learning					
Strategy 5	Develop a warning signs system	Improve IBA early interventions	• Conduct periodic screening for early warning signs • Improve IBA early interventions			Conduct periodic screening for early warning signs	Conduct periodic screening for early warning signs	
Strategy 6	• Collaborate and align work with Cleveland Foundation's YDI • Improve assessment and educational opportunities for children and youth in N&D facilities					• Enhance collaboration between schools and agencies • Develop protocols to ensure the effective and timely sharing of information • Develop a common framework for intervention • Improve assessment and educational opportunities for children and youth in N&D facilities		
Strategy 7	• Implement a three-tiered approach to family engagement • Help parents/caregivers understand the important role that they can play in supporting their child's education and in monitoring what happens with it • Review outcomes FAST and consider expansion							

	District	Schools	Principals	Superintendent	Assistant Superintendent	CAO	Staff	Teachers
Strategy 8	• Provide appropriate professional development and support • Provide early warning signs training • Provide cultural competence training • Provide training in child development for elementary school staff • Provide training in adolescent development for high school staff as well as for those working with students in grades 6-8					• Provide appropriate professional development and support • Offer in-school coaching		
Strategy 9	• Identify and cost out a small set of programs and strategies that the District will support • Implement quality standards • Improve early childhood intervention to prevent the development or exacerbation of behavioral problems							
Strategy 10		Develop a school-community dashboard to monitor progress toward goals	Improve data systems use and accountability	Provide monitoring and support using CFL data for continuous quality improvement		• Improve data systems use and accountability • Hold principals accountable for CFL results • Adapt the CFL Tool Kit for the District and agencies • Provide monitoring and support using CFL data for continuous quality improvement		

Table E5: Recommendations, by Strategy and Entity or Person Responsible (Part II)

	Individual Pupil Services Staff	Student Support Team	CTU	N & D Staff	Chief of Safety and Security	Attendance Office	Human Ware Team	Tapestry	Probation
Strategy 1	Ensure appropriate staffing ratios								
Strategy 2			Eliminate right of removal						
Strategy 3					• Address the unprofessional behavior of some security officers • Improve the metal detector process	Implement effective attendance management and follow-up procedures	Implement effective attendance management and follow-up procedures	Implement effective attendance management and follow-up procedures	Implement effective attendance management and follow-up procedures
Strategy 4		Consider implementing evidence-based anger management programs such as Skill Streaming					• Plan to make hall activities a common responsibility • Enhance student respect and SEL		
Strategy 5		Improve the use of evidence-based intensive interventions for students with identified mental health needs							
Strategy 6		Identify effective community groups that can support the schools and neighborhood centers Enhance collaboration with Neighborhood Collaboratives		Improve assessment and educational opportunities for children and youth in N&D facilities	Improve the mechanism for sharing information between and among agencies, police, and schools			Enhance collaboration with Neighborhood Collaboratives	
Strategy 10		Monitor and evaluate quality of and outcomes realized through all Human Ware activities			Agencies providing mental health services should identify and implement a MIS to monitor individual progress and results		Provide monitoring and support using CFL data for continuous quality improvement	Monitor and evaluate quality of and outcomes realized through all Human Ware activities	

Table E6: Recommendations, by Strategy and Entity or Person Responsible (Part III)

	Mental Health Board	Community	Agencies	Foundations	Youth Development Initiative	State of Ohio	COO
Strategy 1			Focus resources that go to schools				
Strategy 3			Implement effective attendance management and follow-up procedures				
Strategy 4	Consider implementing evidence-based anger management programs such as Skill Streaming						
Strategy 5	Improve the use of evidence-based intensive interventions for students with identified mental health needs	Develop a warning signs system					
Strategy 6			• Enhance collaboration between schools and agencies • Develop protocols to ensure the effective and timely sharing of information • Develop a common framework for intervention • Identify effective community groups that can support the schools and neighborhood centers	Develop a common framework for intervention	• Collaborate and align work with Cleveland Foundation's YDI • Enhance collaboration with Neighborhood Collaboratives		
Strategy 7		Help parents/caregivers understand the important role that they can play in supporting their child's education and in monitoring what happens with it	Apply family-driven three-tiered approach to family engagement				
Strategy 9		Improve early childhood intervention to prevent the development or exacerbation of behavioral problems	• Identify and cost out a small set of programs and strategies that the District will support • Implement quality standards • Improve early childhood intervention to prevent the development or exacerbation of behavioral problems	Encourage funding agencies, which provide resources through grants and (or) contracts, to focus on building the capacity of grantees to realize outcomes, and consider using outcomes-based grant making or a similar approach		Change state of Ohio Medicaid regulations	

	Mental Health Board	Community	Agencies	Foundations	Youth Development Initiative	State of Ohio	COO
Strategy 10	Monitor and evaluate quality of and outcomes realized through all Human Ware activities		• Develop a school-community dashboard to monitor progress toward goals • Agencies providing mental health services should identify and implement a Management Information System to monitor individual progress and results • Adapt the CFL Tool Kit for the District and agencies				Hold principals accountable for CFL results