

# THE CLEVELAND PLAN

PERFORMANCE REPORT November 15, 2017





November 15, 2017

The Honorable John Kasich  
Governor of Ohio  
77 South High Street, 30th Floor  
Columbus, Ohio 43215

Members of the 132nd Ohio General Assembly  
Ohio Statehouse  
Columbus, Ohio 43215

RE: The Cleveland Plan Performance Report

Dear Gov. Kasich and Members of the General Assembly:

The Ohio Department of Education (the Department) is pleased to provide you with this report on the performance of The Cleveland Plan. Ohio Revised Code §3311.741 requires the Department to submit this report to the governor and General Assembly no later than Nov. 15, 2017.

Cleveland Metropolitan School District worked with the Department to establish measures for the report based on the strategies and goals of The Cleveland Plan. The array of measures is based on available data from 2011 through 2017, balancing the requirements of House Bill 525 and the goals of The Cleveland Plan.

This report includes the Department's analysis of the performance and growth of Cleveland Metropolitan School District's schools based on the five established metrics. The Department provided Cleveland Metropolitan School District an opportunity to provide supplemental evidence of progress for each formal metric to give a more complete picture of its successes and challenges in implementing The Cleveland Plan.

From 2011 through 2017, Ohio's education system went through significant transition, including new learning standards and two state testing system changes. While the data show that the district has challenges in meeting the Ohio state report card expectations, the analysis in this report demonstrates the district is making progress in improving academic achievement in the most recent year, expanding preschool enrollment, increasing college and career readiness and giving principals increased control of school budgets.

Sincerely,

A handwritten signature in black ink that reads "Paolo A. DeMaria". The signature is written in a cursive, flowing style.

Paolo DeMaria  
Superintendent of Public Instruction  
Ohio Department of Education



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## Executive Summary

The Cleveland Plan, issued in February 2012 by Cleveland Mayor Frank Jackson and Cleveland Metropolitan School District CEO Eric Gordon, set a vision for public education in Cleveland. The Ohio General Assembly made changes to state law to accommodate the implementation of the plan in House Bill 525, enacted in June 2012. **Ohio Revised Code §3311.741** requires the state superintendent of public instruction to evaluate Cleveland Metropolitan School District's performance on measures approved by both the district and the Ohio Department of Education (the Department) and to submit a report to the governor and Ohio General Assembly no later than Nov. 15, 2017.

**The overarching goal of The Cleveland Plan is:**

**At the end of six years (by 2018-2019) the district will have tripled the number of Cleveland students enrolled in high-performing district and charter schools, and will have eliminated failing schools.<sup>1</sup>**

After four years, the state has been tasked with reporting on an array of measures jointly developed by the Department and Cleveland Metropolitan School District. This analysis is complicated by changes at the state level, including new, more rigorous state tests that make it challenging to do year-to-year comparisons on performance for the life of the plan. Still, this report includes a wide range of information that reflects on the performance of the district.

Every district and school in Ohio receives an Ohio School Report Card that shows performance on state standards for student achievement, growth, graduation and other key measures. The information on the report cards is an important and transparent source of information on the overall performance of schools and districts. Report card information is not the only indication of whether a school is performing well. Report card measures help determine which schools are in most need of assistance from the state and its regional partners in addressing continuous improvement activities, as well as which districts may be subject to intensive interventions.

On its most recent district report card (2016-2017), Cleveland received F's on five of the six graded components and on nine of the 10 graded measures. Cleveland received a C on the K-3 Literacy component.

Beyond the high-level state report card data, this report examines progress toward five key measures, as follows:

**Metric 1: Increase the number of high-performing schools and decrease the number of failing schools as reported by the Cleveland Transformation Alliance.**

Overall, the number of high-performing schools has not increased, and the number of failing schools has not decreased compared to the baseline years. However, some positive trends are evident in the most recent years of the new state tests, as the number of failing schools decreased sizably and many schools improved a level on the School Quality Framework. The district Performance Index score increased 4 points in the most recent school year.

<sup>1</sup> The Cleveland Plan Strategic Implementation Plan, 2012-2016. October 2013. [www.clevelandmetroschools.org](http://www.clevelandmetroschools.org)

**Metric 2: Increase the district's one-year Value-Added measure.**

During the years included in the analysis, district growth met or exceeded expectations for certain subjects in some but not all years. For example, the district exceeded growth expectations in math in 2012-2013 and 2013-2014. In the 2015-2016 and 2016-2017 school years, the district received F's on all three Value-Added measures.

**Metric 3: Focus the district's central office on key support and governance roles and transfer authority and resources to schools.**

Cleveland substantially increased the percentage of the district budget controlled by school principals and implemented a districtwide open enrollment system for 100 percent of the schools in the district.

**Metric 4: Invest and phase in high-leverage system reforms across all schools from preschool to college and career.**

Cleveland made significant strides in increasing preschool enrollment and students participating in the ACT and receiving industry recognized credentials. Enrollment in early childhood education increased more than 400 percent compared to the years before the plan, and ACT participation increased from 36.9 percent to 67 percent. Cleveland also more than doubled the number of students deemed college or career ready.

**Metric 5: Create the Cleveland Transformation Alliance to ensure accountability for all public schools in the city.**

The Cleveland Transformation Alliance has been established and published four annual reports on the progress of The Cleveland Plan.

Additional contextual information provided by Cleveland provides a more nuanced look at the progress being made toward all goals.



## Introduction

The Cleveland Plan, issued in February 2012 by Cleveland Mayor Frank Jackson and Cleveland Metropolitan School District CEO Eric Gordon, set a vision for public education in Cleveland. The Ohio General Assembly made changes to state law to accommodate the implementation of the plan in House Bill 525, enacted in June 2012. **Ohio Revised Code §3311.741** requires the state superintendent of public instruction to evaluate Cleveland Metropolitan School District's performance on measures approved by both the district and the Ohio Department of Education (the Department) and to submit a report to the governor and Ohio General Assembly no later than Nov. 15, 2017.

### The overarching goal of The Cleveland Plan is:

At the end of six years (by 2018-2019) the district will have tripled the number of Cleveland students enrolled in high-performing district and charter schools, and will have eliminated failing schools.<sup>2</sup>

### The four key elements to meeting The Cleveland Plan's overarching goal include:

- Grow the number of high-performing district and charter schools in Cleveland and close and replace failing schools;
- Focus the district's central office on key support and governance roles and transfer authority and resources to schools;
- Invest and phase in high-leverage system reforms across all schools from preschool to college and career; and
- Create the Cleveland Transformation Alliance to ensure accountability for all public schools in the city.

<sup>2</sup> The Cleveland Plan Strategic Implementation Plan, 2012-2016. October 2013. [www.clevelandmetroschools.org](http://www.clevelandmetroschools.org)



## Array of Measures

Cleveland Metropolitan School District worked with the Department to establish performance measures based on the four key elements of The Cleveland Plan Strategic Implementation Plan. **Ohio Revised Code §3311.741** required the district to submit an “array of measures” by Dec. 1, 2012, that the Department would use to assess student achievement, progress and college and career readiness. The law also required the state superintendent of public instruction to approve or

### Statewide Testing System Changes During Implementation of The Cleveland Plan

Ohio’s state testing system has undergone several changes during the same time as implementation of The Cleveland Plan. Noting these changes provides important context while reviewing performance across the state.

In 2014-2015, Ohio transitioned from the Ohio Achievement Assessments (OAA) and Ohio Graduation Tests (OGT) to new assessments aligned to Ohio’s Learning Standards. These new PARCC assessments had more rigorous expectations for students. For example, the expectation of demonstrated knowledge and skills for a student to score “proficient” increased.

Then, in 2015-2016, the General Assembly directed the state to transition to new assessments — Ohio’s State Tests, which also have higher expectations than the prior testing systems. These new tests have now been in place for two consecutive school years (2015-2016 and 2016-2017).

Because of the impact of changes in Ohio’s statewide testing system, the district worked with the Department to revise the array of measures in July 2015. The guiding principles for revision included agreement that measures:

- Cover the 2011-2017 school years;
- Reflect the district’s implementation activities related to The Cleveland Plan;
- Reflect challenges faced by the district;
- Are informed by available data; and
- Balance the requirements of House Bill 525 and the goals of The Cleveland Plan.



The Department is reporting on the performance of Cleveland Metropolitan School District and partner schools using the approved array of measures that are aligned to The Cleveland Plan key elements and goals. The five measures reflecting the four key elements of The Cleveland Plan are:

**Metric 1:** Increase the number of high-performing schools and decrease the number of failing schools as reported by the Cleveland Transformation Alliance.

**Metric 2:** Increase the district's one-year Value-Added measure.

**Metric 3:** Focus the district's central office on key support and governance roles and transfer authority and resources to schools.

**Metric 4:** Invest and phase in high-leverage system reforms across all schools from preschool to college and career.

**Metric 5:** Create the Cleveland Transformation Alliance to ensure accountability for all public schools in the city.

## Data

This report uses data from several sources, including the Ohio School Report Cards and related data files; data files from American College Testing, creator of the ACT; and data from the Cleveland Metropolitan School District. The report cites the source of each data table and chart included.

The metrics apply not only to traditional schools operated by the district but also to community schools that Cleveland Metropolitan School District sponsors or with which a formal partnership exists. Because some of these community schools are not reflected on the district's report card but receive their own Ohio School Report Cards, the results of this evaluation may not directly align with Cleveland Metropolitan School District's Ohio School Report Card results for the corresponding years. The district submitted a list of the portfolio of schools to be included in The Cleveland Plan analysis for each year, 2011-2017. The portfolio includes all district schools and community schools that are either sponsored by Cleveland Metropolitan School District or have a formal partnership with the school district. Appendix A-I includes the portfolio of schools by year.

This report includes the Department's analysis of the performance and growth of Cleveland's schools based on the five previously stated metrics. The Department has given the district the opportunity to provide contextual information following each formal metric to give a more complete picture of its successes and challenges in implementing The Cleveland Plan.







**District Details**

Cleveland Metropolitan School District and its sponsored community schools and partner community schools served nearly 55,000 students in 2016-2017. The district reported district-only enrollment of slightly fewer than 39,000 in 2016-2017. The district demographics for 2016-2017 were approximately 65 percent black students; 16 percent Hispanic students; 16 percent white students; and 4 percent Asian, American Indian or multiracial students. The district reported that 22 percent of its scholars were students with disabilities, 100 percent were economically disadvantaged and 9 percent were English learners. When reviewing these data, it is important to note that Cleveland participates in the Community Eligibility Provision (CEP), which provides no-cost breakfasts and lunches to all students. Because of this provision, Cleveland must report 100 percent of its students in the “economic disadvantaged” category, regardless of each family’s actual income level.

The number of schools included in the Cleveland portfolio is shown in Table 1, which includes the baseline years of 2010-2011 and 2011-2012 and the number of schools served by The Cleveland Plan from 2013-2014 through 2016-2017. The following analysis and evaluation includes performance results from the specific portfolio of schools by year. In any given year, schools are included in the analyses where they serve sufficient numbers of students in the relevant grade levels. The complete portfolio of schools is available in Appendix A-I.

**Table 1. The Cleveland Plan Portfolio School Counts by Year**

2010 - 2011	2011 - 2012	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017
107	125	136	146	150	154	153



**Ohio School Report Card Results**

Every district and school in Ohio receives an Ohio School Report Card that shows performance on state standards for student achievement, growth, graduation and other key measures. The report card transitioned to a new A-F grading system for the 2012-2013 school year, which was the first year of full implementation for The Cleveland Plan. The information on the report cards is important for community members, parents, educators and policymakers to understand the overall performance of schools and districts. The measures also determine which schools are most in need of support. This includes identifying schools that are most in need of assistance from the state and its regional partners in addressing continuous improvement activities, as well as which districts may be subject to the most intensive of interventions – an Academic Distress Commission.

In the two baseline years before implementation of The Cleveland Plan, the state report card used different labels than the current A-F grading system. While some measures were the same or similar, they produced different ratings for each district and school in the state. Table 2 shows the district ratings during the baseline years.

**Table 2. Cleveland Metropolitan School District – Report Card Performance, 2010-2011 – 2011-2012**

2010 - 2011	2011 - 2012
Academic Watch	Academic Emergency

In 2012-2013, the state report card transitioned to a new A-F grading system. While some of the measures were the same, new measures were added. Districts and schools earned letter grades based on the performance of those measures. Table 3 shows the district letter grades on those report cards.

**Table 3. Cleveland Metropolitan School District - Report Card Performance, 2012-2013 - 2016-2017**

Measure	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017
<b>Achievement</b>				F	F
Performance Index	D	D	D	F	F
Indicators Met	F	F	F	F	F
<b>Progress</b>				F	F
Overall	F	F	C	F	F
Lowest 20% In Achievement	C	C	C	F	F
Gifted	C	F	C	F	F
Students With Disabilities	F	C	F	F	F
<b>Gap Closing (AMO)</b>	F	F	F	F	F
<b>Graduation</b>				F	F
Four-Year Rate	F	F	F	F	F
Five-Year Rate	F	F	F	F	F
<b>K-3 Literacy</b>		F	F	F	C
<b>Prepared for Success</b>				F	F

Cleveland Metropolitan School District earned F's on five of the six graded components on the Ohio School Report Card for the 2016-2017 school year and F's on nine of the 10 graded measures.

Every school annually receives an Ohio School Report Card. Appendix A-II includes summary information on Cleveland Municipal School District report cards from 2010-2011 to 2016-2017. All district and school report cards, and detailed information regarding the measures and calculations, are available online at [www.reportcard.education.ohio.gov](http://www.reportcard.education.ohio.gov).





### **Metric 1:**

Increase the number of high-performing schools and decrease the number of failing schools as reported by the Cleveland Transformation Alliance.



## The School Quality Framework and Relevant Data

This metric reflects the percentage of students in high-performing schools and percentage of students in failing schools using the Cleveland Transformation Alliance's School Quality Framework. The results reported are disaggregated by race, English learner status, gifted status and students with disabilities. The Cleveland Transformation Alliance's School Quality Framework uses three measures from the Ohio School Report Cards — Performance Index, Overall Value-Added and Graduation Rate (for high schools) — to rate schools based on the letter grades they earn for each measure (see Figure 1).

- The **Performance Index** measures the achievement of every student, not just whether he or she reaches “proficient.” Districts and schools receive points for every student’s level of achievement. The higher the student’s level, the more points the school earns toward its index. This rewards schools and districts that improve the performance of highest- and lowest-performing students.
- Not all children start out at the same place with their learning, but every student should learn and grow throughout the school year. The **Overall Value-Added** measure looks closely at the growth that all students are making based on their past performances.
- The **Graduation Rate** looks at the percent of students who are successfully finishing high school with a diploma in four years.

The School Quality Framework rates K-8 schools using the Performance Index measure and the Overall Value-Added measure. It uses the Performance Index measure and the Four-Year Graduation Rate measure to rate high schools. Under the School Quality Framework, each school is rated as high-performing, mid-performing, low-performing or failing.

Metric 1 is reported for each year of The Cleveland Plan and, once again, is based on data from district schools, district-sponsored community schools and community schools that formally partner with the district. The Department reported on performance for each school using the School Quality Framework (Figure 1), then calculated the total number of students enrolled in schools in each performance category. In this report, enrollment is a full-time equivalency (FTE) calculation that incorporates student enrollment and withdraw dates, school calendar year assignment and percent of time served. FTE is the standard method for calculating enrollment on the Ohio School Report Cards. This metric also is reported by the number of students being served in each school performance category by racial subgroup, English learners, gifted students and students with disabilities.

The Cleveland Transformation Alliance's School Quality Framework uses letter grades based on Ohio's current report cards. These grades were assigned on the Ohio School Report Cards starting in 2012-2013. The Department collected the letter grades and scores for the Performance Index and the Graduation Rate from the district's Ohio School Report Cards for the relevant years. Pursuant to the School Quality Framework created by the Cleveland Transformation Alliance, the Department, solely for the purpose of this report,



























applied letter grade equivalencies to performance measures for the 2010-2011 and 2011-2012 school years when letter grades were not part of the Ohio School Report Card system.

For Value-Added measures, the Ohio School Report Cards include up to three years of data, when available. In 2015, when revising the measures on which it would be evaluated, Cleveland Metropolitan School District requested that the Department use the single-year Value-Added score for both Metric 1 and Metric 2. For the purposes of this report, the Department used the single-year Value-Added information from the district's Value-Added report card data files and applied letter grade equivalencies as needed for each metric. For Value-Added measures, letter-grade equivalencies were assigned for the 2010-2011 and 2011-2012 school years (since letter grades were not used at that time); and letter-grade equivalencies also were assigned for the 2013-2014 and 2014-2015 Value-Added measures reflecting a single year Value-Added score because the actual Ohio School Report Card measure included multiple years of data.

Some of the measures the School Quality Framework uses are based on state test results. As previously indicated, it is important to understand that the Ohio General Assembly directed the Ohio Department of Education to transition to new state tests in mathematics and English language arts and that these tests became more rigorous in the 2014-2015 and 2015-2016 school years to reflect Ohio's higher expectations for students. This evaluation spans those testing transitions. These changes in assessments make it challenging to compare recent Ohio's State Test data prior to 2014-2015. Ohio's State Tests now have been in place for two consecutive school years (2015-2016 and 2016-2017) and provide a basis for comparison in the most recent two school years.

**Figure 1. Cleveland Transformation Alliance School Quality Framework**

		K-8: Value-Added Grade High Schools: Four-Year Graduation Rate Grade				
		A	B	C	D	F
Performance Index Grade	A					
	B					
	C					
	D					
	F					
		 High Performing	 Mid Performing	 Low Performing	 Failing	

Data Source: **Cleveland Transformation Alliance 2015 Report**, p. 21

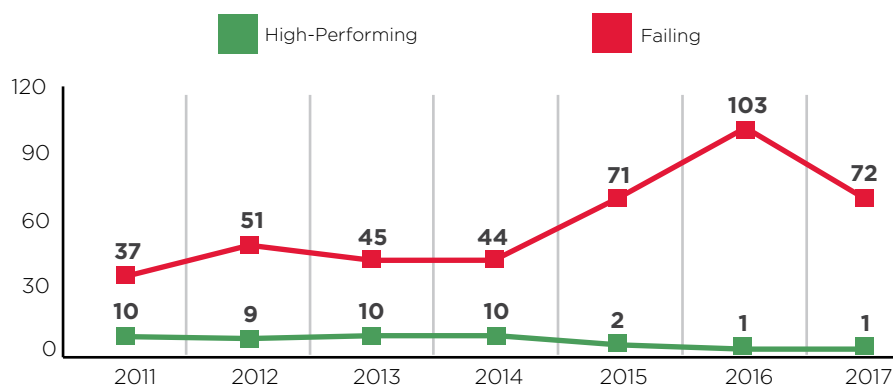


### Metric 1 Results

Figure 2 shows the number of schools identified through the School Quality Framework as high-performing and the number of schools identified as failing from 2011-2017. The number of failing schools increased slightly before the transition to new tests reflecting higher expectations, then increased significantly during the test transition. The increased rigor of the new tests meant that, in general, students often scored lower than they may have otherwise with the earlier tests. For example, the knowledge required to score proficient on the new tests is higher than for scoring proficient on the old Ohio Achievement Assessments and the Ohio Graduation Tests. The resulting lower Performance Index scores should not be interpreted to mean that the knowledge acquired by students diminished.

In the second year (2016-2017) of the current, revised testing system, the number of schools under The Cleveland Plan identified as failing decreased sizably (nearly 30 percent) — from 103 schools in 2015-2016 to 72 schools. As the new testing system stabilizes and school systems adjust to it, changes in the metrics are more meaningful.

**Figure 2. Number of High-Performing Schools and Number of Failing Schools, 2011 - 2017**



*Data Source: 2011–2017 Ohio School Report Cards and Related Files*

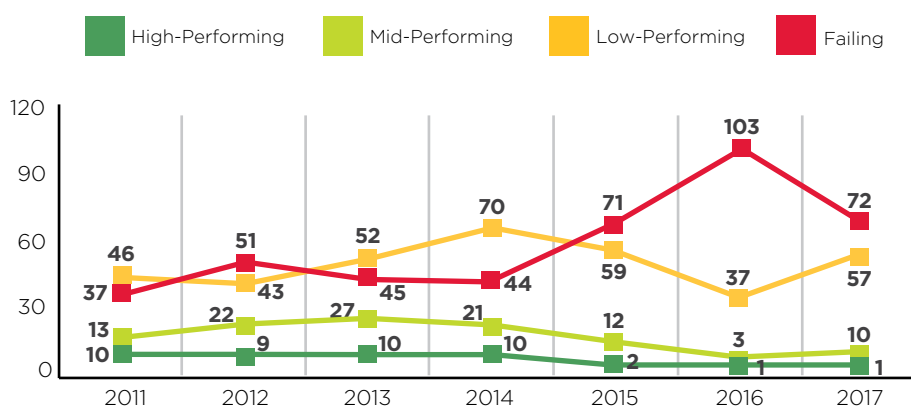
Figure 3 provides a clearer picture of how schools performed under The Cleveland Plan by also tracking the schools identified as low-performing or mid-performing. **This data shows that:**

- Corresponding to the decrease in the number of schools identified as failing from 2015-2016 to 2016-2017, the number of schools identified as low-performing and mid-performing increased.

- Among K-8 schools, many saw increases in levels on the School Quality Framework from 2015-2016 to 2016-2017:
  - Thirty-six moved from failing to low-performing;
  - Two increased from failing to mid-performing; and
  - Three moved from low-performing to mid-performing.
- While only two high schools saw increases in levels on the School Quality Framework, from low-performing to mid-performing, many high schools saw noteworthy increases in performance. The average Performance Index score was a 4 point increase across Cleveland schools, however, the following high schools saw more than a 10-point increase from the prior year:
  - Washington Park;
  - Cleveland School of Architecture and Design;
  - Cleveland Early College High;
  - Ginn Academy; and
  - John Marshall School of Information Technology.

Important statewide trends should be considered when analyzing Performance Index results. With the transition to Ohio's State Tests, the state-level Performance Index dropped from 95.7 out of 120 possible points in 2013-2014, to 87.8 points in 2014-2015, to 81.6 points in 2015-2016. The state Performance Index increased 2.5 points in 2017, from 81.6 the previous year to 84.1. The Cleveland Metropolitan School District Performance Index score increased 4 points from 2015-2016 to 2016-2017 from 55.1 to 59.1.

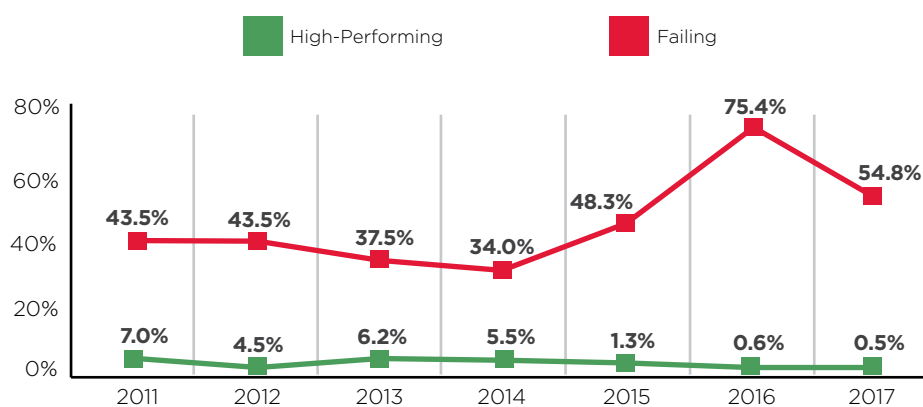
**Figure 3. Number of Schools Identified within each Performance Category, 2011 - 2017**



*Data Source: 2011-2017 Ohio School Report Cards and Related Files. Note: Total counts of schools included in Figure 3 will not match total counts included in The Cleveland Plan portfolio of schools (Table 1). Schools that do not serve sufficient numbers of students in relevant grade levels are not included in this analysis.*

Figure 4 shows the percentage of students enrolled in schools identified as high-performing or failing as defined by the School Quality Framework from 2011 through 2017. Prior to testing changes, there was a nearly 30 percent decline (more than 13 percentage points) in students enrolled in failing schools. After an increase in students enrolled in failing schools at the start of the testing transition, there was another substantial decrease of 26 percent (more than 20 percentage points) from 2015-2016 to 2016-2017, mirroring the decline in schools identified as failing shown in Figures 2 and 3.

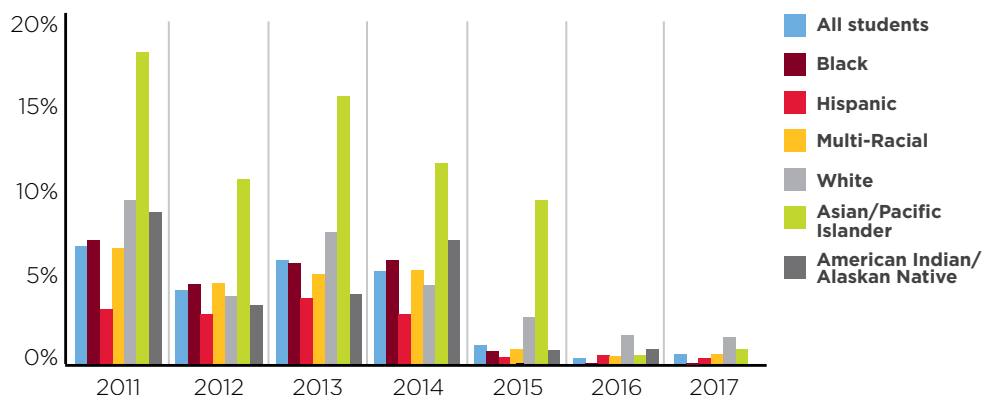
**Figure 4. Student Enrollment in High-Performing and Failing Schools, 2011-2017**



Data Source: 2011-2017 Ohio School Report Cards and Related Files

Figure 5 shows the percentage of students by racial subgroups enrolled in high-performing schools from 2011 through 2017. The percentage of students enrolled in high-performing schools decreased for all student subgroups between 2013-2014 and 2014-2015.

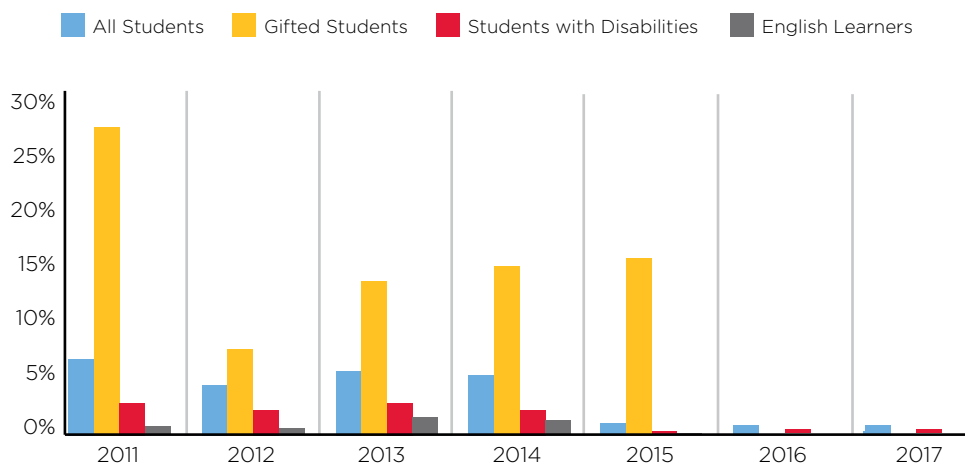
**Figure 5. Student Enrollment in High-Performing Schools by Racial Subgroup, 2011-2017**



Data Source: 2011-2017 Ohio School Report Cards and Related Files

Figure 6 shows the percentage of students with disabilities, English learners and gifted students enrolled in high-performing schools decreased since 2014. Similar to Figure 5, all subgroup enrollment in high-performing schools declined. No gifted students or English learners were reported as enrolled in high-performing schools in the 2016-2017 school year.

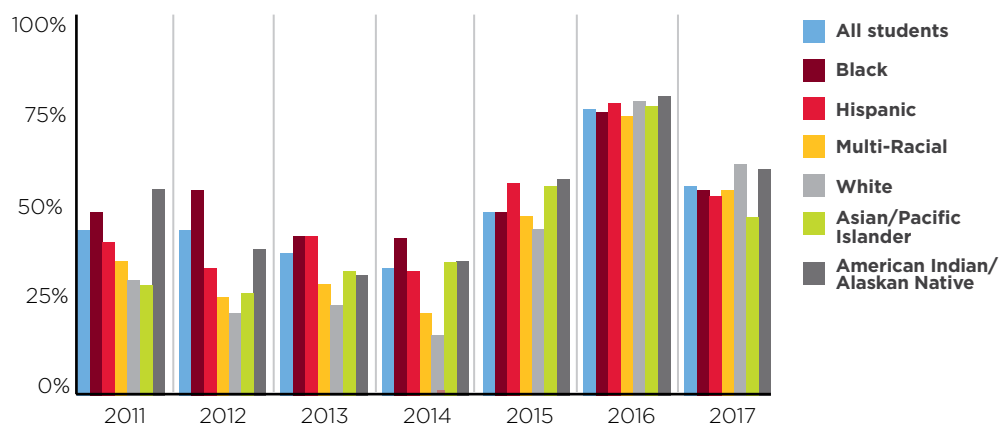
**Figure 6. Student Enrollment in High-Performing Schools: Students with Disabilities, English Learners and Gifted Students, 2011-2017**



Data Source: 2011-2017 Ohio School Report Cards and Related Files

Figure 7 illustrates the percent of student enrollment by subgroup in schools identified as failing between 2011 through 2017. Note that the percentage of all subgroups of students enrolled in failing schools decreased from 2015-2016 to 2016-2017.

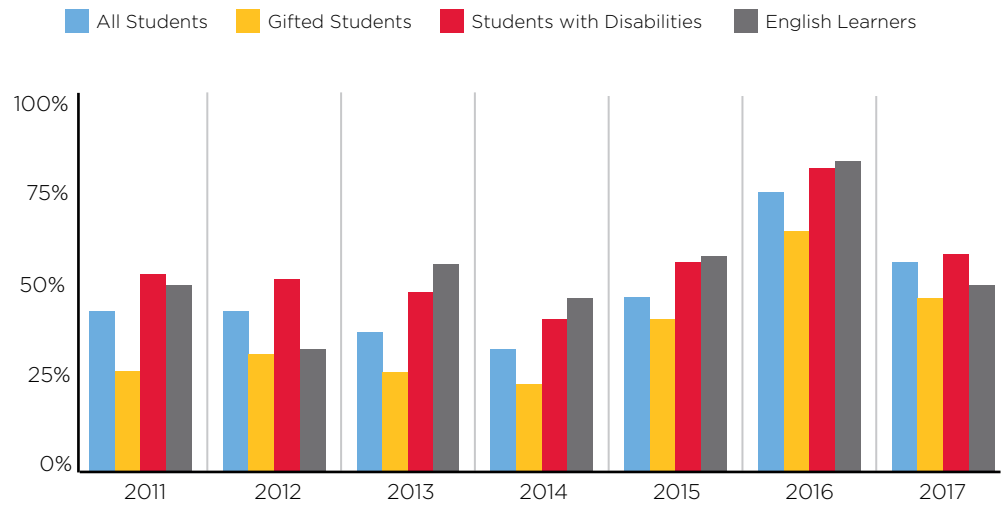
**Figure 7. Student Enrollment in Failing Schools by Racial Subgroup, 2011-2017**



Data Source: 2011-2017 Ohio School Report Cards and Related Files

Figure 8 shows similar trends — the percent of students in all educational subgroups enrolled in failing schools fell between 2015-2016 and 2016-2017. A higher percentage of students with disabilities and English learners were enrolled in failing schools than gifted students.

**Figure 8. Student Enrollment in Failing Schools: Students with Disabilities, English Learners and Gifted Students**



Data Source: 2011-2017 Ohio School Report Cards and Related Files

## Supplemental Evidence of Progress from Cleveland Metropolitan School District Toward Increasing High-Performing Schools and Decreasing Failing Schools

A key component of The Cleveland Plan is to increase the number of students in high-quality schools and decrease the number of failing schools in Cleveland. To accomplish the first aspect of this goal, Cleveland Metropolitan School District attempted to expand the number of high-performing schools operated by the district, promote high-performing schools, expand partnerships with highly effective charter organizations, start new schools, and strengthen and refocus mid-performing schools. Furthermore, to reduce the number of failing schools, the district also worked to repurpose and address low-performing schools through various strategies.

The district is confident that the last six years have informed its next steps and provided a clear path to pursue future success. The district also is confident that families will choose effective schools that are best for them, and the district invested in providing families with tools to make that choice through the open enrollment policy and supporting the SchoolMint platform.

Despite changes to testing and accountability rules that occurred during The Cleveland Plan, the district recognizes that there is much to do to accomplish this important goal. With stability in the testing system, the district is confident it will be able to continue to decrease the number of failing schools as seen from 2015-2016 to 2016-2017, as well as grow the number of high-performing schools.

Supporting documents on these efforts provided by Cleveland Metropolitan School District are available at [education.ohio.gov/about/Annual-Reports](http://education.ohio.gov/about/Annual-Reports).





## Metric 1 Summary

While transitions in the state testing system make it challenging to analyze each year of The Cleveland Plan implementation compared to the baseline years, some important trends are evident. The goal for the plan was to increase the number of high-performing schools and decrease the number of failing schools. The number of failing schools increased slightly before the transition to new tests, then increased significantly during the test transition. In the second year (2016-2017) of the current, revised testing system, the number of schools identified as failing decreased sizably — from 103 schools in 2015-2016 to 72 schools. During that same time, many schools increased a level on the School Quality Framework. The district Performance Index score increased 4 points, compared to the state average increase of 2.5 points.

**Overall, the number of high-performing schools has not increased, and the number of failing schools has not decreased compared to the baseline years. However, some positive trends are evident in the most recent two years of the new state tests, as the number of failing schools has decreased sizably and many schools improved a level on the School Quality Framework.**



### **Metric 2:**

**Increase the district's one-year Value-Added measure.**

Not all children start out at the same place with their learning, but every student should learn and grow throughout the school year. Value-Added looks closely at the growth that all students are making by looking at current student achievement compared to prior achievement.<sup>3</sup> In other words, the Value-Added measure indicates whether students are growing academically from year to year.

A school or district earns its letter grade on the report card based on how it has met, exceeded or not met the growth expectations. Schools or districts that earn C's for Value-Added met the growth expectations. Schools that exceed growth expectations earn A's or B's, while schools that do not meet growth expectations receive D's or F's.

Cleveland Metropolitan School District's approved array of measures states the Department will report the Value-Added composite for grades 4-8. In 2015-2016, the overall Value-Added score began including Ohio's new end-of-course state high school tests. Therefore, for 2015-2016 and 2016-2017, the Value-Added measure also will include end-of-course tests, such as Algebra I, for any students in those grades who were enrolled in state-tested, credit-bearing high school courses. The "composite" is the combination of Value-Added measures from different subjects and grades.

The information reported in Figure 9 will not directly match the information reported on the Cleveland Metropolitan School District's 2014 Ohio School Report Card or its 2015 Ohio School Report Card. As indicated previously, report card Value-Added scores include up to three years of data, when available. In 2012-2013 and 2013-2014, the graded Value-Added measures on the Ohio School Report Cards included multiple years of data. In 2014-2015 and 2015-2016, the report card Value-Added measures included only one year of data. They included two years of data in 2016-2017 and will increase to include up to three years with each additional year of available data in 2017-2018 and thereafter.

The array of measures the state superintendent approved in 2015 called for using a Value-Added measure based only on one year of data. This is shown in Figure 9 below.

## Metric 2 Results

Figure 9 displays the one-year, district-level, Value-Added results over time. Note that in 2010-2011 and 2011-2012, the report cards did not assign letter grades.

In the 2010-2011 school year, the district earned an equivalent of a D for math, an F for English language arts and an F for the overall, or composite, one-year measure.

Since 2010-2011, the district had some years of progress on these measures. For example, the district earned A's on math in 2012-2013 and 2013-2014; an A on English language arts growth in 2014-2015; and C's on the combined measures for three of the seven school years included in the analysis.

In the 2015-2016 and 2016-2017 school years, the district received F's on all three measures.

<sup>3</sup> [www.education.ohio.gov](http://www.education.ohio.gov)



**Figure 9. District One-Year Value-Added: Math, English Language Arts and Combined Composite**

	2010	2011	2012	2013	2014	2015	2016
Math	D	F	A	A	F	F	F
English Language Arts	F	D	F	F	A	F	F
Composite	F	F	C	C	C	F	F

*Data Source: SAS Value-Added EVAAS; 2011-2017 Ohio School Report Cards and Related Files. Note: Information in Figure 9 will not directly align with the Ohio School Report Cards because of the roll-out of the letter-grade system and use of one-year versus multi-year Value-Added measures.*



## Supplemental Evidence of Progress from Cleveland Metropolitan School District on Progress Toward Improving District Value-Added

The strategies and initiatives laid out in the contextual information on Metric 1 are meant to improve Performance Index and graduation rates, as well as Value-Added scores. The definition of “high performing” on the School Quality Framework includes Value-Added scores, and the district is working to ensure student growth across schools. That being said, many Cleveland Metropolitan School District scholars face more challenges and start farther behind than their peers throughout the state. It is for this reason that it is imperative that Cleveland Metropolitan School District not only grow its students at the same rate as their peers (which is a C on the Progress component of the report card) but that Cleveland Metropolitan School District students exceed their peers.

Much like many other districts, Cleveland Metropolitan School District has been challenged by both the change in the testing system and the change in the measure used to calculate the gain index score used in the report card. Despite these challenges, Cleveland Metropolitan School District believes that the gain index is an important measure that illustrates the growth of our students relative to their statewide peers and is investing resources to help principals and their building leadership teams understand and improve the gain index score in their buildings. For this reason, the district is working with principals to better understand their Value-Added data and identify strategies to improve outcomes for students.



## Metric 2 Summary

Value-Added measures the academic growth of students. The stated goal was to increase the district's one-year Value-Added measure. During the years of the analysis, certain subjects met or exceeded growth expectations in some years. For example, the district exceeded growth expectations in math in 2012-2013 and 2013-2014. In the most recent 2015-2016 and 2016-2017 school years, the district received F's on all three measures.





### **Metric 3:**

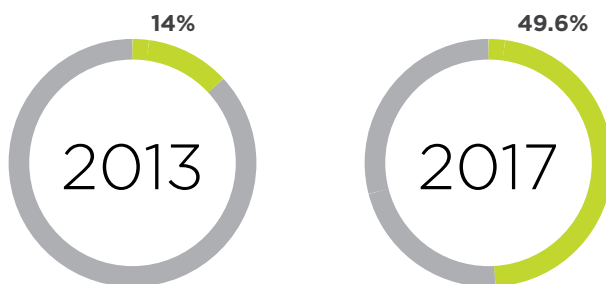
**Focus the district's central office on key support and governance roles and transfer authority and resources to schools.**

This metric is measured using the percent of the Cleveland Metropolitan School District operating budget controlled by principals and the number and percent of all Cleveland schools in a common and open enrollment system.

### Metric 3 Results

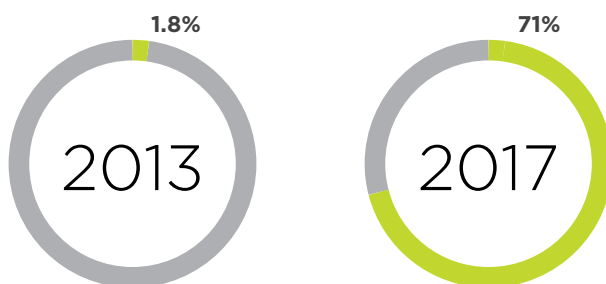
Figure 10 shows that principals controlled only 14 percent of the district's budget in 2012-2013. That number increased to 49.6 percent in 2016-2017. Figure 11 shows that principals controlled only 1.8 percent of their school building budgets in 2012-2013. This substantially increased to 71 percent in 2016-2017. Building principals in the Cleveland Metropolitan School District control a higher percentage of district and school budgets because the district implemented student-based budgeting and granted principals more budgeting authority as part of The Cleveland Plan.

**Figure 10. Percent of District Budget Controlled by Principals**



Data Source: Cleveland Metropolitan School District Annual Report SY17

**Figure 11. Percent of School Budget Controlled by Principals**



Data Source: Cleveland Metropolitan School District Annual Report SY17

The second element evaluated in Metric 3 is the number of schools participating in a common and open enrollment system. Cleveland Metropolitan School District implemented its open enrollment system in the 2013-2014 school year for 100 percent of the schools within the district.<sup>4</sup>

Students entering ninth grade are required to select and apply to their schools of choice in the district, while students in kindergarten through eighth grade have the option of using the open enrollment system. Cleveland Metropolitan School District also implemented a single application that allows parents to apply to any school within the district.

<sup>4</sup> Gross and Hernandez (2016). *An Evaluation of Cleveland's Open Enrollment Process, 2014-2016*.

## Supplemental Evidence of Progress from Cleveland Metropolitan School District Toward Progress on Transferring Resources and Authority to Schools

As the district pursues The Cleveland Plan, it has embraced the “portfolio strategy” to create a portfolio of high-performing schools. This includes investing in and supporting building leaders and their leadership teams. Buildings receive funding based on the number of students enrolled and the demographic characteristics of those students. Principals are empowered with the authority to allocate those resources in the manner they deem to be the most effective.

The district maintained budgetary control for principals. As part of continued attention to implementing The Cleveland Plan, the district currently is focusing on empowering principals, particularly in the area of instruction. This work will be part of a two-year plan to give additional authority and resources to schools, while shifting the district to a support center that helps schools implement their plans.

The transition to building-based autonomy forced the central office to refocus its efforts to providing support and accountability to building leaders and their leadership teams and increased the amount of resources that are directly controlled by the buildings. Further, to ensure support for buildings that need it most and to provide freedom to buildings demonstrating success, a school’s autonomy flexes with its performance.

Supporting documents on these efforts provided by Cleveland Metropolitan School District are available at [education.ohio.gov/about/Annual-Reports](http://education.ohio.gov/about/Annual-Reports).



## Metric 3 Summary

One of Cleveland's stated elements was to focus the district's central office on key support and governance roles and transfer authority and resources to schools. Cleveland made significant progress toward meeting this goal by substantially increasing the percentage of the district budget controlled by school principals and implementing a districtwide open enrollment system for 100 percent of the schools in the district.





#### **Metric 4:**

**Invest and phase in high-leverage system reforms across all schools from preschool to college and career.**

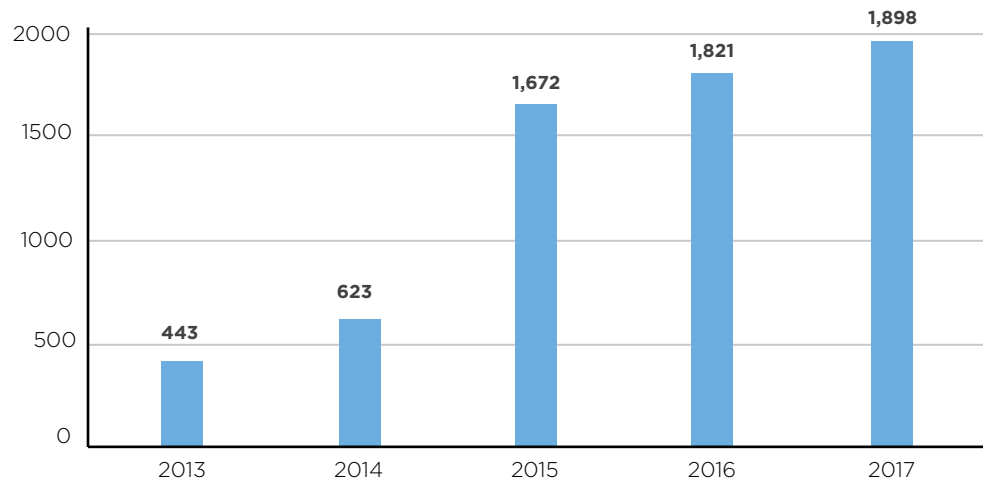


This metric is measured using two strands of information. First, Metric 4 is measured by reporting the number of students enrolled in preschool classes from 2011 through 2017. Second, the college and career readiness component of Metric 4 is measured using the percent of students participating in the ACT and the percent of students deemed college or career ready using the percent reaching “Prepared for Success” cut points on the ACT and the percent of the cohort earning an industry-recognized credential.

### Metric 4(a) Preschool Results

In 2014, the PRE4CLE initiative began working on a core goal of The Cleveland Plan: increase the number of children enrolled in high-quality preschool classes. Enrollment in preschool increased more than 400 percent, from 443 students in 2012-2013 to 1,898 students in 2016-2017. Figure 12 shows this increase.

**Figure 12. Student Enrollment in Preschool**



*Data Source: Cleveland Metropolitan School District Annual Report SY17*



## Supplemental Evidence of Progress from Cleveland Metropolitan School District Toward Progress in Expanding Preschool

The district continues to see progress in early childhood education and continues to expand the number of preschool seats available. The district also is proud to boast an increasing number of four- and five-star rated prekindergarten programs, as rated on the Step Up To Quality rating system. This expansion also is helping improve the K-3 Literacy metric on the report card. This year, the district received a C based on the number of K-3 readers who were not on track but were brought on track in the following year.

The PRE4CLE initiative, an important part of The Cleveland Plan, has increased the number of students in prekindergarten programs since its inception. As a public-private partnership, it works to serve the entire community and increases access for all students to high-quality prekindergarten programs. Since 2013, 2,358 high-quality preschool seats have been added, and 1,420 additional children have been enrolled in high-quality preschools.

Additional evidence about the district's efforts regarding the PRE4CLE initiative, including the most recent annual report, is available at [www.pre4cle.org](http://www.pre4cle.org).



### College and Career Readiness

Higher education institutions expect that students who earn remediation-free scores will be able to succeed in their college-level courses — without the need for further assessment or placement in remedial coursework. The Ohio Department of Higher Education determines the remediation-free score at a benchmark indicating the test-taker is eligible to enroll in college-level, credit-bearing courses without first taking remedial courses.

#### The ACT remediation-free scores are:

- English: 18 or higher;
- Math: 22 or higher; and
- Reading: 21 or higher.

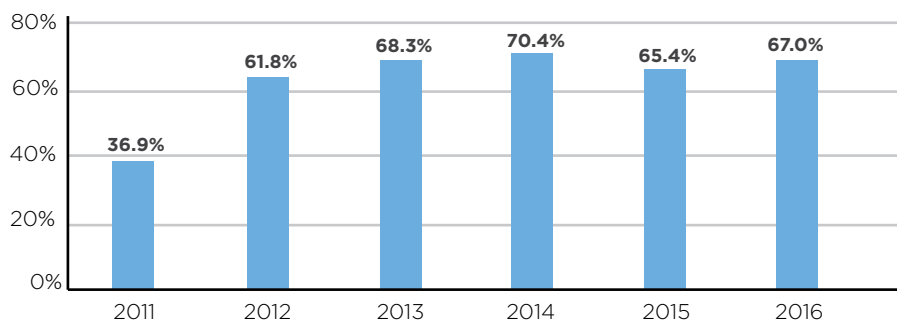
ACT data for the class of 2017 has not yet been published with the Ohio School Report Cards and, therefore, is not included in the analysis.

The Prepared for Success college and career readiness measure on the Ohio School Report Cards uses these remediation-free scores. The Prepared for Success measure also includes the percentage of students receiving industry-recognized credentials before graduation.

### Metric 4(b) College and Career Readiness Results

Cleveland Metropolitan School District continually increased student participation in the ACT from 2011 through 2014. Its peak student participation rate was 70.4 percent for the class of 2014. Figure 13 shows these trends over time. The most recent year of data shows a substantial increase in ACT participation since the first year evaluated under The Cleveland Plan, improving from 36.9 percent to 67 percent.

**Figure 13. Student Cohort Participation in College Readiness Assessment (ACT)**

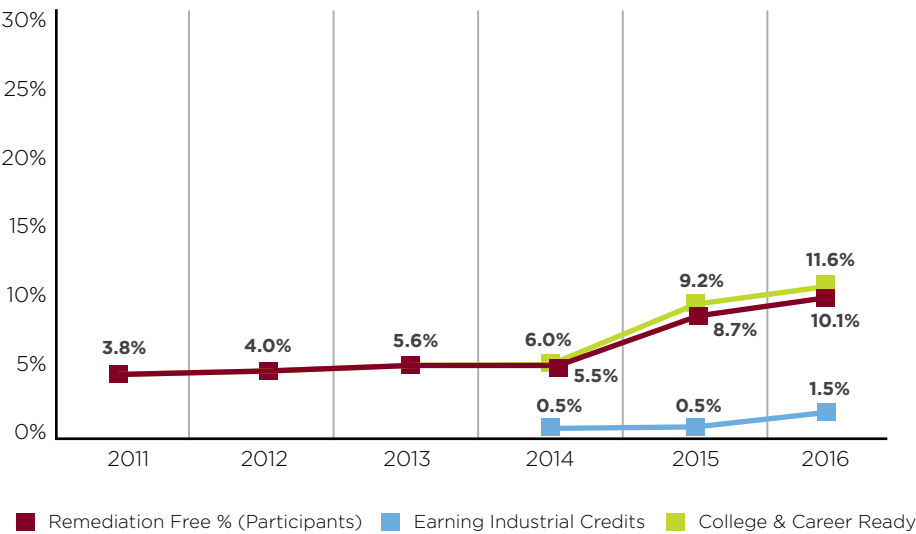


Data Source: ACT Vendor Files



Figure 14 shows the percent of students in each graduating class deemed college or career ready by earning either remediation-free status on the ACT or earning industry-recognized credentials. Industry credential data became available and is incorporated in Figure 14 starting in 2013.

**Figure 14. Percentage of Graduation Cohort: College or Career Ready**



*Data Source: 2011–2017 Ohio School Report Cards and Related Files; ACT Vendor Assessment Files; Cleveland Metropolitan School District Data Reporting*

## Supplemental Evidence of Progress from Cleveland Metropolitan School District Toward Progress Increasing College and Career Readiness

The district continues to focus on preparing students for college and career readiness. A significant aspect of this metric is the graduation rate. As the district works to prepare scholars for college and careers, it must first ensure that scholars graduate. Cleveland Metropolitan School District is proud that its graduation rate is at an all-time high and that under The Cleveland Plan, the district's four-year graduation rate improved from 52 percent to 72 percent. To help its students move to college and career readiness, the district instituted various programs, including the Academies of Cleveland, and engaged with the Higher Education Compact with area universities. Cleveland Metropolitan School District also worked in conjunction with city leaders in the public and private sectors to engage Say Yes to Education, which is a nonprofit that provides targeted support and services to students with the goal of providing access to postsecondary scholarships for all public high school graduates.

Evidence about the district's efforts to pursue a partnership with Say Yes to Education is available at [www.clepath2sayyes.org](http://www.clepath2sayyes.org).

Supporting documents on these efforts provided by Cleveland Metropolitan School District are available at [education.ohio.gov/about/Annual-Reports](http://education.ohio.gov/about/Annual-Reports).





## Metric 4 Summary

Another key objective was to invest in and phase in high-leverage system reforms across all schools from preschool to college and career resulting in increasing preschool enrollment and, increasing students participating in ACT and/or receiving industry recognized credentials. Cleveland made significant strides in both areas. Preschool enrollment increased more than 400 percent compared to the years before the plan, and ACT participation increased from 36.9 percent to 67 percent. In spring 2017, all high school juniors in the state participated in a state administration of the ACT (or SAT). Cleveland also more than doubled the number of students deemed college or career ready.



### Metric 5:

**Create the Cleveland Transformation Alliance to ensure accountability for all public schools in the city.**



The Cleveland Transformation Alliance is a nonprofit advocacy organization dedicated to supporting the implementation and success of The Cleveland Plan.<sup>5</sup> Cleveland leaders established the alliance in conjunction with The Cleveland Plan and released regular reports on the district's progress. The alliance's board of directors includes 29 community leaders ranging from district administrators and faith and philanthropic leaders to business community leaders. Cleveland Mayor Frank G. Jackson is the chairman.

The alliance released four reports on the progress of The Cleveland Plan and the performance of Cleveland schools. These reports give important insights on the progress of The Cleveland Plan from the lens of the alliance. The alliance's 2016 annual report noted the following:

**"...we are encouraged that the work that is happening in Cleveland schools is creating higher-quality learning environments for students, and that it is aligned to the vision outlined in Cleveland's Plan for Transforming Schools. Cleveland voters endorsed that vision by approving the November 2012 school operating levy, and have continued their support by convincingly passing the levy renewal in November 2016. This critical funding will allow both Cleveland Metropolitan School District and its partner charter schools to use these local tax dollars to sustain school improvement."**

The reports, as well as an interactive Cleveland school selection tool and information, can be found online at [www.clevelandta.org](http://www.clevelandta.org).

<sup>5</sup> [www.clevelandta.org](http://www.clevelandta.org)

## Metric 5 Summary

The Cleveland Transformation Alliance has been established and published four annual reports on the progress of The Cleveland Plan.



## Conclusion

The Cleveland Plan has an overarching goal:

**At the end of six years (by 2018-2019) the district will have tripled the number of Cleveland students enrolled in high-performing district and charter schools, and will have eliminated failing schools.<sup>6</sup>**

To reach this goal, the plan identified four key elements, including growing the number of high-performing schools, moving more authority to buildings, investing in preschool and college and career readiness, and establishing the Cleveland Transformation Alliance for public accountability.

After four years, the state has been tasked with reporting on the progress toward these strategic goals. Such analysis is complicated by changes at the state level, including new, more rigorous state tests that make it difficult to do year-to-year comparisons on performance for the life of the plan. Still, several important trends regarding performance can be identified.

On its most recent district report card (2016-2017), Cleveland received F's on five of the six graded components and on nine of the 10 graded measures. Cleveland received a C on K-3 Literacy.

Beyond that high-level state report card performance data, The Cleveland Plan has several measures to gauge progress toward the goal of tripling the number of Cleveland students enrolled in high-performing schools and eliminating failing schools by 2018-2019.

Overall, the number of high-performing schools has not increased, and the number of failing schools has not decreased compared to the baseline years. However, some positive trends are evident in the most recent years of the new state tests, as the number of failing schools decreased sizably and many schools improved a level on the School Quality Framework. The district Performance Index score increased 4 points in the most recent school year.

During the years included in the analysis, district growth met or exceeded expectations for certain subjects in some but not all years. For example, the district exceeded growth expectations in math in 2012-2013 and 2013-2014. In the 2015-2016 and 2016-2017 school years, the district received F's on all three Value-Added measures.

<sup>6</sup> The Cleveland Plan Strategic Implementation Plan, 2012-2016. October 2013. [www.clevelandmetroschools.org](http://www.clevelandmetroschools.org)





Cleveland substantially increased the percentage of the district budget controlled by school principals and implemented a districtwide open enrollment system for 100 percent of the schools in the district.

Cleveland made significant strides in increasing preschool enrollment and students participating in the ACT and/or receiving industry-recognized credentials. Preschool enrollment increased more than 400 percent compared to the years before the plan, and ACT participation increased from 36.9 percent to 67 percent. Cleveland also more than doubled the number of students deemed college or career ready.

While the data show that the district has challenges in meeting the Ohio state report card expectations, the analysis in this report demonstrates the district is making progress in improving academic achievement in the most recent year, expanding preschool enrollment, increasing college and career readiness and giving principals increased control of school budgets.



# Appendices

**A-I. The Cleveland Plan School Portfolio List**

**A-II. Cleveland Metropolitan School District Ohio School Report Card Overview 2011-2017**

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**B-I. Evidence Submitted by Cleveland Metropolitan School District**

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