

Ohio School Transformation Plan: An Alternative to the Academic Distress Commission

Moving to a model for school and district transformation emphasizing strong planning, partnership and respect for local context

Academic Distress Working Group
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1. Background

This report is intended to be a **draft document** put together for the purposes of advancing the work around amending and/or creating an alternative to the Academic Distress Commission (HB70). As a draft, it is subject to additional input, discussion and debate.

Content of this draft contains input from the Interested Parties who have contributed their perspectives to solving the challenges inherent in the current implementation and legislation of the Academic Distress Commission (HB70), the various solutions in active consideration in the General Assembly, and the analysis and recommendations provided by the State Superintendent of Public Instruction (submitted as required by law). On April 15 an invited group convened for dialogue on the topic, using the *Academic Distress Commissions Review and Recommendations of the Superintendent for Public Instruction* (as required by Ohio Revised Code Section 3302.101) as a foundation for discussion.

As a result of the discussion, several elements of the agreement were reached. A number of elements were either not discussed at length or did not engender easy agreement and are attached to comments within the document.

Next steps include distributing this document to the original dialogue group for review/comment, and hosting a second dialogue May 10th. The revised document will then be shared more widely to gather additional input and refinement. The group will recommend some legislative action in time for the June 1 deadline in the Senate. Given the depth and nature of the changes needed, it is unlikely a full policy set will be recommended for consideration in the budget. It is likely some specific changes will be recommended for immediate action, with a date certain for submission of a comprehensive framework and policy set to replace Academic Distress Commissions.

Also being considered is whether some type of pay-for-success approach could be used for the districts that are impacted. The elements of that type of outcomes financing might include:

1. State government selects a critical need (school districts in academic distress) and enters into an outcomes-based contract with a service provider(s)
2. Investors provide a working capital loan to service provider(s)
3. Service provider(s) uses funds to deliver evidence-based interventions
4. Validator verifies data on agreed-upon outcome metrics, and calculates outcome payments based on project performance
5. State government makes payments only for the outcomes achieved
6. Payments flow back to the investor to repay the working capital local and interest

2. Recommendations for Immediate Legislative Action and Timeline to create the Ohio School Transformation Plan

The group recommends that in the budget, action be taken to incubate a new approach to turning around low performing schools and districts in Ohio. Given all of the concepts already under consideration and articulated in this paper and elsewhere, it is important that there be a strong, comprehensive, well-informed and supported approach to transforming schools and districts.

In the budget language for the Senate, the Working Group recommends establishing the Ohio School Transformation Plan. This is to be accomplished through a phased implementation – addressing the needs of districts currently within the ADC in Phase 1 – and working over the next six months to develop a Phase 2 detailed framework, which will be deeply informed by input and engagement with local education, district, teacher, civic and business leaders. **This way forward allows for work to begin immediately and to elevate the importance school and district improvement at both the state and community levels.**

Serving Ohio students well and preparing them to successfully - via workforce credentials, military service, apprenticeship, or traditional two- and four-year degrees – is both a moral and economic issue. Ohio's future depends upon equitably closing our learning and talent gaps so we can fully develop an engaged citizenry - even as our state's demographics shift – that is prepared to drive our 21st Century economy.

That is why we recommend a no-nonsense approach that borrows from some of the best work across the country and is tailored to the Ohio context. The State must be a partner – providing collaboration, support and setting a high bar for performance and accountability – in accomplishing the work. And local leaders, to the greatest extent possible, must lead and accomplish the difficult work of school and district transformation. We have the opportunity to create a new model here, using the assets and the experiences in our state and beyond to make it happen.

Recommendations comprise the following immediate actions be established for the Ohio School Transformation Plan:

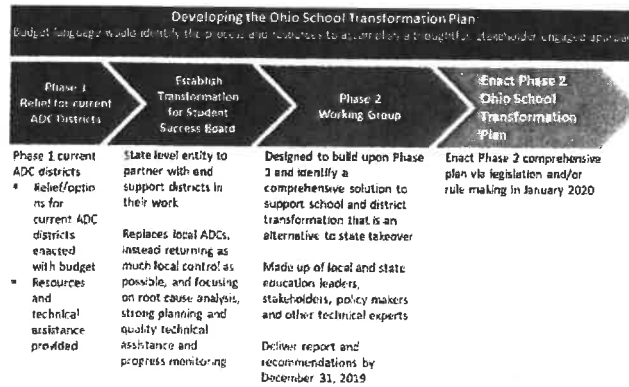
- 1. Establish the state-level Transformation for Student Success Board (TSSB) charged with reviewing, approving and monitoring progress of School and District Transformation and Implementation Plans (SDTIP). This will begin with any Phase 1 plans current ADC districts may choose to submit*.** The TSSB would replace locally based Academic Distress Commissions for each district, elevating the import of this work to a higher level to address the learning, equity and economic issues inherent in supporting student success and talent development in the State of Ohio. The TSSB will report to the Governor and be comprised of members representing:

- State Superintendent for Public Instruction
- Governor's Office of Workforce Transformation

Commented [SB1]: The Working Group identified the need for some entity for governance. This is offered as an option for consideration.

- Up to 5 members with significant direct recent experience in school/district leadership, education policy, technical assistance and/or education research appointed by a combination of the Governor, Senate President and Speaker of the House, Minority Leaders of the House and Senate in consultation with the State Superintendent of Public Instruction. Additional nominations encouraged from professional education organizations in Ohio.

The plan would provide immediate options for districts currently in ADC, while engaging stakeholders in planning a long-term comprehensive solution for Ohio's schools



**Note: Current ADC districts will have the choice to remain in their ADC with their current plan or enter Phase 1.*

- School districts that receive their third consecutive F in 2019/2020 may choose to enter into Phase 1 School and District Transformation and Implementation Plan (SDTIP), holding the Academic Distress Commission in abeyance for two years. Instead of functioning under the traditional Academic Distress Commission, the state designated ADC eligible school districts in 2019/2020 will fall under the requirements of the Ohio Phase 1 School and District Transformation and Implementation Plans, to be approved and monitored by the TSSB (see more details under Recommendation 6).

Note: Should they fail to meet the requirements of School and District Transformation and Implementation Plans over the two-year period, they would fall into Academic Distress Commission control, as currently mandated, or would be subject to a new comprehensive and cohesive policy, when such a new policy is enacted (expected in 2020). Currently, Dayton Public School is the only district expected to qualify for action in the 2019/2020 school year. Details for Phase 1 School and District Transformation and Implementation Plan can be found in Recommendation 6, below.

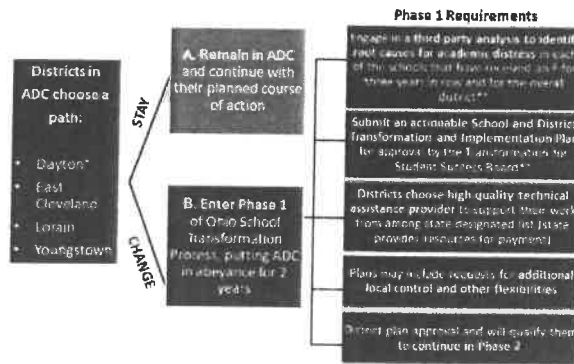
Commented [SB2]:
Change the name completely REBRAND

Commented [SB3]: The Working Group was looking for a way to promote districts that qualify for ADC to have an alternative route to state takeover. This captures the spirit of that conversation.

3. Develop a comprehensive and cohesive policy and plan for enacting the Ohio School Transformation Plan that builds upon Phase 1 and replaces or delays the ADC by December 31, 2019. The plan should also recommend how to integrate this work with existing systems of support through the SST and other provisions ODE offers and/or requires schools and districts to engage in at earlier stages of low performance.

NOTE: Because of the complicated and visceral nature of the interactions around HB70, the evidence around the country of what is working in other states and the need for continued dialogue on this issue, a group of local leaders and practitioners from across Ohio should work directly with ODE and policy makers to craft a refined solution.

Relief for districts currently subject to ADC: A choice for more local control would be available immediately

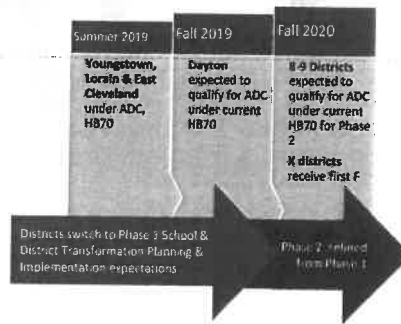


Commented [SB4]: The group left open the opportunity to suggest a group work more deeply over time on a policy set to replace/amend ADC.

*Dayton: Public at the meeting ADC, 6/19/19 to Fall 2019.
 **In districts with existing plans and root cause analysis, every effort will be made to set the work in appropriate time frame to the process sufficiently strong Transformation Plan to get approval.

4. School districts that receive Fs in three consecutive years will operate under The Ohio School Transformation Plan, Phase 2 (once enacted).

NOTE: Lessons learned from the experiences of the four districts in Phase 1 will inform a refined Phase 2 District Transformation Plan and Implementation that articulates specific expectations, timelines and actions qualifying districts must accomplish, that embraces the local context and circumstances, and to the greatest extent possible local leadership.



Commented [SB5]: This is an extrapolation of the conversation, pulling two concepts together – earlier intervention and including lessons learned in next step policy set

5. If districts currently under ADC are able to develop and submit actionable transformation and implementation plans (i.e., an SDTIP) under Phase 1 the Transformation for Student Success Board will grant additional local control to those districts.

NOTE: These designated districts will have the opportunity (a) to continue on their current path and with their existing structures and plans, or (b) to appeal to the State Superintendent for additional local control (this could come in the form of majority local appointees, or other leadership changes, but needs to be supported by root cause analysis and be a fundamental part of a comprehensive

Commented [SB6]: While the Working Group quickly discussed that a remedy for existing ADC districts needed to be in place, a specific remedy was not agreed upon and will require specific dialogue.

plan). Changes in their existing plans would require approval by the TSSB as would the district's choice of a new superintendent, should hiring one become necessary. Prior to the creation of the TSSB appointment, the State Superintendent will serve as approver. Districts already under ADC will remain so, unless their appeal carries the endorsement of the superintendent, board of education, union and other members of their leadership team.

6. Phase 1 School and District Transformation and Implementation Plans will include at least the following:

- **Each district that qualifies shall engage in a third-party analysis designed to identify root causes for academic distress in (1) for the overall district and (2) for each of the schools that have received an F for three years in a row.** The analysis will include attention to items outlined in the existing Ohio District Review Process, and further will interrogate specific barriers and/or immediate powers the school district needs to effectively advance improvement. The district will develop a transformation plan in concert with a chosen high-quality technical assistance provider to ensure root causes are addressed with direct use of evidence-based practices.

Note: Because the districts in question have done some very real work in this area already, every effort will be made not to repeat analyses that have been conducted, but to engage the district in verifying their data and approach to improvement and strengthening plans as needed. This includes following through on existing State Support Team (SST) developed plans for schools if those plans are already in place and gaining traction.

- **Districts will choose the third-party technical assistance provider that best suits their needs and the context of their community from among a list of providers identified by the State of Ohio.** The eligible providers must be able to demonstrate a strong track record of experience and accomplishment in school/district transformation and support. Districts must use a technical assistance provider who can partner with them to develop the strongest plan possible to submit to the TSSB for their approval. If a district prefers a provider that is not on the list, that provider may be approved by the State via the same process used to develop the State's list of providers.
- **The TSSB will provide financial resources specifically designated for technical assistance to the district based on the SDTIP.** The TSSB provided resources can be used to cover costs associated with the root cause analysis and for the Transformation and Implementation Plan development.
- **District SDTIPs will be submitted to the TSSB for approval.** The TSSB will employ a rigorous vetting process, engaging with the district on a plan that has not only a strong evidence base and directly addresses root causes, but includes specific implementation strategies, as well as leading indicators and benchmarks to indicate progress even before specific student achievement and Report Card indicator movement is visible.
- **Phase 1 School and District Transformation and Implementation Plan Requirements:**
 - **The SDTIP will be driven and owned by the district.** It will be supported by an experienced high-quality third party and submitted to the TSSB for approval.

Commented [SB7]: This section is illustrative of the work group conversation

Commented [SB8]: The Working Group agreed that school and district plans are necessary, but also wants to be certain that if good work is underway it is not unnecessarily interrupted. This note is intended to honor that thinking.

Within the plan, there must be demonstrated agreement that the leadership team (superintendent, board of education, union leadership) possesses the skills, knowledge, credibility and track record to suggest they can effectively drive development and implementation of the SDTIP. **The local team will** recommend the level and nature of professional development support required for local leaders to achieve successful transformation work. The Ohio Department of Education, in consultation with key local community leaders, will decide if different leadership is the required to achieve success in plan implementation.

Commented [SB9]: This concept was discussed by the Working Group, but "demonstrated agreement" language is new for discussion.

- **The development of a transformation and implementation Plan for each of the district's schools that qualify, as well as for the district itself.** This approach recognizes that schools' performance within a school district can vary widely, from persistently failing to excellent.
- **School districts will engage an approved and high-quality third-party technical assistance provider** with a track record of success in supporting a root cause analysis and in building and implementing a Transformation and Implementation Plan. *Note: The State will provide resources to support the root cause analysis, building of the Transformation Plan and implementation.*
- **A School District Transformation Team, which will include the local superintendent, board of education and union representative, civic, community and business leaders, and at least one parent representative shall be constituted to support and engage the community in developing the SDTIP.**
- **The Transformation and Implementation Plan must be endorsed by the local Transformation Team members (see above) and submitted to the TSSB within 8-12 months of a district being notified of their designation:**
 - Specific vision for future success, including specific goals for improvement
 - District root cause analysis of critical elements impacting performance using a root cause analysis template provided by the State of Ohio. Areas of exploration will include: but are not limited to: leadership, governance and communication; curriculum and instruction; assessment and effective use of data; human resources and professional development; student supports; and, fiscal management.
 - Evidence-based turnaround strategies that directly address the district's identified root causes.
 - Data analysis that includes short-term and long-term metrics that can be used to assess academic progress and continuous improvement, along with key leading indicators that may precede expected movement in data-based metrics (these might include increases in attendance, lower incidences of suspensions/expulsions, curricular implementation with fidelity, etc.).

- A comprehensive communication and stakeholder engagement plan designed to promote feedback, transparency and dialogue throughout the transformation process.
- Local leadership team members and the individual and/or group accountable for what work/outcomes.
- Transformation Team member names that are representative of the local superintendent, board of education and union representative; civic, community and business leaders supporting and engaging in the planning and implementation.
- Timeline for implementation of key workstreams and actions, with aligned benchmarks and leading indicators with which to monitor progress.
- Specifically identified flexibilities and powers necessary for the district to implement their plan in an appropriately urgent but practical timeframe.

***NOTE:** During the root cause analysis and Transformation and Implementation Plan development, the district will be in regular contact with the State to share progress and establish a partnership-based working relationship.*

- The TSSB will review and approve the SDTIPs.
- The TSSB will regularly review progress on the Transformation Plan with the district (minimum twice a year).

Note: The Ohio Department of Education (ODE) is charged with creating a rubric by which to designate high-quality technical assistance providers to support school/district root cause analysis, and the Transformation and Implementation Plan development and implementation efforts. ODE will be responsible for designating providers in Phase 1, with TSSB refining the rubric and designating providers based on advice of the Working Group, beginning with Phase 2.

Commented [SB10]: The Working Group did not resolve the question of who would designate high-quality providers so one is suggested here for further consideration.

3. Underlying Principles

The experiences of the three academic distress commissions have yielded significant insight into the challenges presented by the implementation of the statute. While the statute may be intended to form a cohesive alternative structure to support school district improvement, its effectiveness can be quickly be undermined by turbulent dynamics among stakeholders who are ultimately essential to the success of the district, including the local board of education, school leaders, educators and community partners. While an ADC approach may produce some positive results, the potential for significant opposition makes it tremendously challenging for it to function in a way that leads to successful district turnaround.¹

The assembled group discussed the key principles identified in the State Superintendent's

Academic Distress Commission report, largely agreeing with, refining and building upon them:

- **Intervene earlier.** Don't wait until a district receives an F rating for three years on a row. In the first year of an overall F rating, provide the district options for developing a thoughtful transformation plan based on a district level root cause analysis template provided by the State of Ohio.
- **There is no one-size-fits all approach.** Achieving meaningful change is hard and does not happen overnight. Every school and district will be different and require a customized combination of strategies and actions, supports, expectations and responsibilities that builds on their unique strengths and history. Change requires questioning the status quo, seeking best practices, embracing different and better ways to deliver instruction with fidelity to evidence-based practices and a commitment to shared design and implementation that fits the particular circumstances of each school district and each community.
- **Seek to put the state in partnership with the local leaders, instead of replacing local leaders.** Careful preference should be given to approaches designed to develop the capacity of the local school board and local superintendent to demonstrate effective practices for district improvement and change management processes that lead to improved outcomes for students. If a root cause and/or third-party analysis, however, indicates specific local leadership challenge(s) prevent effective development or implementation of a transformation plan, a stronger leadership alternative will be implemented by the State.
- **It takes a committed team of local leaders – school board, superintendent, educators/union, civic and business leaders - working together on transformation to make meaningful change for students.** The long-term success of students, schools and the district will depend upon local leaders' ability to make meaningful change and sustain it to create a positive impact on learning and student readiness for postsecondary training, credentials, degrees and careers. This must begin on Day One, with leaders doing the hard work together, in partnership with the state and select technical assistance providers, to lay the groundwork for a plan the full community can support and implement together.
- **Require school and district transformation plans that respond to the root cause analysis of the district's performance challenges and focus on effectively addressing those causes with effective practices to drive meaningful change.** The effective practices are grouped in six areas: leadership, governance and communication; curriculum and instruction; assessment and effective use of data; human resources and professional development; student supports; and fiscal management. Districts also must be adept at effective planning, implementation and change management.ⁱⁱ Districts need objective and experienced third-party support to conduct a thorough

root cause analysis and develop a plan to effectively address those root causes. Districts often have a mix of schools – some failing and some succeeding beautifully. By requiring transformation plans for the schools in the district that are failing, as well as the district itself, it is more likely the district will make the kind of change that continues to support their best schools while setting in place what is necessary to bolster others to improve.

- **Take the proper time to develop a plan that has authentic local support.** Strong turnaround plans can take 8-12 months to develop when local leaders (superintendent, board, educators/union, business and community leaders) work in concert and commit to doing implementation work together. Allowing appropriate time for the work to occur can mean the difference between a short-term partial fix and long term, sustainable, meaningful change for students.
- **Help districts gain access to experienced and thoughtful technical assistance support and resources** to conduct root cause analysis and transformation planning, access evidence-based practices, and partner for active implementation and progress monitoring. A transformation plan and implementation must be owned and driven by the local district. However, technical support and productive pressure to ensure the plan is sufficiently strong, addresses root causes and develops leading indicators and benchmarks for success is an important way the state can partner with districts to succeed. While some of the work can be supported by ODE, Ohio's ESCs and other experienced providers (both in and outside of Ohio) can help as well.
- **A state level entity to be created that includes the State Superintendent, and others to oversee the root cause analysis and approve district level transformation process.** While the current Academic Distress Commission composition is not ideal, there does need to be an entity engaged with distressed districts in order to approve and monitor each district's implementation of its Transformation Plan.

Commented [SB11]: Pulled from SIRC plan; elevated to a state level group that vets plans and monitors the implementation led locally. Discussed the need for this type of group, but not at all in depth.

4. Local Control, Capacity and Timing

*The Hidden Equation in School Improvement: Lessons Learned About Governance-Based Strategies*ⁱⁱⁱ states, "Change must begin with a deep understanding of the community. The courage and dedication of local leaders to challenge the status quo led to innovative ways to help their students, and that is the foundation for success. That combination of pattern recognition, cooperation across all levels from the statehouse to the classroom, and tailoring to local conditions has produced changes that positively affect students' lives." The report goes on to state that any governance change model, "must lead to improvements in leadership, instruction, and school culture for them to drive and sustain improved student outcomes."

This same publication cites five key lessons on what leads to the conditions needed for success in governance-based strategies: leadership, autonomy, a third-party player, flexibility given

community needs, and accountability.

The Work Group engaged in dialogue resulting in critical agreements with the research, and some nuanced differences based on practitioner experience and the Ohio context. While these concepts need to be fully built into a comprehensive policy set, they represent practitioner perspectives on what is needed to accomplish the difficult work of transformation that lasts:

- For a district in Substantial and Intensive Support status, **allow a local superintendent to continue to serve** with support, especially if the superintendent is relatively new to the school district's leadership team. Leadership should be assessed through a neutral third-party arbiter using a transparent process during the district's root cause analysis, resulting in recommendations for keeping current leadership (superintendent, board leadership), providing supports and/or making change.
- If a change is necessary or the position becomes vacant, **allow the district board of education to hire a new superintendent with the approval of the state.** When a board is unable to effectively select a leader, appointment of district leadership should be made by a separate authority.
- **Union leadership should be at the table** from the beginning to help build the transformation plan. It is critical that district and union leadership work together to set a transformation plan in place to ensure shared commitment to plan implementation. Talent matters fundamentally to school and district improvement. **Identify, early in the process (ideally during the root cause analysis), provisions in the collective bargaining agreement that may impact successful plan implementation.** Developing a core set of recommendations with labor as a part of the recommendations; evaluate which changes, if any, require changes to a bargained agreement, and bring labor to the table to discuss changes with local representation. Better to discuss the necessary supports and remedies early in the process and commit to having the difficult conversations about implementing human capital decisions (not all of which require collective bargaining agreement changes), as opposed to not working together to accomplish the change students deserve.
- **Provide local leaders with earlier flexibility** needed for executing their approved transformation plan. This is an opportunity space for innovation.
- **Establish support structures to provide guidance and advice** to local leaders. This can include, but is not limited to:
 - A list of **high-quality experienced technical assistance providers** districts may choose from to conduct root cause analysis, support transformation plan creation

Lawrence, Massachusetts is often cited as a model for turnaround with significant lessons learned others can apply. Some of the effort has similarities to the work accomplished through The Cleveland Plan, but leverages existing structures and supports in place in the Bay State.

"Engaging the community must be a core part of states' strategy—before, during, and after intervention begins—along with the potential for compromise. The turnaround leader in Lawrence, Massachusetts, for example, worked with teachers and the union to build a strong partnership and mutually agreeable contract. Getting buy-in from key stakeholders, such as community businesses and civic leaders, and support from parents, is essential to navigating the politics of school reform."

Do ESSA Plans Show Promise for Improving Schools?
[https://www.americanprogress.org/issues/education-k-](https://www.americanprogress.org/issues/education-k-12)

Commented [SB12]: This was stated by some, but not all, of the working group participants.

Commented [SB13]: These specific ideas were shared either within or immediately after the Work Group meeting.

and implementation support. This can include technical assistance provider within or outside of Ohio, who meet transparent, but yet-to-be-identified expectations of high-quality.

- Support for **school/district improvement networks**, such as the Mid-size Urban Network currently working in Ohio, to translate lessons learned and best practices from district to district.
- Whenever possible, **strategically build the capacity of Ohioans to successfully conduct transformation work**. Use structures already in place in Ohio that meet or exceed high-quality expectations, develop networks and/or learning experiences for individual leaders to gain and practice turnaround skills. Growing the base of knowledge and skill in Ohio will allow the state to have significant turnaround leadership to conduct such work before schools and districts fall to the level of distress and are subject to state action.
- **Timing for developing a strong district Transformation Plan should be extended to 8-12 months** to allow for engaging, working out challenges with and enlisting the authentic support of local leaders including: superintendent, board of education, union, civic and business community.

In addition to these elements, it is important to take a systems view of the work of improving schools. A thoughtful replacement for the ADC must integrate seamlessly with the work done through the State Support Team steps (what ODE funds each SST region to provide to watch, focus, and priority schools) and what that work consists of (Decision Framework-driven, OIP, data scan, etc.) so earlier stage intervention and support can inform subsequent and escalating steps.

5. Governance, Accountability and Funding

The effectiveness of state takeovers is mixed and complicated by equity concerns as well as uncertainty about which aspect of state takeovers may be driving school improvement.^{iv} To be sure, state intervention is not a silver bullet for school turnaround—nor have changes in school governance always gone off without a hitch. A comprehensive approach requires significant multiyear resources, school leadership development, and evaluation and evidence building.^v

The working group spent a good deal of time discussing the need for **preserving local leadership and engaging a wider array of local stakeholders throughout the process of transformation while still maintaining state level accountability for school and district improvement.** There are a variety of lessons from across the country, it is clear that when communities are engaged in identifying and resolving challenges they must solve, identify the solutions that best fit the root causes and are sensitive to the history and context of their community, choose the right technical support to accomplish the work, and regularly track their progress (including leading indicators) to outcomes, they have a much higher potential of success.

Some clear tenets of agreement came through in the Working Group discussion that we will refer to in the recommendations as Phase 1 School and District Transformation Plan requirements. These requirements are referred to as Phase 1, because they should be refined over time based on experiences with Ohio districts, and then move to a more comprehensive, nuanced and practitioner informed Phase 2.

There needs to be an entity to hold districts accountable for transformation after they have reached the level of distress. At that point, the challenges are certainly larger than in high performing districts and they are disproportionately impacting students of color and students in poverty, exacerbating issues of equity, opportunity and local/regional talent development. **The work carries moral and economic imperatives, and deserves the attention of a multi-agency board that includes those in positions of leadership in state government, but also individuals experienced in schools/district leadership, education policy, technical assistance and education research.**

The State must **make available specific funds for districts to conduct root cause analyses and build Transformation Plans** with high-quality technical assistance providers. Objective and experienced entities – be they local or national – add incredible value to the work and are able to ask questions,

No single approach to state-initiated turnaround is superior to the others, but state and district factors shape whether a given approach has a chance at success.

District leadership: States need less authority when working with an able and willing district partner. Under these circumstances, states can focus their work on clearing barriers and providing support to local leaders.

State capacity: States must rely on partners more when the state education agency is under-staffed or under-resourced, or if the chief lacks political support from the board, governor, or legislature. Under these circumstances, states might target fewer schools or districts for interventions or contract with proven turnaround support providers.

Scale and scope of the turnaround: Sometimes, the turnaround challenge is confined to a small number of schools in a district. In these circumstances, states might focus their effort on improving individual schools through a combination of support and direct management. When dysfunction is present across the district, a takeover strategy may be more effective. But large districts often require a substantial infusion of talent that is not always readily available. Weak talent pipelines and a lack of skilled turnaround operators can doom a district takeover, which in turn substantially undermines any future state-initiated turnarounds. Here the mantra is “don’t break it if you can’t fix it.” In these circumstances, states might choose to focus on smaller scale interventions in individual schools or work more collaboratively with local districts to address weaknesses.

Political appetite for change: Even when states can take unilateral actions that bypass the local political process, chiefs can be undermined by political pushback. Interventions grounded in broad-based coalitions can do more in less time, and all state-initiated turnarounds work best when the turnaround is supported by a broad base of local stakeholders.

How Do States Approach School and District Turnaround?
<https://pie-network.org/wp-content/uploads/2016/10/CRPE.state-turnaround-...>

Commented [SB14]: We named and extrapolated the details on root cause analysis and transformation plan to create a draft recommendation that could be included in the budget, but is intended to be a Phase 1 and refined into a Phase 2 recommendation.

Commented [SB15]: This was not a specific determination of the Working Group, but was discussed as a concept

frankly address areas of weakness and identify existing assets in ways that greatly benefit local districts and bring recognized best practices and interventions forward for consideration.

There are several ways to consider funding, but overall the investment per school and per district can range from \$100,000/year to \$167,000/year for a period of years – at least three – to analyze, plan and begin to address root causes of poor performance (see below for sample costs for such work). The Ohio Department of Education already spends some funds to support districts through the State Support Teams and other processes that kick in when schools exhibit poor performance. **Ensuring intentional alignment of those efforts the support provided to schools and districts in their third year of F makes sense and can provide more opportunity for real improvement over time.**

Even then, there are multiple factors at play, some that are in the school or district’s control and some they cannot directly impact. Funds outside of the school funding formula are necessary to support transformation. And community, civic and business partners working together can bring even more supports to the table to help build a wrap-around model of support to help the school and its students succeed.

Sample Costs for Transformation Providers

Provider 1	Provider 2	Provider 3
<p>\$167K per school per year (3 years recommended for total of \$500K)</p> <p>Rapid improvement focused root cause analysis, intensive implementation support (coaching for every teacher every week, and every principal twice per month) and progress monitoring</p>	<p>\$150K per school per year</p> <p>Deep turnaround support from vendor providing continuous on the ground ongoing support (like a 'Lead Partner')</p> <p>\$250K per school per year</p> <p>Fundamental transformation with a new partner managing the school with full time staff presence</p> <p>\$35K per school per year in the same district</p> <p>\$100k per school per year with additional supports</p> <p>Coaching, systems-building and capacity-building approach when there are multiple schools in the same district are involved in the work</p> <p>Adding in incentives for school leadership teams and extra instructional or cultural supports</p> <p>+\$70K per school per year</p>	<p>\$90,000 per school per year</p> <p>Principal Coaching</p> <p>600 hours of onsite coaching, mentoring, and technical assistance for the school leader/leadership team focused on Instructional Leadership. "Effects gained by principals were greater on instructional leadership (e.g. organization, d=0.66) than on transformational leadership dimensions (consideration d=0.36, inspiration d=0.40)." (Hattie, 2009)</p> <p>Areas of focus include the following Evidence-Based Strategies:</p> <ol style="list-style-type: none"> 1) Establish goals and expectations of a performance culture (d=0.56; r=0.66) 2) Foster a supportive, student-centered climate (d=0.49) 3) Coordinate and evaluate high-quality teaching through effective feedback (d=0.74), 4) Promote teacher learning and development (d=0.91; r=0.64) 5) Monitor the effectiveness of practices and their impact on student performance (r=0.56) <p>\$40,000 per School per year</p> <p>Data Culture, Capacity and Competency Building</p> <p>"Teachers need to systematically and routinely use data to guide instructional decisions and meet students' learning needs. Data use is an ongoing</p>

	<p>Combining any of the approaches with extending the school calendar and/or among of PD days (highly dependent upon the strategy chosen)</p>	<p>cycle of collecting multiple data sources, interpreting data to formulate hypotheses about strategies to raise student achievement and implementing instructional changes to test hypotheses." (NAESP, 2011)</p> <p>Facilitate face-to-face and online training, systems coaching, and peer-to-peer communities of practice to increase individual and collective efficacy for data-informed feedback (d=0.73) and monitoring the effects of teaching (d=1.09).</p> <p>\$9,000 per teacher per year Literacy Intensives "Literacy acquisition is necessary for all academic subjects, experiences and opportunities available [to] a learner [after] exited formal schooling. Under-developed literacy skills lead to under-achievement in all academic subjects and often affects school and social behavior." (McGee, et al. 2002; Morgan, et al., 2008) Concentrated three-week (90 hours) immersive literacy coaching focused on teacher clarity (d=0.75) in the Simple View of Reading, Disciplinary Literacy, and Writing About Reading (metacognition, d=0.69). Professional development (d=0.71) includes grade level and individualized training in specific strategies for emergent and developing readers in PreK (e.g. Heggerty Curriculum, Concepts of Print) as well as word recognition and language comprehension strategies for elementary schools (e.g. phonemic awareness) and adolescent readers in the middle and high school (e.g. adapted content by lexile level).</p> <p>\$75,000 per school per year Classroom Culture and Climate Turnaround Services "The effect on achievement from well-managed classrooms was d=0.52 and on heightened engagement was d=0.62 (Marzano, 2000). Behavior interventions (d=0.76) [are] much more effective than non-behavioral interventions (d=0.35)." (Kazdin, et al, 1990) Root cause assessment, planning, and extended onsite support to implement with high degrees of fidelity evidence-based strategies that improve classroom culture and climate (d=0.80). 600 hours of engagement includes high-impact training and coaching in restorative practices, trauma-informed care, and positive behavior intervention and supports. Universal and targeted professional development includes modeling of effective behavior interventions and ongoing formative assessment and</p>
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		feedback to principals, classroom teachers and support staff (d=0.90).

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Tom Lasley	Executive Director, Learn to Earn Dayton
Kendra Phelps	Professional Issues Representative, Cincinnati Public Schools,
Renda Cline*	4th term Board Member and currently Board President of Mansfield
Jim Tressel	President, Youngstown State University
Peggy Lehner	State Senator
Nathan Manning	State Senator
Gayle Manning	State Representative
Dan McCarthy	Governor's Office Legislative Director
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Susan Bodary	Managing Partner, Education First

ⁱ From the Academic Distress Commissions Review and Recommendations of the Superintendent of Public Instruction as Required by Ohio Revised Code Section 3302.101

ⁱⁱ These elements are the same as used in Ohio's district reviews. More information can be found at <http://education.ohio.gov/Topics/District-and-School-Continuous-Improvement/District-Reviews>.

ⁱⁱⁱ <http://chiefsforchange.org/policy-paper/5543/>

^{iv} Recovery, Achievement, and Opportunity: A Comparative Analysis of State Takeover Districts in Louisiana, Tennessee, and Georgia https://app.dimensions.ai/details/publication/pub.1107264377?and_facet_journal=jour.1048966

^v Do ESSA Plans Show Promise for Improving Schools? <https://www.americanprogress.org/issues/education-k-12/news/2018/02/02/445825/essa-plans-show-promise-improving-schools/>