

**CFE Evaluation of Jamestown City School District  
Final Report In Lieu of Direct Testimony**

**Maisto v. State of New York**

**Dr. Peggy Wozniak**

**November 2014**

I am Dr. Peggy Wozniak, for a summary of current position and main qualifications please refer to resume.

**Purpose of the Final Report**

This final report presents the findings and conclusions from my assessment and evaluation of whether the Jamestown City School District (JCS D) is currently providing the resources determined to be necessary to provide the District's students a sound basic education under the New York Constitution by the New York Court of Appeals in the Campaign for Fiscal Equity (CFE) rulings. This final report is based upon an initial report completed in 2013 -- attached to this report -- and updated to reflect current -- 2014-15 -- conditions in the district. This Final Report is presented to the Court in lieu of direct expert testimony on behalf of Plaintiffs at trial of this matter.

**The CFE Evaluation Framework**

I am familiar with the Court of Appeals rulings in the Campaign for Fiscal Equity (CFE) case, most importantly Campaign for Fiscal Equity v. State, 86 N.Y.2d 307 (1995) (CFE I), which established the basic standards and requirements for a sound basic education; the decision of Judge Leland DeGrasse applying those standards to the evidence presented in the trial concerning the deficiencies in funding and resources for New York City students, 187 Misc. 2d, 1 (2001); and Campaign for Fiscal Equity v. State, 100 N.Y.2d 893 (2003), the Court of Appeals ruling upholding and affirming Judge DeGrasse's findings and conclusions of the failure of the state to provide the funding and resources necessary for a sound basic education for New York City students.

I have used the constitutional standard and essential elements established by the Court of Appeals in the CFE rulings as the basis for my evaluation of whether JCS D is providing students with the opportunity for a sound basic education.

Specifically, I examined the educational opportunities available to students in JCSD against the elements of the evaluation framework established by the CFE rulings, as follows:

- 1) Constitutional Standard: CFE defines a sound basic education as an education that provides all students with the opportunity for a "meaningful high school education."
- 2) Essential Inputs: CFE identifies a "template" of essential resources that the state must ensure are available in districts to provide a meaningful high school education, specifically a) sufficient numbers of qualified teachers, principals and other personnel; b) appropriate class sizes; c) adequate and accessible school buildings, with sufficient space for appropriate class size and sound curriculum; d) sufficient, up-to-date books, supplies, libraries, technology and laboratories; and e) suitable curriculum, including an expanded platform of programs for at-risk students; (f) adequate resources for students with extraordinary needs; and (g) a safe orderly environment.
- 3) Outputs: CFE identifies state assessment results, high school graduation rates, drop-out rates and other performance measures to determine whether districts are providing students a meaningful high school education.
- 4) Causation: CFE requires demonstration of a causal connection or link between the deprivation of essential inputs and sub-standard outputs and inadequate school funding, resulting in a failure to provide students the opportunity for a meaningful high school education.

My evaluation of JCSD focused mainly on the availability of essential CFE inputs in district schools and recent performance outputs of district students. However, I also examined relevant factors related to the district's basic community, school and student profile and fiscal capacity and funding levels.

My evaluation consisted of the following: 1) review of data; 2) visits and interviews with district officials; 3) follow-up with district personnel; 4) review of appropriate literature on New York school finance and educational research and policy, as set forth in the appendix of my initial report; and 5) review of joint intervention team "JIT" reports on JCSD.

## **Key Findings**

The following are my key findings based on my initial 2013 report, updated, where appropriate, for the current school year.

Community, District and Student Profile:

1. Jamestown is a "small city" located in Chautauqua County, with a population of approximately 31,000 residents. Jamestown has many of the same attributes as New York's larger cities: high poverty, low per capita income, low property wealth and high property tax rates. These conditions are the result of decades of decline in tax base and the loss of manufacturing employment. Jamestown's median income is \$21,552, lower than the national average of \$29,701. The cost of living index is 86.4 below the national average of 100.

2. The poverty rate is 20.7% which is above the national poverty rate of 15% as reported in 2012. The unemployment rate is currently 13.8% which is higher than the national unemployment average of 7.9%. (US Census 2010)

3. The JCSD provides free public education to children residing in Jamestown. JCSD has an enrollment of approximately 5,000 students, kindergarten through grade 12, in the 2014-15 school year. Of these students, approximately 85% are low income as measured by eligibility for the federal free and reduced priced lunch program (FRL). This is up from 56% as reported for the 2008-2009 school year. FRL eligibility is used by the State Education Department to measure student poverty in New York school districts from year-to-year. To qualify for free lunch, a family of four must have an income less than 130% of the federal poverty level, or \$28,665, and to qualify for reduced priced lunch, a family of four must have an income less than 185% of the federal poverty level, or \$40,793.

4. The JCSD has the highest student poverty rate as measured by eligibility for FRPL among Chautauqua County school districts. JCSD has over twice the number of poor students than many of the Chautauqua County districts.

5. Twelve percent (12%) of JCSD students are classified as students with disabilities, requiring special education programs and services.

6. Sixty-eight percent (68%) of JCSD students are white. The percent of Hispanic or Latino students in the district has increased from 9% in 2004-2005 to 18% as stated in the latest

report card. Many of the Hispanic and/or Latino students are English Language Learners. (ELL)

7. JCSD is classified by the State Education Department as a "focus district" placing it in the 10% lowest achieving districts in New York State due to the troubling level of student achievement.

8. JCSD measures as a very low wealth school district, utilizing the SED's "Combined Wealth Ratio" (CWR). The CWR is an index of the total property wealth and income wealth behind each of the district's students. In 2012 JCSD had a CWR of .254, far below the state average of 1.00. This means Jamestown cannot generate as much local tax revenue for schools as a wealthier district, i.e., less and poorer taxpayers than an average wealth or above average wealth district. (nyruralschools.org/w/data-tools)

10. JCSD operates nine schools for 5,000 students.

11. JCSD operates 5 elementary schools: The Bush Elementary school services 290 students. The Lincoln Elementary School services 445 students. The Love Elementary School services 320 students. The Fletcher Elementary School services 545 students. The Ring elementary school services 512 students.

12. JCSD operates the Jefferson Middle School, the Persell Middle School and the Washington Middles School serving 502 and 540 respectively. The district also operates Jamestown High School servicing 1383 students.

### Essential Inputs

#### A) Appropriate Class Size

13. In JCSD class size for AIS is approximately 15 or more. The number of AIS students should be no more than 10 students in the class.

#### B) Sufficient Number of Qualified Teachers and Other Personnel

15. The district needs a sufficient number of properly certified teachers to provide AIS to eligible students and comply with the commissioner's regulations. All students who qualify for AIS should receive the service, according to the

district, all students who qualify for AIS are not receiving this service.

16. The JCSD needs a sufficient number of properly certified teachers to provide AIS to eligible students and comply with the commissioner's regulations. The middle school principal reports that staff who provide AIS at the school are not fully certified for the subject areas in which they are providing remediation.

17. The Central Office Curriculum Department has been significantly downsized due to fiscal constraints. The assistant superintendent for instruction and the directors for middle level education, and curriculum and assessment were reduced from 3 positions to 1 director position. Curriculum coordinators for other curricular areas were eliminated and staff were reassigned.

18. There are only two part-time social workers that were hired through a public agency. The high school has only a shared psychologist and no support from a social worker. Psychologists are shared throughout the district with some schools receiving less than .5 day of service per week. This does not adequately meet the needs of the students in a high poverty district such as JCSD. Every school district should have a full time social worker to address the socio-economic needs of the students and to serve as an outreach for families.

19. Jamestown High School has only one (1) library media specialist for 1400 students which is a reduction from two (2) due to budget constraints. There should be at least two (2) certified and adequately trained library media specialists at the high school. The library media specialist at Washington Middle School teaches part time. There are approximately 550 students in grades 5-8 enrolled in the school. As noted in the School Quality Review from January, 2012, "Due to decreased funding and the subsequent reduction of certified staff, the librarian is pulled to teach two classes during the day. During these time slots, the library/media center is not accessible for teachers or students." The library at each middle school should be open all day and should be staffed by a full time certified library media specialist. The high school needs a minimum of two (2) certified and adequately trained library media specialists.

20. There is a need for additional staff at central office to support the implementation of the Common Core Learning

Standards ("CCLS"). Professional development and support is needed for full implementation of CCLS. The addition of instructional coaches or staff development specialists is needed to adequately support and deliver professional development needed to effectively implement CCLS and improve student achievement.

C) Services for at-risk students

21. The extended day program (AM and PM) was reduced several years ago and has now been eliminated due to budget. Summer school was eliminated at the elementary level. There is a general lack of services for ELLs and their families.

D) Instrumentalities of learning

22. The majority of textbooks are 5-7 years old with some being older. Most textbooks are not aligned with the Common Core Learning Standards now being taught and tested. Text books aligned to the Common Core Learning Standards should be purchased as needed. Additional resource materials to fully implement the modules for ELA (Pre-K-8) and Math (K-10) should be purchased.

E) Expanded platform for at-risk students

- Students with Disabilities (SWD)

23. JCSD has a significant number of students at-risk of academic failure due to family and community poverty, limited English proficiency, emotional or behavioral problems and other issues. These students require additional instructional time and other supports to improve their academic performance. Twenty-five percent (25%) of the SWD in the district are ELLs. Many of the students enrolled in the district with Individual Educational Plans (IEPs) that were written in their previous schools in Puerto Rico. There are not enough English as a Second Language (ESL) teachers to service all of the ELLs in the district especially those identified as SWD. One teacher is servicing students in several different grades and with differing disabilities.

24. JCSD is not providing adequate support for SWD who are not meeting proficiency benchmarks on mandated state assessments.

25. JCSD needs to fully meet the provisions of all IEPs. The district has been in and out of compliance with this legal requirement due to lack of staff.

26. Due to recent budget cuts, JCSD lacks the qualified teachers and support staff to provide at-risk students with an expanded platform of services, including: extra periods or time during the regular school day, additional staff to work with students in small groups or one-on-one; before- and after-school academic instruction; and summer school. These supports need to be re-implemented.

27. There is an urgent need for at least 10 additional teachers to provide appropriate and sufficient AIS and other non-academic support services for at-risk students, which is necessary to respond to the urgent need to improve overall academic performance in the district.

- English as a Second Language (ESL)

28. There is not a sufficient amount of ESL teachers to serve the growing need. More teachers are needed. There are currently 9 English as a Second Language teachers in the district. The district needs three times that number to adequately provide service to ELL students. New York state law guarantees ELL students that all personnel who teach or provide other services to ELLs must receive in-service training to enhance their appreciation for the pupils' native languages and cultures and their ability to provide appropriate instructional and support services. Training should include culturally sensitive training to understand how to work effectively with diverse populations.

29. There is no longer a guidance counselor assigned to work with ELL students and their families at the high school, due to budget cuts. This should be reinstated to allow for a counselor to work with Spanish speaking students and their families. ELL students have a right to the same support services as English proficient students, including counseling in their first language.

30. There is not sufficient bilingual staff in the district to provide support and translation to students and families.

31. In the middle school, the ELL students are not provided with Art/Family and Consumer Sciences/Technology/Library/Music/Health in order to provide required LEP services. Those ELL students are entitled to these classes as part of an opportunity for a sound basic education and in compliance with Commissioner's Regulations at 154, stating that ELLs are entitled to equal access to all school programs.

32. New York state law guarantees ELL students' families important rights including: Sufficient translation services to ensure parents have an integral role in assisting their children's learning and may be actively involved in their school. Parents have a right to an orientation session, in their first language, within the first semester of their child's enrollment in a school. The session should include information on state standards, assessments, expectations and general program requirements. This is not occurring at present.

33. There is no formal curriculum for ESL students. Also, there is no articulated plan for services to ESL students at the high school. An articulated curriculum for ESL needs to be developed with is aligned with the Common Core Learning Standards.

#### F) Outputs

34. The state administers assessments for all New York students in ELA and mathematics at grades 3 through 8 and in New York state Regents examinations in English, math, science, social studies and languages other than English. The state sets the standard for proficiency on these assessments at a minimum level 3 of 4 levels in grades 3 through 8 and 65% on Regents examinations required for graduation.

35. I examined ELA and mathematics assessment results for JCSD elementary, middle and high school students from recent school years. I examined the assessment results for economically disadvantaged students, English language learners (ELL) and students with disabilities to evaluate the performance of important subgroups of JCSD students.

36. According to 2011-12 data from the SED report cards, a significant portion of JCSD students are not meeting State academic standards, as measured by performance on state English Language Arts (ELA) and mathematics assessments.



37. There was a significant decline in the performance of Jamestown students on the state assessments from 2011-12 to 2012-13. While the state average student performance also dropped, Jamestown experienced a significant decline in the percent of students achieving proficiency. Less than a quarter of the students in grades 3-7 were proficient on the most recent (2012-13) ELA State Assessment, and only slightly more than a quarter were proficient in the 8th grade.

38. None of the English Language Learners (ELLs) in grades 5-8 achieved at the proficient level on the ELA assessment and less than 10% achieved proficiency in grades 3 and 4. Less than 5% of SWDs achieved proficiency in grades 3-8 and the economically disadvantaged subgroup's achievement was below that of the all student group.

39. On the 2012-13 state assessment, none of the ELL students achieved proficiency and except for a few students in grade 7 none of the SWDs were proficient. The results for the ED students were significantly lower than in 2011-12. While the results for all groups declined in the most recent assessment results (2012-13), the gap remains in achievement between the ELL, SWD, and ED Subgroups and the All Student Group.

42. The math results were similar to the ELA results with less than a quarter of the students in grades 3-8 scoring at the proficient level on the most recent (2012-13) Math State Assessment.

43. None of the LEP students in grades 6 and 8 achieved proficiency on the Math assessment and the remaining grades had very few students achieve proficiency. None of the SWDs in grades 3 and 4 were proficient with very few achieving proficiency in the remaining grades. The Economically Disadvantaged Subgroup's achievement was below that of the All Student Group.

44. Achievement declined further in 2012-13 with no ELLs and almost no SWDs achieving proficiency. The results for the ED students were also significantly lower than in 2011-12. While the results for all groups declined in the most recent assessment results (2012-13), the gap remains in achievement between the ELL, SWD and ED Subgroups and the All Student Group.

45. Throughout all grade levels, but particularly in high school, low-income (at-risk) students and students with disabilities achieved proficiency at much lower levels than the overall student population.

46. Most recent graduation rate is for 2009 cohort: 67% all student group; 60% economically disadvantaged students; 34% SWDs, only 12% LEP graduated and there was a 41% drop out rate for LEPs.

#### G) Budget and Funding (Causation)

48. The local tax rate for JCSD is \$19.83 per \$1000 of assessed property valuation.

49. JCSD has a combined wealth ratio of .254, less than half of the state average and far below more affluent suburban school districts in the state.

50. JCSD has the highest local tax rate and the highest proportion of economically disadvantaged students among surrounding districts in Chautauqua County.

51. JCSD spends \$9,082 per pupil, the lowest level of similar districts in New York state despite having the highest levels of students with need for an expanded platform of instructional and support programs and services and the highest local tax rates.

53. The Gap Elimination Adjustment has resulted in a cumulative loss of \$13,141,706 , to the general fund budget from 2010-2014. This has resulted in cuts to essential staff and programs and services needed to provide a meaningful high school education, particularly for the districts large proportion of low income (at-risk) students. In the past four years staff have been reduced by over 14%. Approximately 160 positions have been eliminated resulting in a reduction of 10% of the teaching staff, 22% of administration and 15% of support staff.

### **CONCLUSIONS**

Based on my assessment of JSCD under the CFE evaluation framework, I conclude:

1. JCSD serves a lower income community, with low property wealth and high local tax rates. Despite these

factors, JCDS makes a substantial local effort to support its students and schools and lacks the local fiscal capacity to make needed improvements to its educational program or to support the district's significant number of at-risk students.

2. A significant portion of JCSD students are low income and academically at risk. These students need an expanded platform of essential services to provide the opportunity for a meaningful high school education.

3. JCSD has significant deficits in essential CFE inputs, as follows: qualified teachers supported with necessary professional development and training; sufficient social workers and guidance counselors; sufficient educators who are proficient in teaching ESL students and SWDs, class sizes at appropriate levels for AIS students; and an expanded platform of services for low-income, academically at-risk students, including AIS and RTI services, instruction before and after school and summer school, and drop-out prevention counseling.

4. JCSD students are, at all grade levels, performing well below State proficiency standards. The significant portion of low-income (at risk) ELL, and SWD students are performing even further below State standards than JCSD students overall.

5. JCSD graduation rate is well below the State standard.

6. JCSD has experienced significant reductions in state aid under the GEA, resulting in cuts to necessary programs, staff and services.

7. JCSD is not providing students with the essential CFE inputs, nor is the district meeting State-established proficiency levels and graduation rates.

8. JCSD is not providing its students, particularly its sizeable population of students at-risk of academic failure, with the opportunity for a meaningful high school education, the standard for a sound basic education.

## **Jamestown City School District – Report by Peggy Wozniak**

### **Introduction**

#### School District

The Jamestown City School District, considered a small city school district, serves approximately 4,866 students. There are 57 small city school districts in New York State. According to the New York State Association of Small City School Districts, small cities often have similar demographic characteristics as the five large city school districts in New York State, including “higher percentages of disadvantaged students, limited English proficient students, dropouts and students with special educational needs.”

The Jamestown District is one of the poorest small city school district in the State. The poverty rate, as defined by federal income guidelines and reported in the 2012-13 School Report Card, is 81% free lunch and 4% reduced-price lunch for a total of 85%. The previous School Report Card (2011-12) reported a total free and reduced lunch count as 69%. **This rate has been steadily increasing over the last 5 years with an increase of 16% from the previous year.** Jamestown serves a diverse student population. 18% of the students are Hispanic or Latino, 4% are limited English proficient and 12% are students with disabilities. The Hispanic population is growing and highly transient. The transiency rate for this population was 30% for the 2010-11 school year. Almost all of the Hispanic students and families have come to Jamestown from Puerto Rico.

#### Community

The city of Jamestown, located in the southwestern region of New York State, has a population of approximately 31,000 people. As reported in the last census the unemployment rate of 13.8% was higher than the national average of 7.9% and the poverty rate was 20.7% which is above the national poverty rate of 15% as reported in 2012. The median worker income, \$21,552, is lower than the national average of \$29,701. The cost of living index at 86.4 is below the national average index of 100.

Like many Upstate New York cities, Jamestown has seen a downturn in its economy with the loss of manufacturing as the base of its economy. While the downtown area is attempting some redevelopment and rehabilitation of older buildings much of it continues to have a run-down appearance. There is no indication of any major business or industry revitalization except for the remodeling and expansion of the Lucille Ball Museum. I observed many empty buildings throughout the city that once housed manufacturing plants and businesses. There were a few neighborhoods of middle-income homes, however most of the housing was multiple family homes, apartments and low-income housing. Much of the housing units were in need of repair and renovation.

A short distance from the city limits of Jamestown the landscape changes dramatically to that of a suburban community. The grocery retailer, Wegman's, Starbucks, chain restaurants, and other big box stores typical of a middle class suburban landscape are evident. The students who live in this area attend the Southwestern School District, not Jamestown.

The Hispanic population has grown steadily since the 2000 census. In 2000 the Hispanic population in the city was 4.94% and in 2010 it almost doubled to 8.79% while the total population of Jamestown remained relatively stable dropping only slightly from 31,730 to 31,146.

## District Information and Data

### Demographics

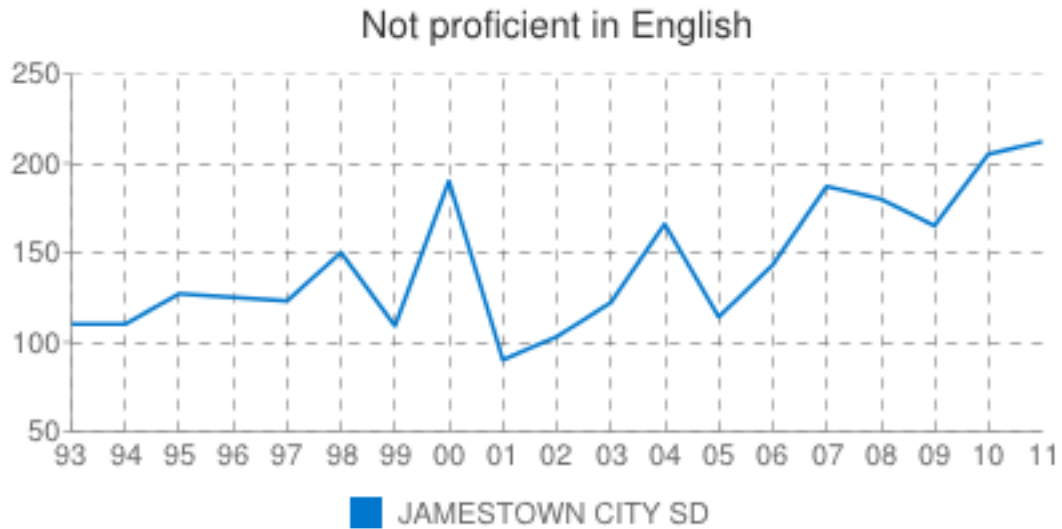
Jamestown is the largest most diverse school district in the region and the only Small City School District in this part of Chautauqua County. The enrollment has remained relatively steady averaging near 5000 students for the past five years. The poverty rate in the Jamestown District has steadily increased from 56% free and reduced price lunch in 2008-09 to 85% in 2012-13 as listed on the most recent school report card (2012-13). The Latino student population, many of whom are English Language Learners (ELL), is growing steadily. The percent of Hispanic or Latino students in the school district increased from 9% in 2004-05 to 18% on the most recent report card (2012-13). They are not only newcomers to the community, but also from second-generation families in Jamestown. Almost all are of Puerto Rican background. Jamestown's demographics are very different from other regional school districts as illustrated in the chart below.

### Jamestown and Regional District Demographics Comparison (SRC 2012-13)

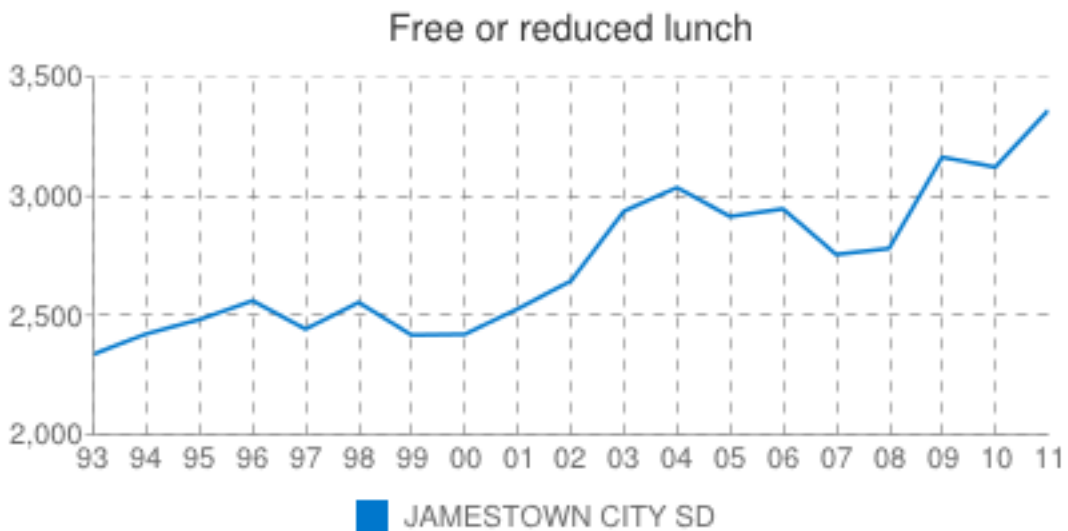
District	Jamestown	Southwestern	Bemus	Falconer	Frewsburg
<b>Enrollment</b>	4985	1421	726	1218	810
<b>Poverty</b>	85%	29%	17%	42%	33%
<b>Latino</b>	18%	2%	1%	2%	1%
<b>White</b>	68%	92%	96%	96%	95%
<b>LEP</b>	4%	1%	0%	0%	0%
<b>SWD *</b>	12%	12%	7%	11%	12%

\*Students with Disabilities

**Jamestown Limited English Proficient (LEP) Students Trend**  
 (nyruralschools.org/w/data-tools))



**Jamestown Poverty Rate Trend Measured by Free & Reduced Lunch** (NY Rural Schools data)



## **Student Performance**

The majority of the students served by the Jamestown District have increased need for resources and support due to their unique needs relative to their socio-economic status, limited English proficiency and/or disability. Under the right conditions and provided adequate resources all children can achieve, however there is an increased cost associated with providing these resources.

There are common themes in the research on what is needed to close the achievement gap for students in poverty, those whose primary language is not English, and those students with disabilities. Researchers such as Pedro Noguera and Eric Jensen have written extensively on closing the achievement gap. The Education trust conducts ongoing research on equity in education. Some of the needs highlighted in the research include:

- Staff must have high quality and appropriate training to meet the unique needs of their students.

- Intervention for students must be early and effective.

- Extended learning time and enrichment activities should be provided.

- All students should have access to appropriate technology.

- The non-academic needs, especially for students living in poverty, must be met.

- Outreach to students and families must be provided in the families' primary language in order to engage them in their students' education.

The Jamestown District does not have the fiscal resources necessary to meet the unique needs of all of its students. As a result, the Jamestown District and its schools have frequently been unable to achieve levels of student performance that would place them in a positive accountability status as defined by State and Federal standards. Under the No Child Left Behind (NCLB) regulations several of the schools were identified as in need of improvement and have had State Accountability Reviews resulting in written improvement plans.

Recently New York State was granted an ESEA Flexibility Waiver from the NCLB regulations. Under the current waiver regulations Jamestown has been identified as one of 70 Focus Districts in New York State. This identification was primarily due to the under achievement of the Students with Disabilities and the English Language Learners subgroups. **This places the district among the 10% lowest performing school districts in the State.** Nine of the ten schools in the district are identified as Focus Schools. Gaps in funding lead to gaps in opportunity for all students that result in gaps in achievement.

The following data from the **NYSED School Report Cards** compares the performance of all Jamestown students on state assessments with the average performance across New York State.

**English Language Arts (ELA) State Assessment Results All Students (2011-13)  
Jamestown Compared to State Average**

There was a significant decline in the performance of Jamestown students on the state assessments from 2011-12 to 2012-13. While the state average student performance also dropped, Jamestown experienced a significant decline in the percent of students achieving proficiency. Less than a quarter of the students in grades 3-7 were proficient on the most recent (2012-13) ELA State Assessment, and only slightly more than a quarter were proficient in the 8<sup>th</sup> grade.

Grade	% Proficient <b>Jamestown</b> 2011-12	% Proficient <b>State</b> 2011-12	% Proficient <b>Jamestown</b> 2012-13	% Proficient <b>State</b> 2012-13
3	39%	56%	<b>13%</b>	31%
4	47%	59%	<b>20%</b>	30%
5	39%	58%	<b>14%</b>	30%
6	41%	56%	<b>19%</b>	30%
7	43%	52%	<b>24%</b>	31%
8	43%	50%	<b>29%</b>	34%

**State Assessment Results ELA Grades 3-8 (2011-12) Jamestown All Students,  
LEP Students, Students with Disabilities and Economically Disadvantaged  
Students**

There is a significant achievement gap present when comparing the performance of the limited English proficient (LEP) subgroup, the students with disabilities (SWD) subgroup and the economically disadvantaged (ED) student subgroup to the performance of the Jamestown all student group.

None of the English Language Learners (ELLs) in grades 5-8 achieved at the proficient level on the ELA assessment and less than 10% achieved proficiency in grades 3 and 4. Less than 5% of SWDs achieved proficiency in grades 3-8 and the economically disadvantaged subgroup's achievement was below that of the all student group.

Grade	% All Students Proficient 11- 12	% ELL Proficient 11- 12	% SWD Proficient 11-12	% ED Proficient 11-12
3	39%	5%	3%	32%
4	47%	9%	2%	37%



5	39%	0%	2%	27%
6	41%	0%	4%	31%
7	43%	0%	4%	33%
8	43%	0%	4%	34%

**State Assessment Results ELA Grades 3-8 (2012-13) Jamestown All Students, LEP Students, Students with Disabilities and Economically Disadvantaged Students**

On the 2012-13 state assessment, none of the ELL students achieved proficiency and except for a few students in grade 7 none of the SWDs were proficient. The results for the ED students were significantly lower than in 2011-12. While the results for all groups declined in the most recent assessment results (2012-13), **the gap remains in achievement between the ELL, SWD, and ED Subgroups and the All Student Group.**

Grade	% All Students Proficient 12-13	% ELL Proficient 12-13	% SWD Proficient 12-13	% ED Proficient 12-13
3	13%	0%	0%	9%
4	20%	0%	0%	12%
5	14%	0%	0%	8%
6	19%	0%	0%	12%
7	24%	0%	3%	15%
8	29%	0%	0%	18%

**Math State Assessment Results All Students (2011-13) Jamestown Compared to State Average**

The math results were similar to the ELA results with less than a quarter of the students in grades 3-8 scoring at the proficient level on the most recent (2012-13) Math State Assessment.

Grade	% Proficient Jamestown 2011-12	% Proficient State 2011-12	% Proficient Jamestown 2012-13	% Proficient State 2012-13
3	42%	61%	<b>15%</b>	34%
4	54%	69%	<b>24%</b>	36%
5	47%	67%	<b>14%</b>	30%
6	50%	65%	<b>20%</b>	31%
7	52%	65%	<b>22%</b>	28%
8	55%	61%	<b>24%</b>	28%

**State Assessment Results Math Grades 3-8 Level (2011-12) Jamestown All Students, LEP Students, Students with Disabilities, Economically Disadvantaged Students**

None of the LEP students in grades 6 and 8 achieved proficiency on the Math assessment and the remaining grades had very few students achieve proficiency. None of the SWDs in grades 3 and 4 were proficient with very few achieving proficiency in the remaining grades. The Economically Disadvantaged Subgroup's achievement was below that of the All Student Group.

Grade	% All Students Proficient 11-12	% ELL Proficient 11-12	% SWD Proficient 11-12	% ED Proficient 11-12
3	42%	5%	0%	33%
4	54%	12%	0%	45%
5	47%	5%	2%	36%
6	50%	0%	6%	41%
7	52%	8%	4%	42%
8	55%	0%	16%	47%

**State Assessment Results Math Grades 3-8 (2012-13) Jamestown All Students, LEP Students, Students with Disabilities and Economically Disadvantaged Students**

Achievement declined further in 2012-13 with no ELLs and almost no SWDs achieving proficiency. The results for the ED students were also significantly lower than in 2011-12. While the results for all groups declined in the most recent assessment results (2012-13), **the gap remains in achievement between the ELL, SWD and ED Subgroups and the All Student Group.**

Grade	% All Students Proficient 12-13	% ELL Proficient 12-13	% SWD Proficient 12-13	% ED Proficient 12-13
3	15%	0%	0%	10%
4	24%	0%	0%	16%
5	14%	0%	0%	6%
6	20%	0%	0%	12%
7	22%	0%	4%	16%
8	24%	0%	2%	15%

**New York State English as a Second Language Achievement Test (NYSESLAT)  
2011-12**

On the NYSESLAT (2011-12) ELL Students achieved significantly lower on the Reading and Writing component than on the Listening and Speaking component of the test. The percent of students scoring proficient or advanced in each component is illustrated in the chart below.

Grades	Listening & Speaking	Reading & Writing
K - 1	63%	27%
2 - 4	84%	37%
5 - 6	79%	43%
7 - 8	89%	20%
9 - 12	76%	51%

**New York State English as a Second Language Achievement Test (NYSESLAT)  
2012-13**

The results for the 2012-13 NYSESLAT were reported in a different format. Only the percent of students scoring proficient in each grade level are indicated on the most recent school report card (2012-13).

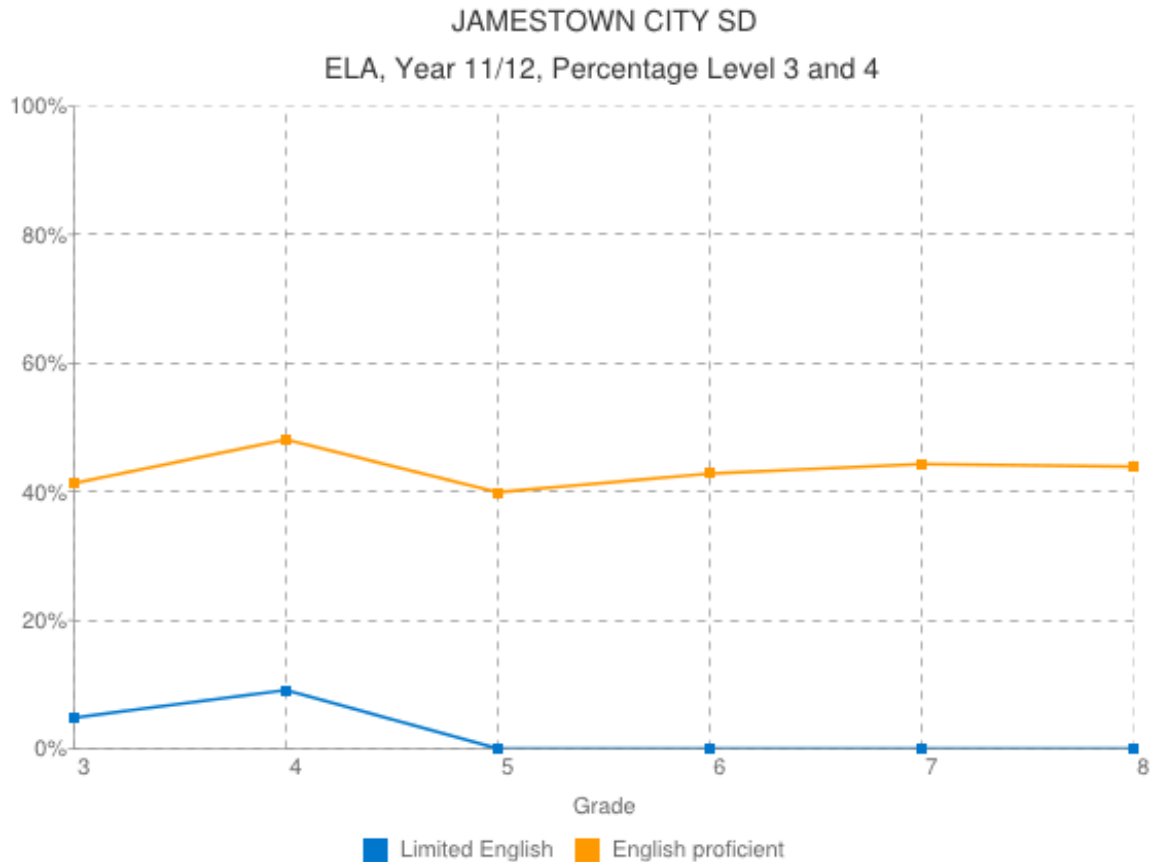
Grade	% ELL Students Proficient	Grade	% ELL Students Proficient
K	6%	7	6%
1	17%	8	0%
2	22%	9	6%
3	5%	10	25%
4	24%	11	0%
5	6%	12	17%
6	5%		

**Disaggregated Results Within the Jamestown District (NY Rural Schools data)**

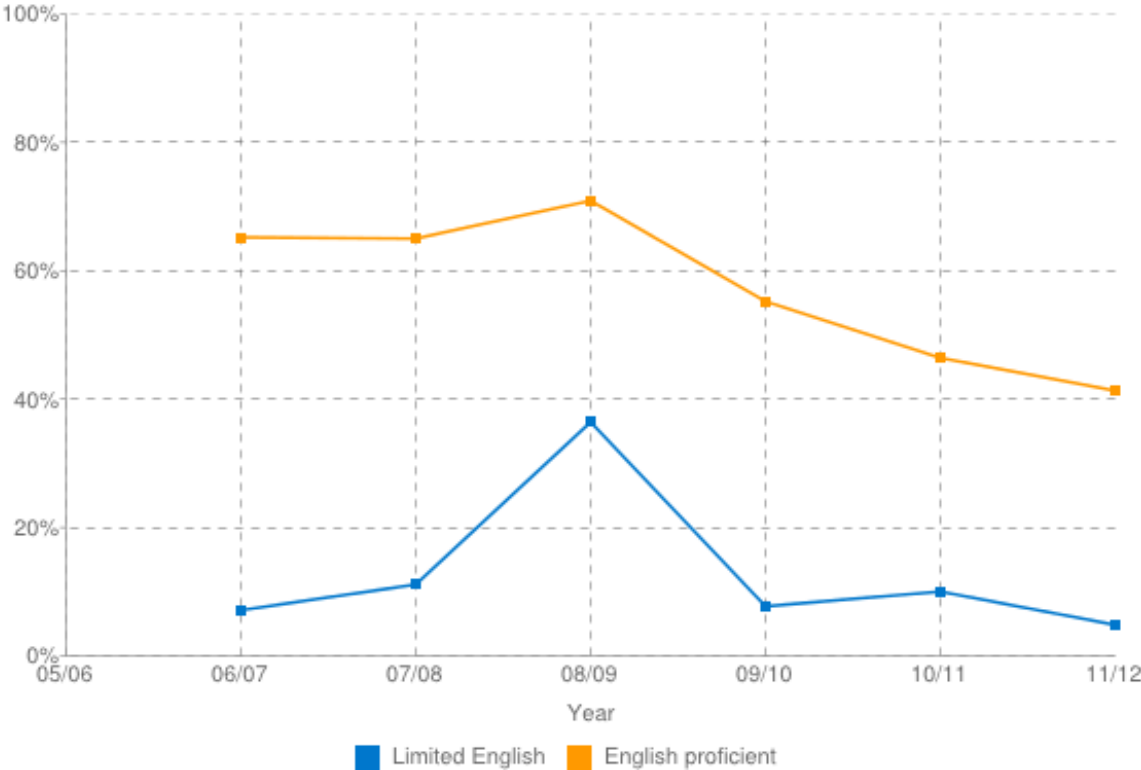
The following data compares the disaggregated results for the LEP and SWD Subgroups within the Jamestown District. The **discrepancy** between student **subgroup performance within the district** on the grades 3-8 State Assessments in ELA and Math is even more dramatic than the difference between the All Student Group and the average statewide performance on the 2011-12 assessments.

**LEP Students Grades 3-8 State Assessment Results ELA Compared to English Proficient Students in the Jamestown District (2011-12)**

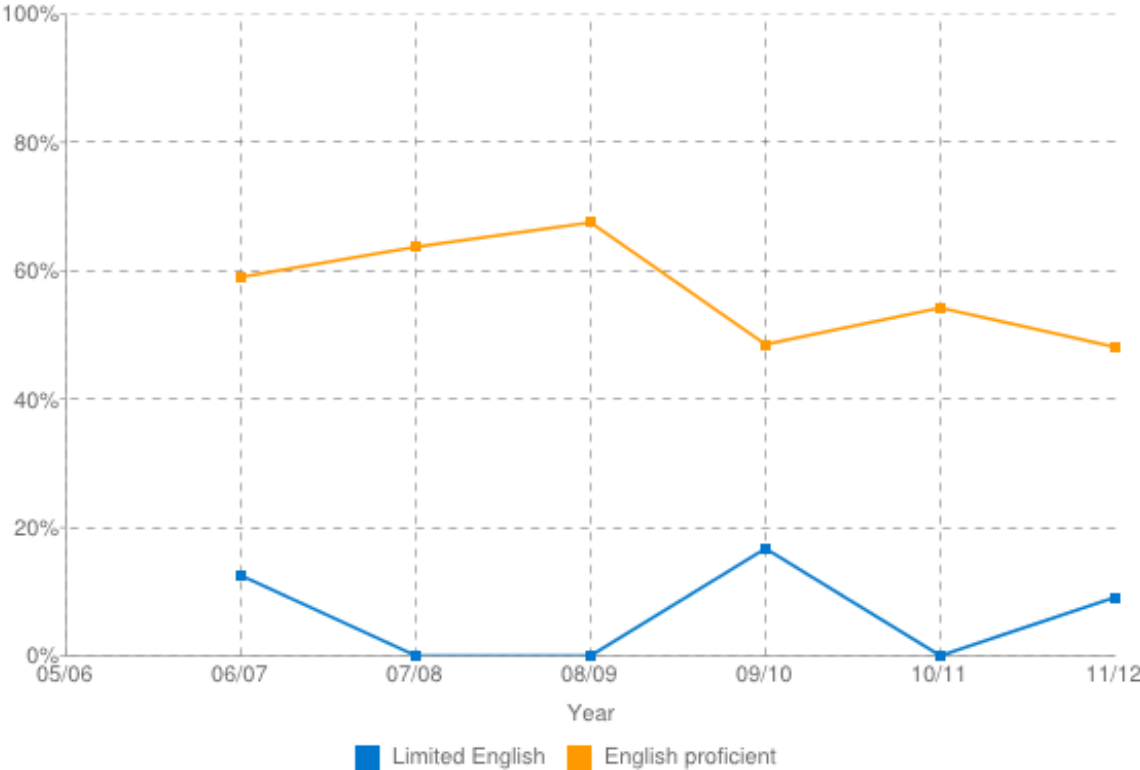
The discrepancy within the Jamestown District between the LEP and the English Proficient students showed a significant gap in achieving proficiency (Levels 3 and 4) for all students in grades 3-8 and at each of the individual grades 3-8 as illustrated in the following charts: (Cornell Database).



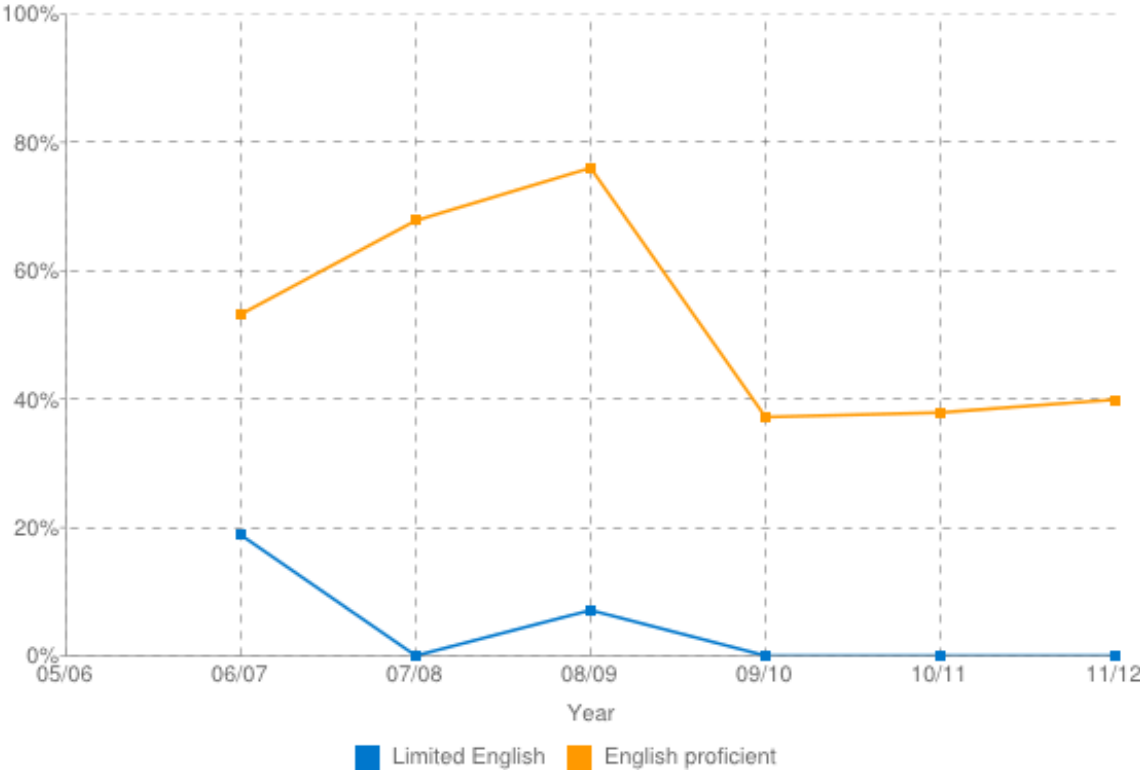
JAMESTOWN CITY SD  
ELA, Grade 3, Percentage Level 3 and 4



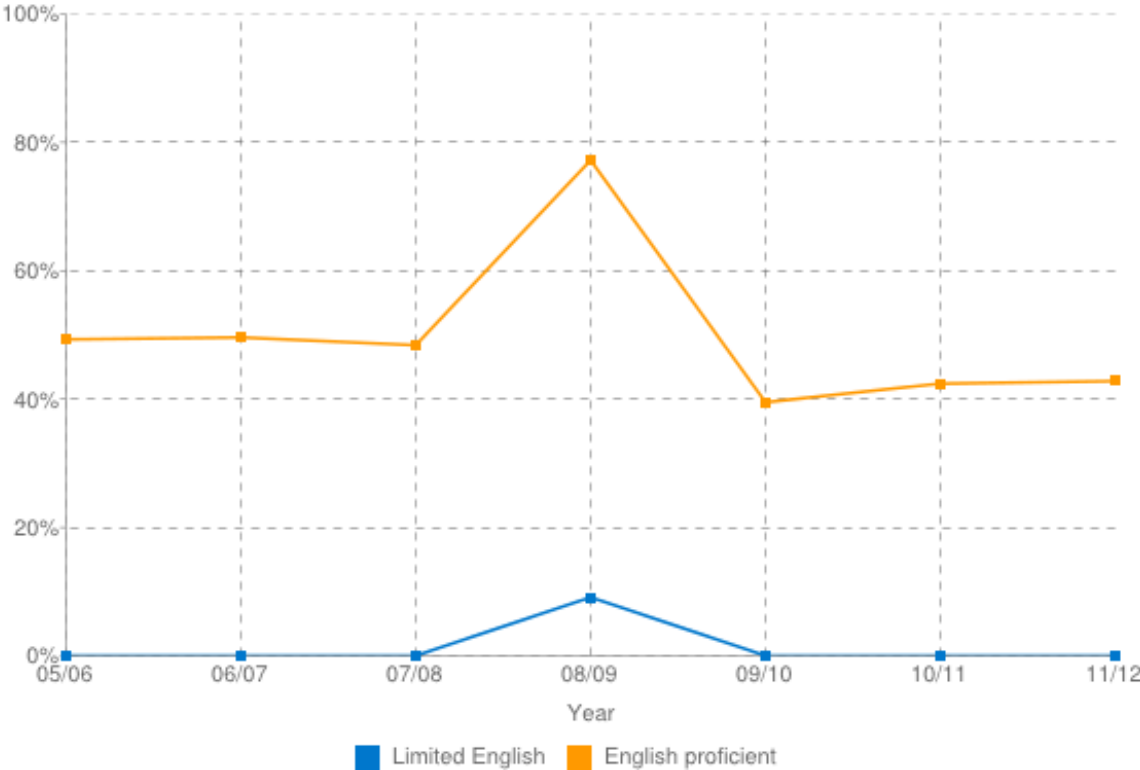
JAMESTOWN CITY SD  
ELA, Grade 4, Percentage Level 3 and 4



JAMESTOWN CITY SD  
ELA, Grade 5, Percentage Level 3 and 4

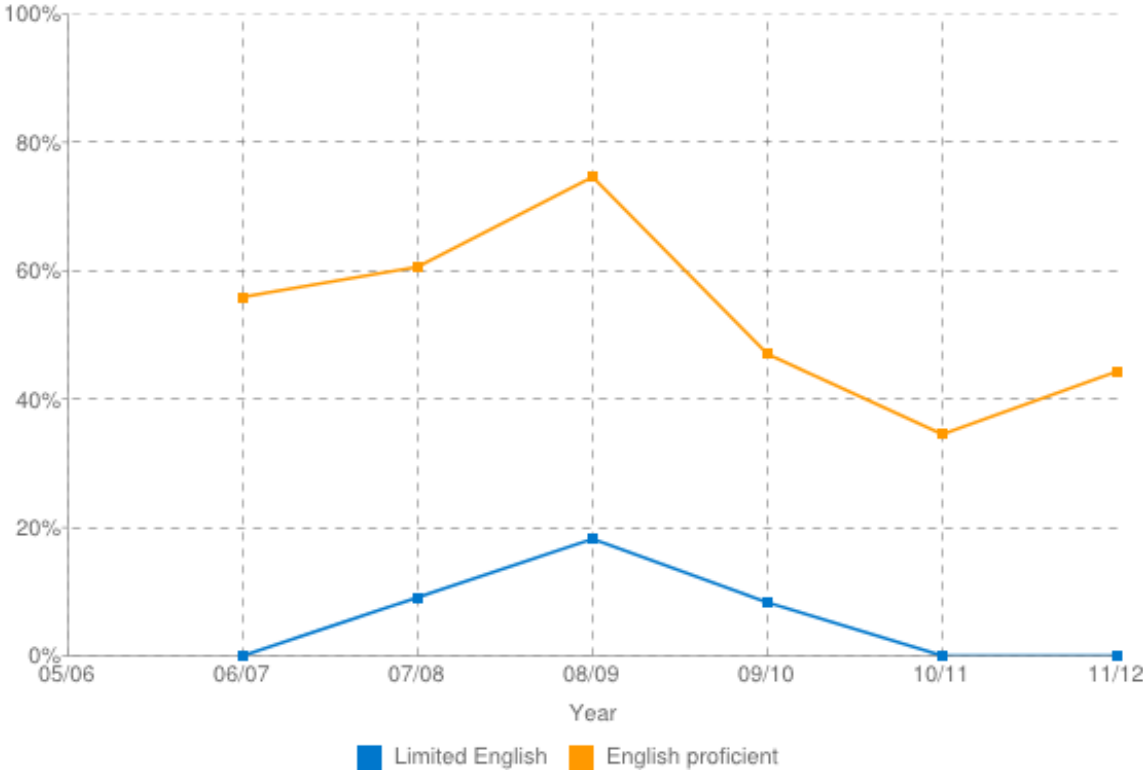


JAMESTOWN CITY SD  
ELA, Grade 6, Percentage Level 3 and 4

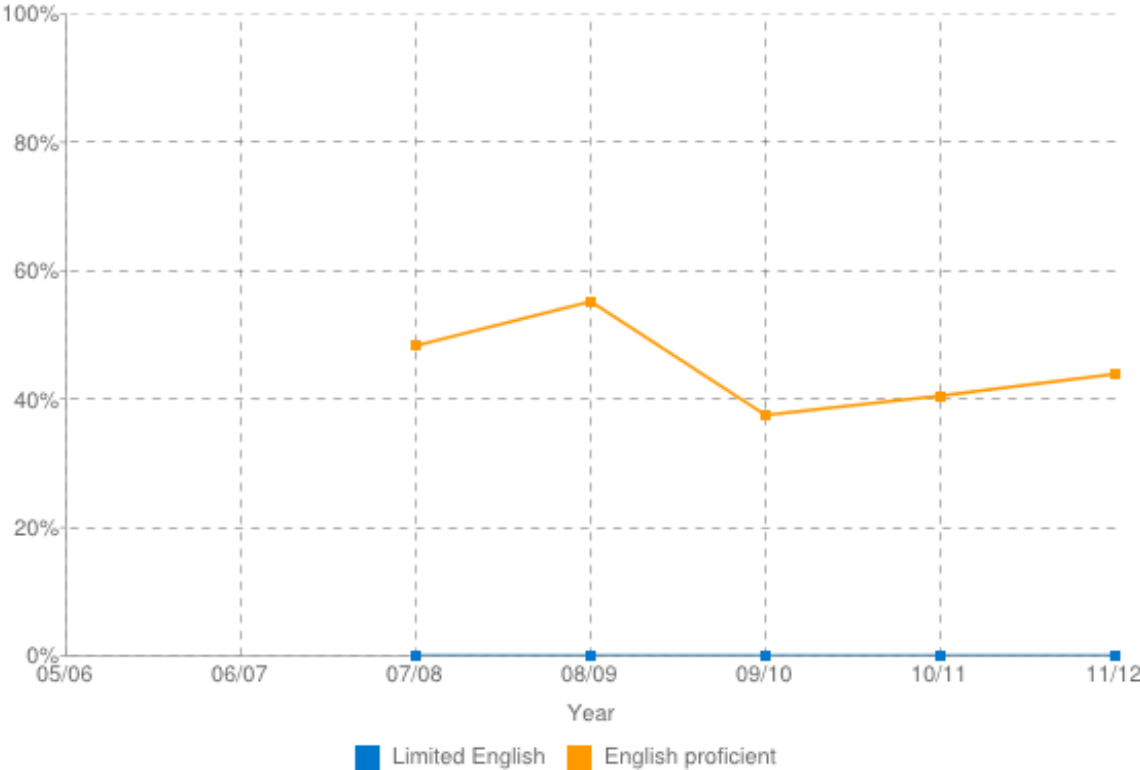




JAMESTOWN CITY SD  
ELA, Grade 7, Percentage Level 3 and 4

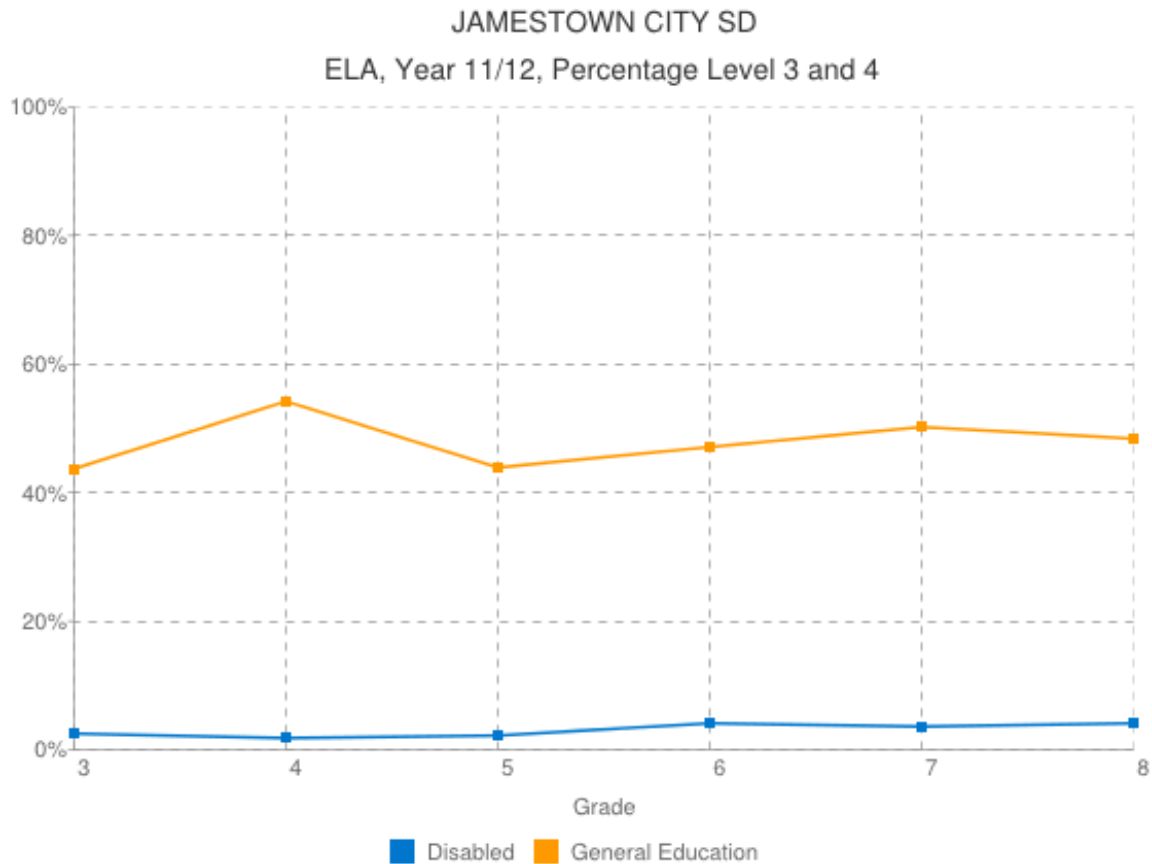


JAMESTOWN CITY SD  
ELA, Grade 8, Percentage Level 3 and 4

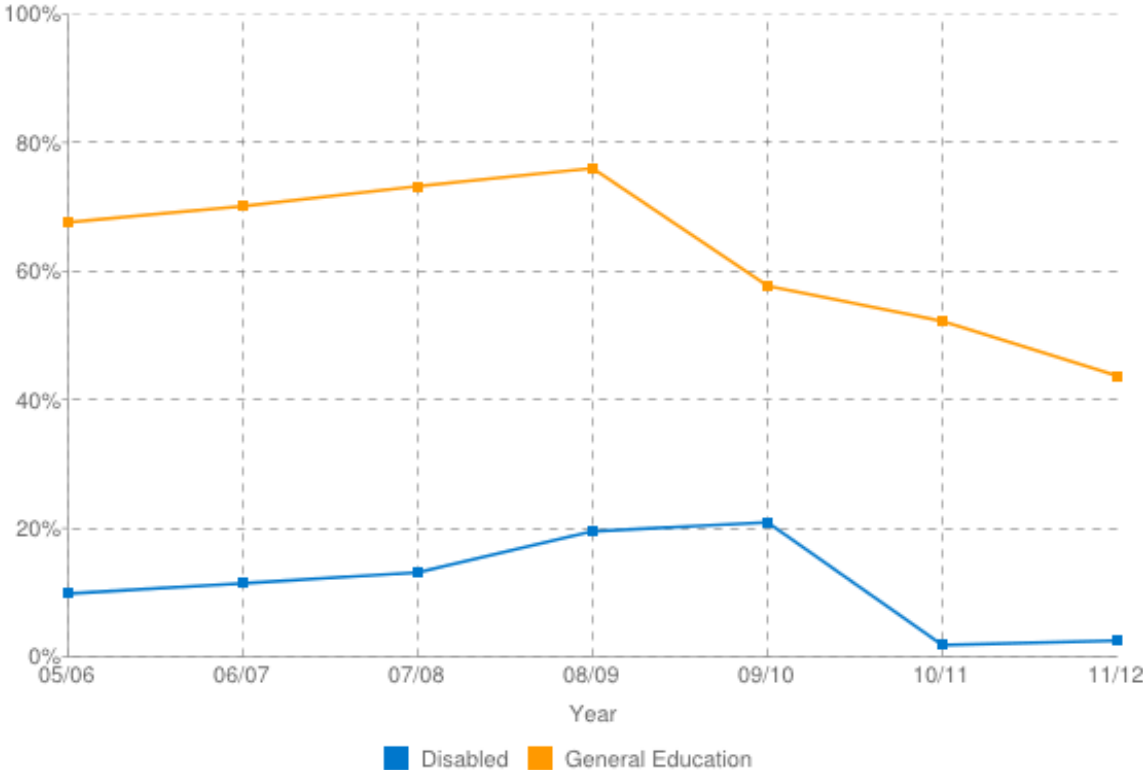


## State Assessment Results ELA for Students with Disabilities (SWD) Compared to General Education Students in the Jamestown District (2011-12)

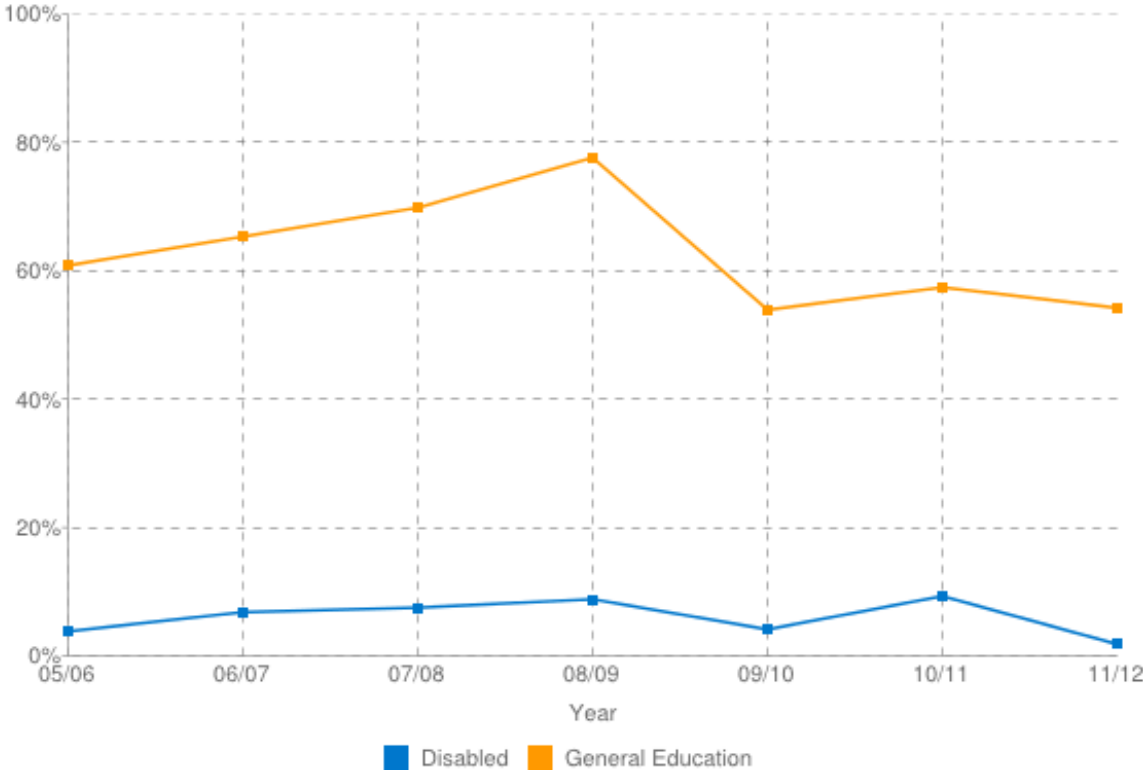
The discrepancy within the Jamestown District between the SWD and the General Education Students showed a significant gap in achieving proficiency (Levels 3 and 4) for all students in grades 3-8 and at each of the individual grades 3-8 as illustrated in the following charts (Cornell Database).



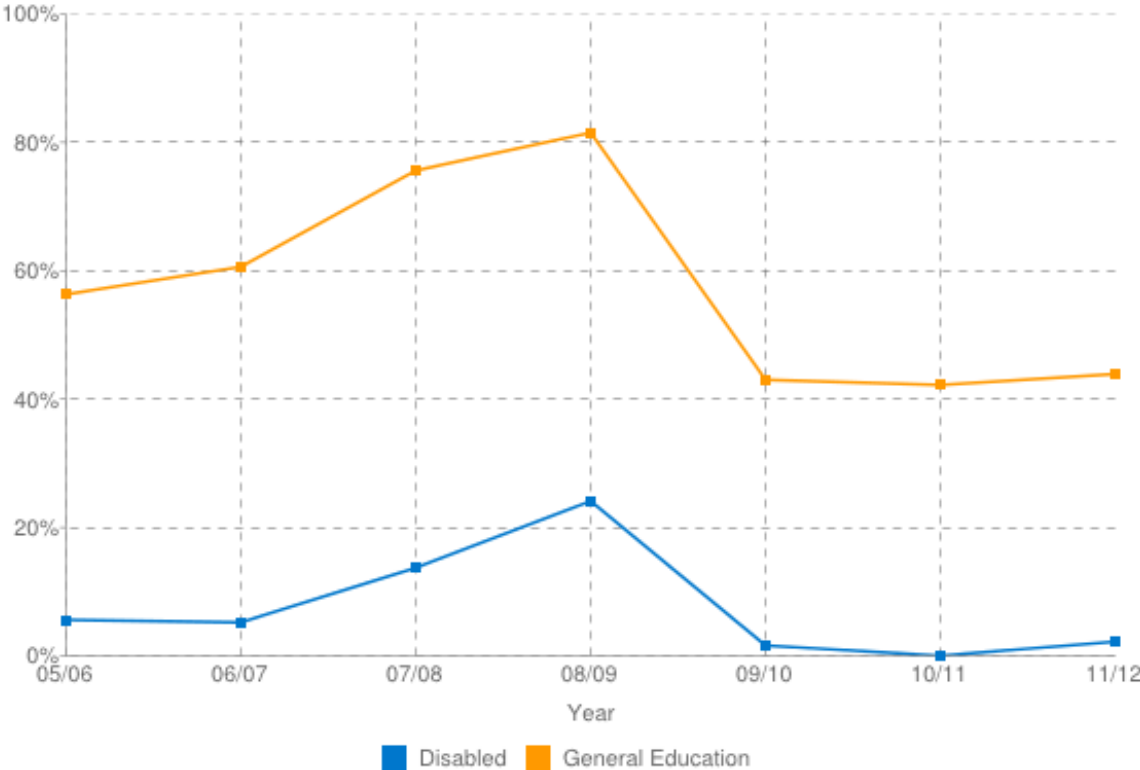
JAMESTOWN CITY SD  
ELA, Grade 3, Percentage Level 3 and 4



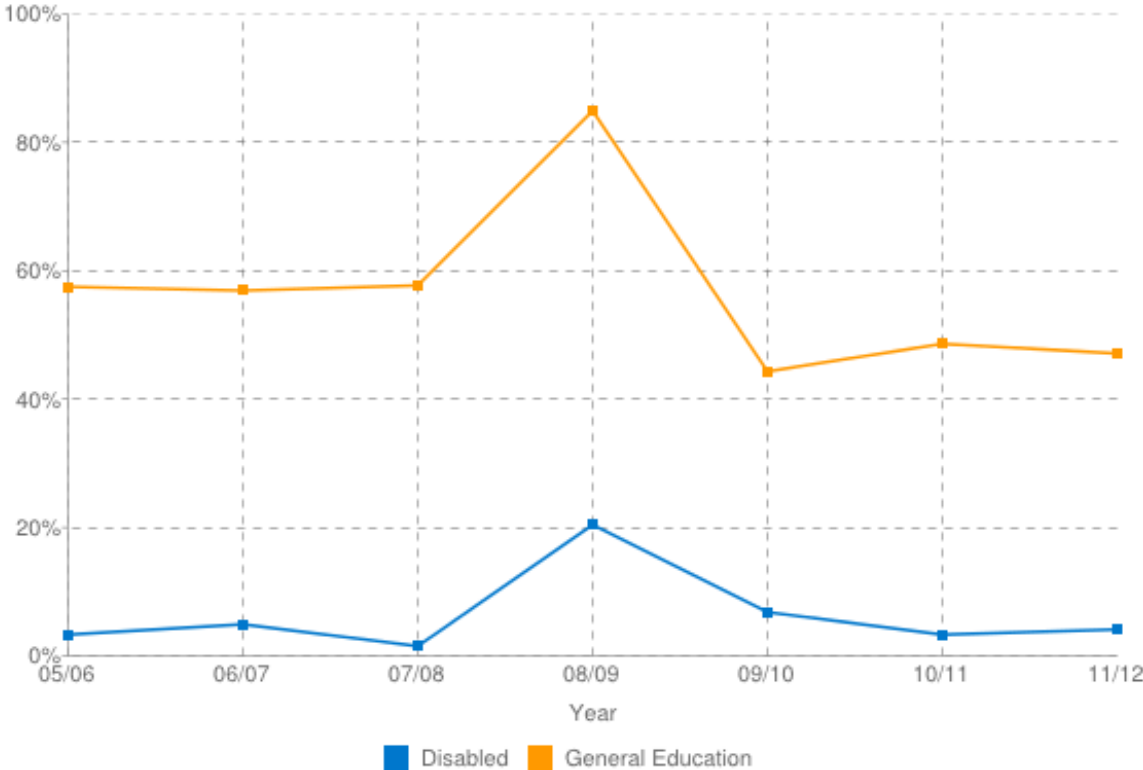
JAMESTOWN CITY SD  
ELA, Grade 4, Percentage Level 3 and 4



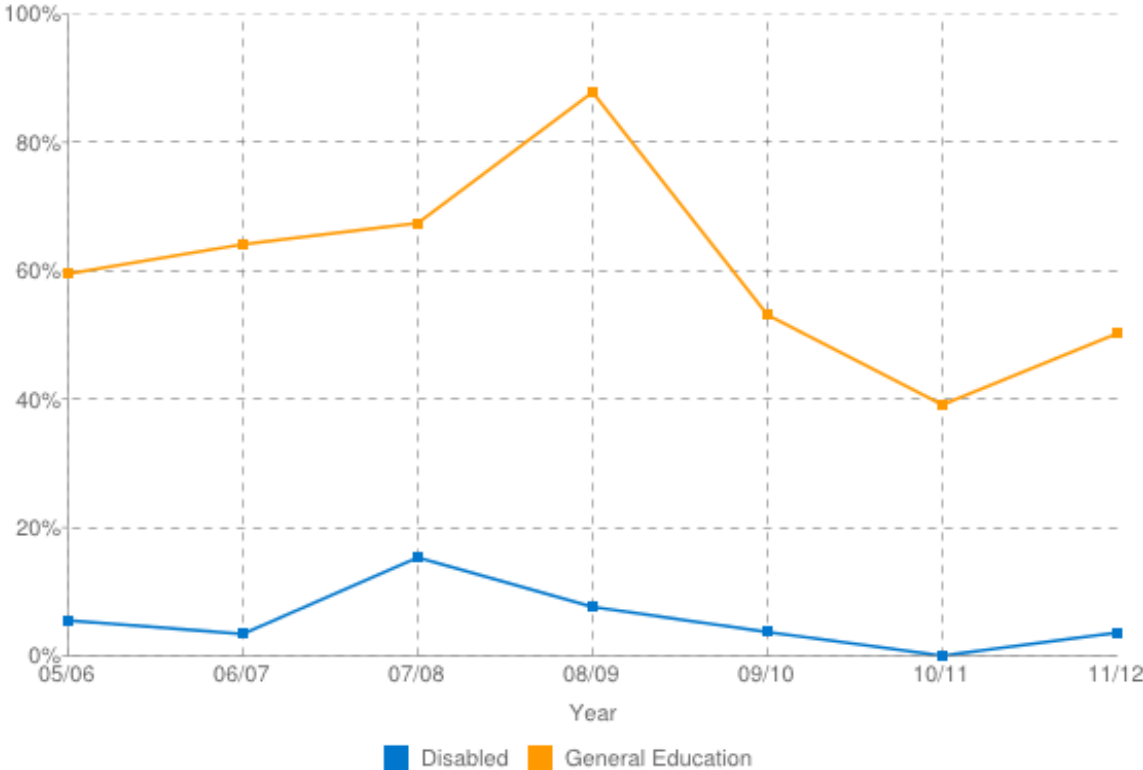
JAMESTOWN CITY SD  
ELA, Grade 5, Percentage Level 3 and 4



JAMESTOWN CITY SD  
ELA, Grade 6, Percentage Level 3 and 4

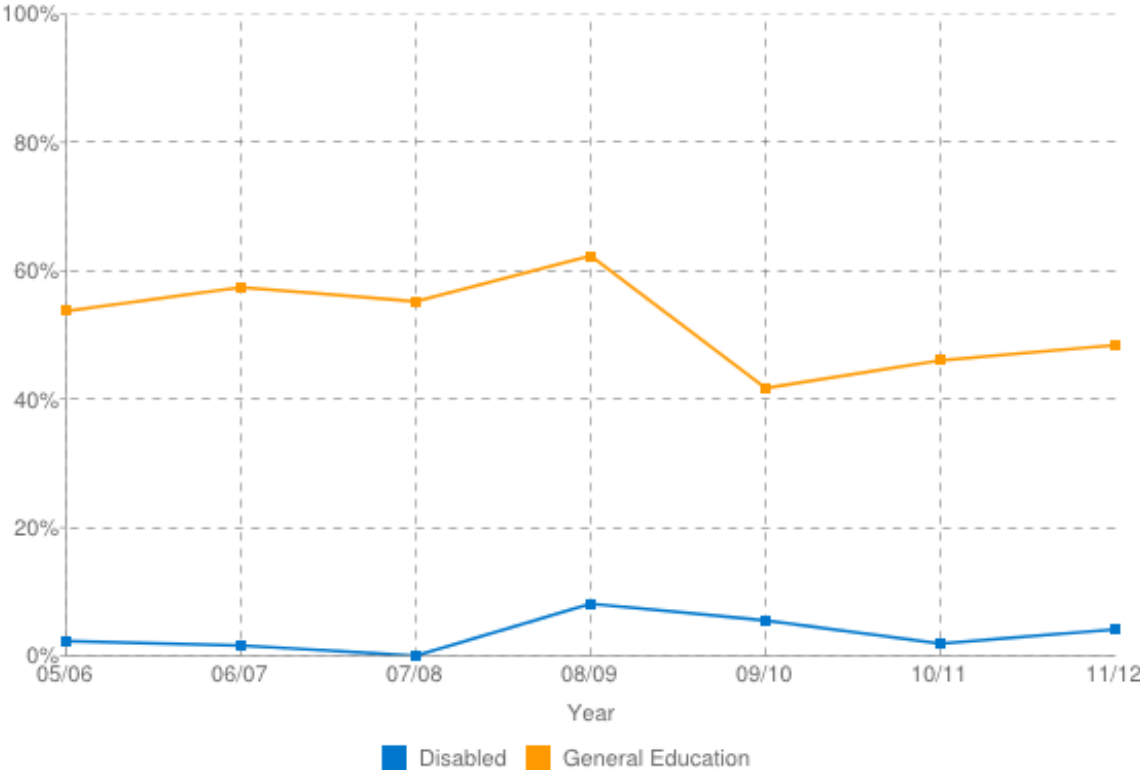


JAMESTOWN CITY SD  
ELA, Grade 7, Percentage Level 3 and 4



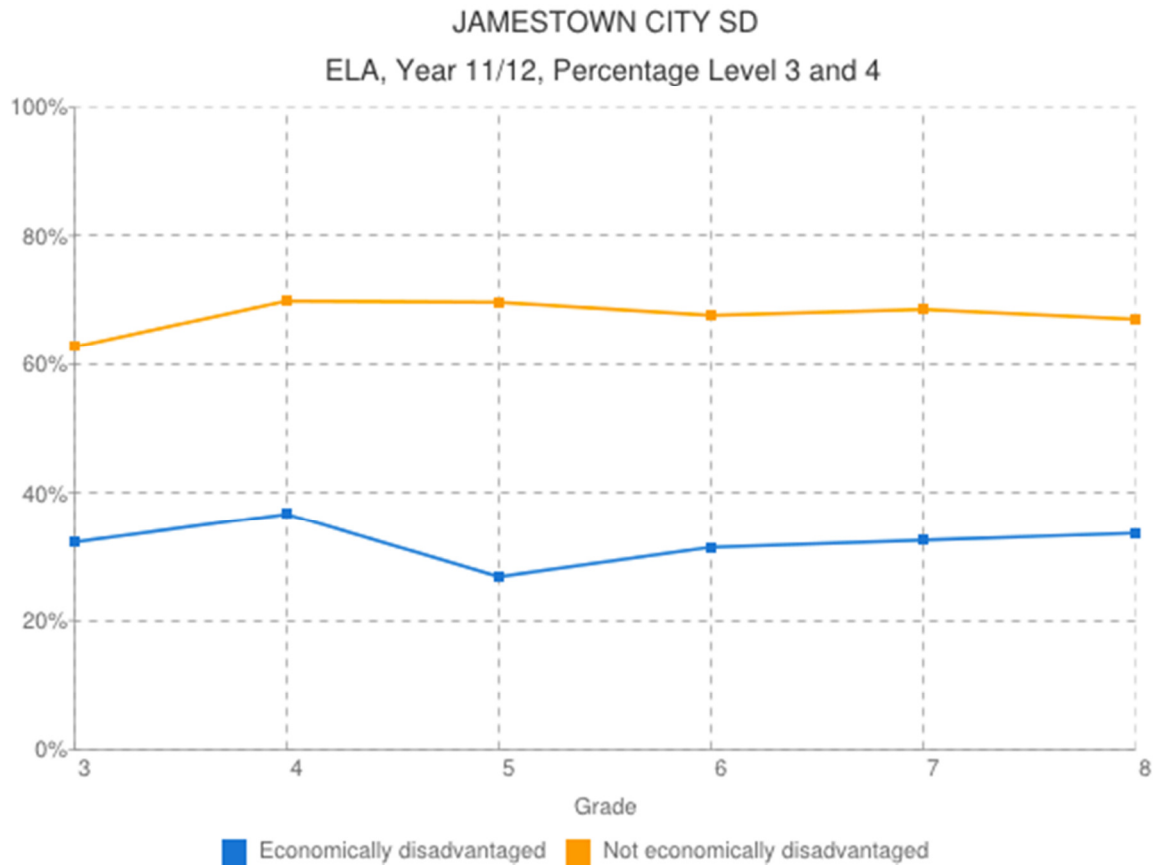


JAMESTOWN CITY SD  
ELA, Grade 8, Percentage Level 3 and 4



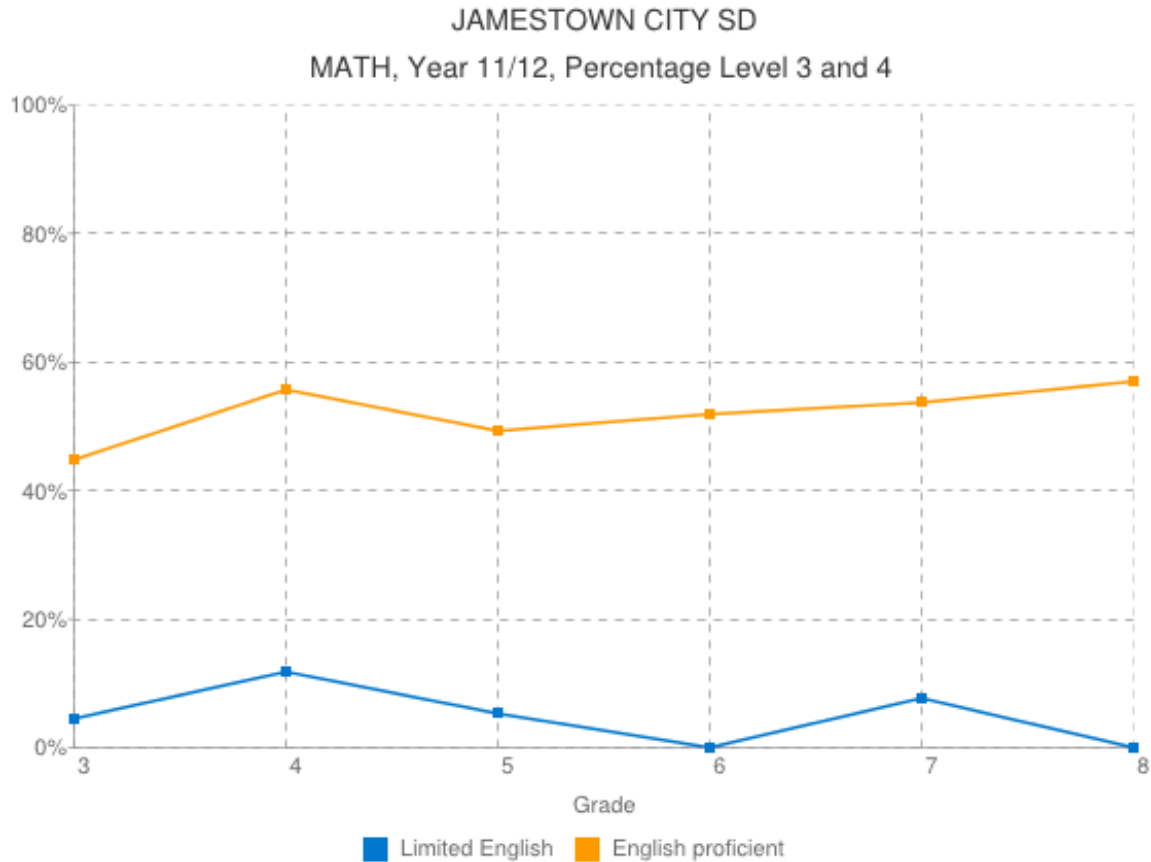
## State Assessment Results ELA for Economically Disadvantaged (ED) Compared to Not Economically Disadvantaged Students in the Jamestown District (2011-12)

The discrepancy within the Jamestown District between the ED and the not ED Students showed a significant gap in achieving proficiency (Levels 3 and 4) for all students in grades 3-8 and at each of the individual grades 3-8 as illustrated in the following charts (NY Rural Schools data).

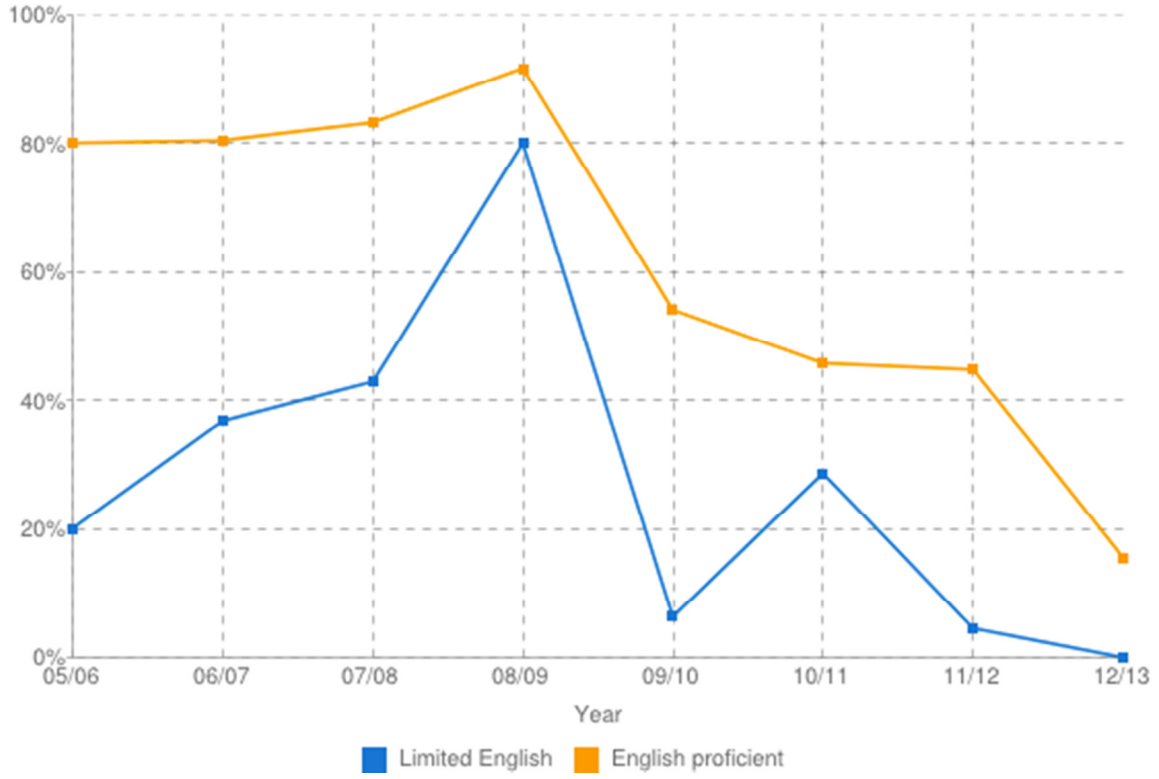


### State Assessment Results Math for LEP Students Compared to English Proficient Students in the Jamestown District (2011-12)

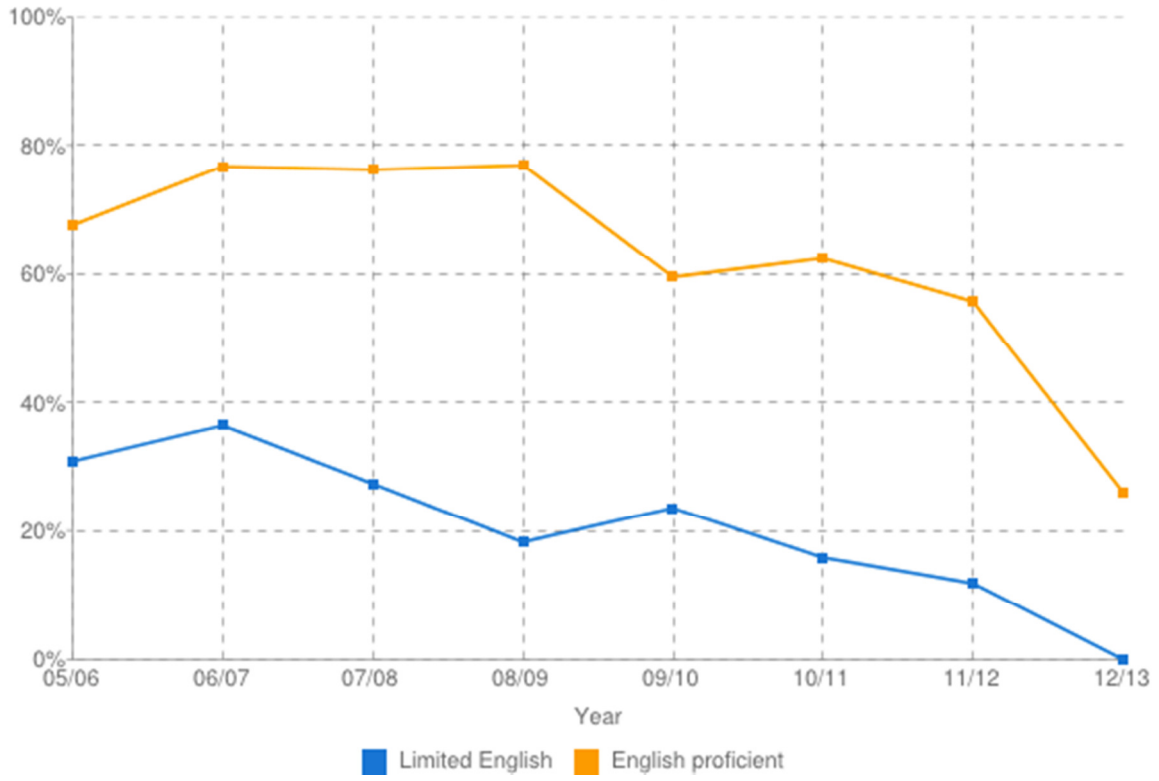
There is a significant gap in achieving proficiency (Levels 3 and 4) between the LEP and the English Proficient students within the Jamestown District at grades 3-8 combined and at each of the individual grades 3-8 as illustrated in the following charts (NY Rural Schools data).



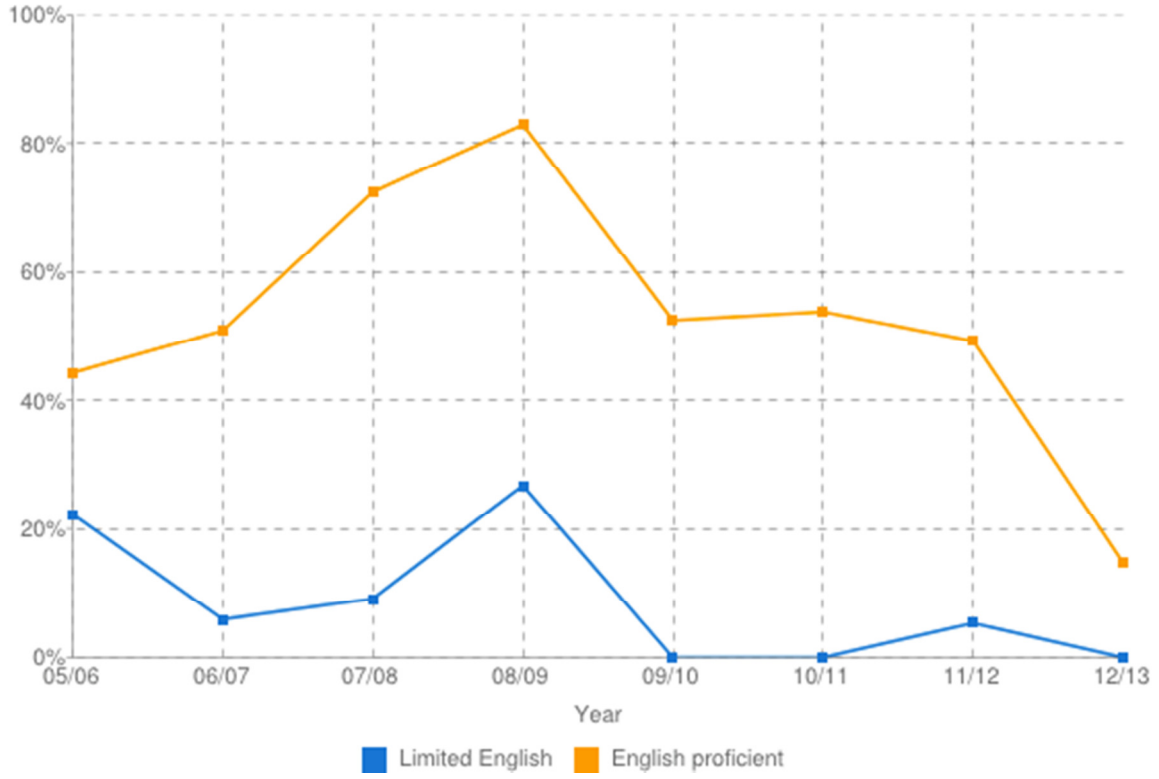
JAMESTOWN CITY SD  
MATH, Grade 3, Percentage Level 3 and 4



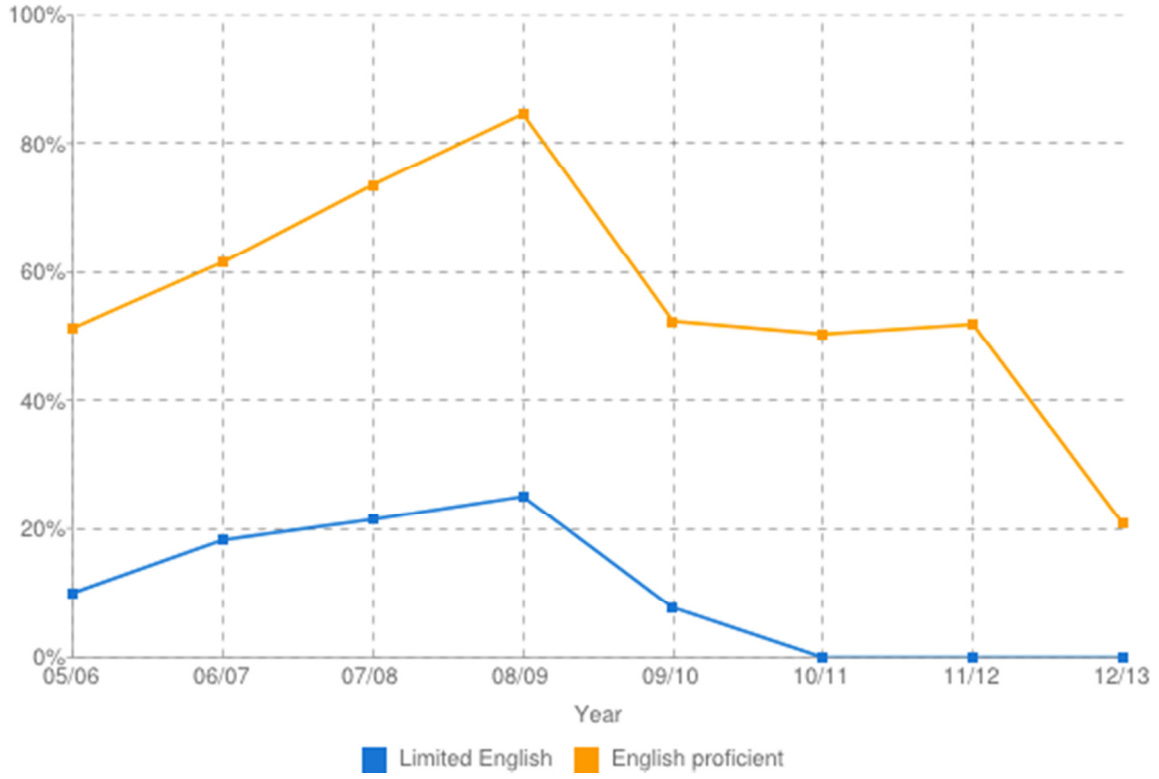
JAMESTOWN CITY SD  
MATH, Grade 4, Percentage Level 3 and 4



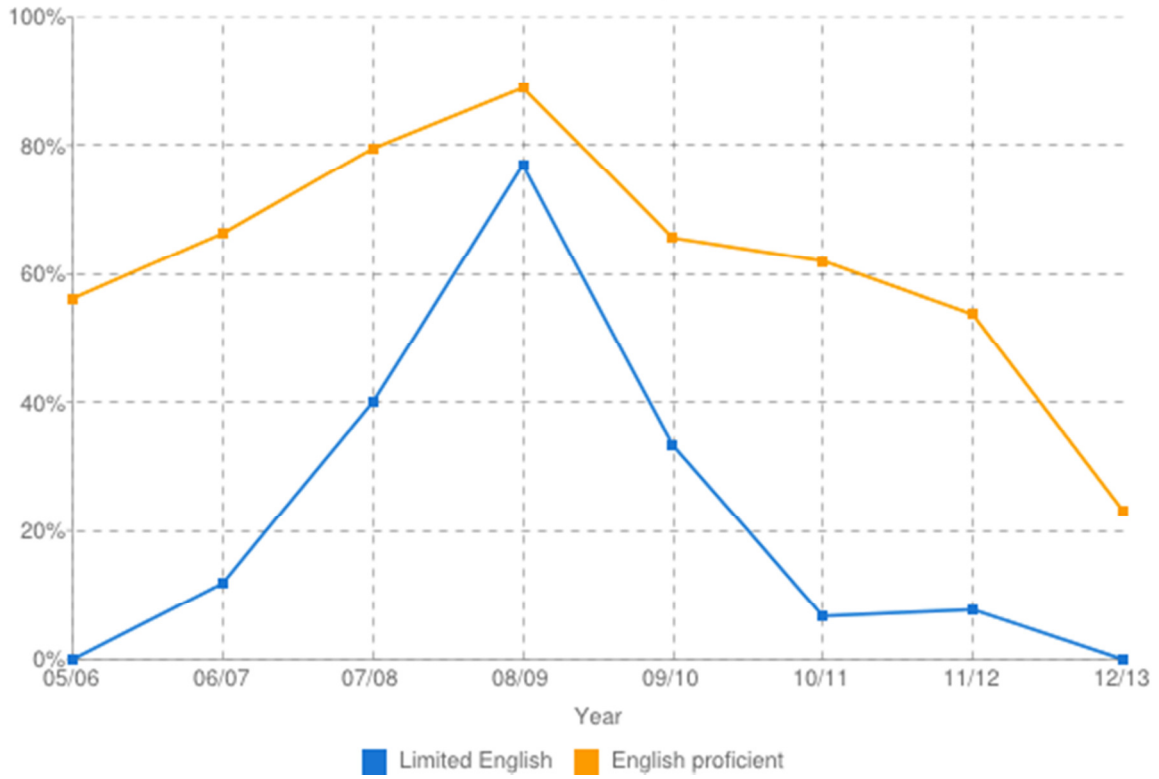
JAMESTOWN CITY SD  
MATH, Grade 5, Percentage Level 3 and 4



JAMESTOWN CITY SD  
MATH, Grade 6, Percentage Level 3 and 4

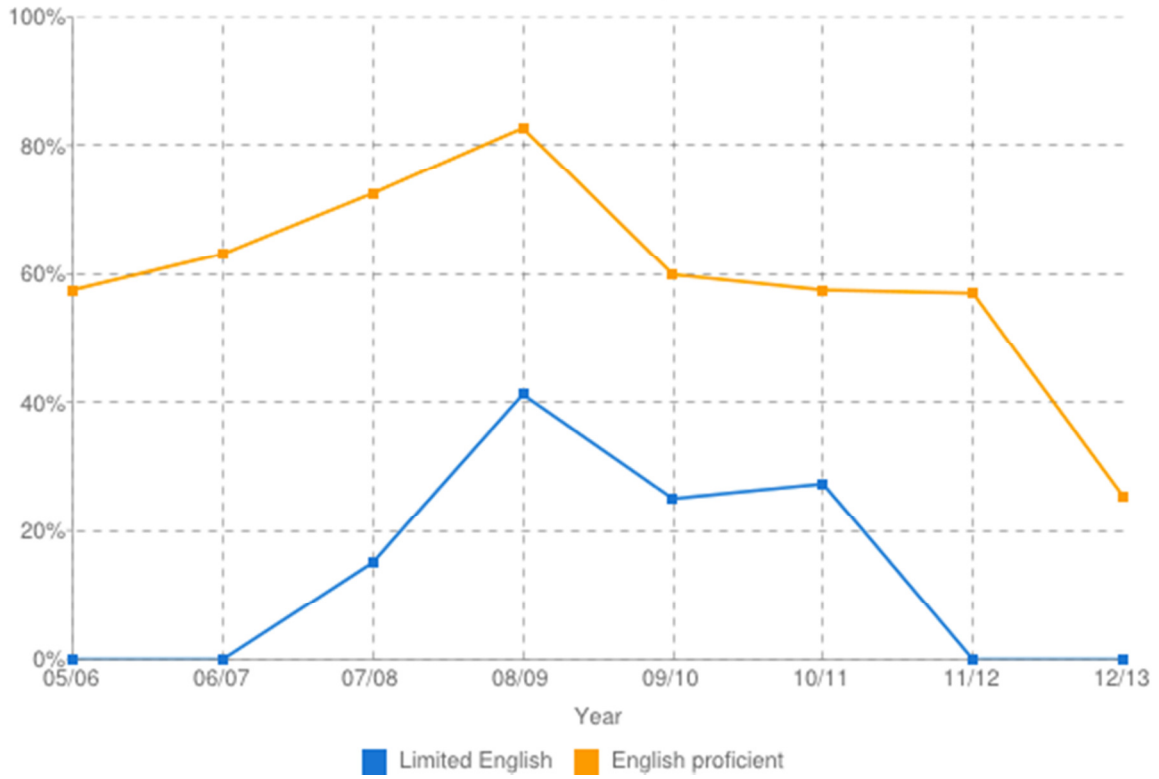


JAMESTOWN CITY SD  
MATH, Grade 7, Percentage Level 3 and 4



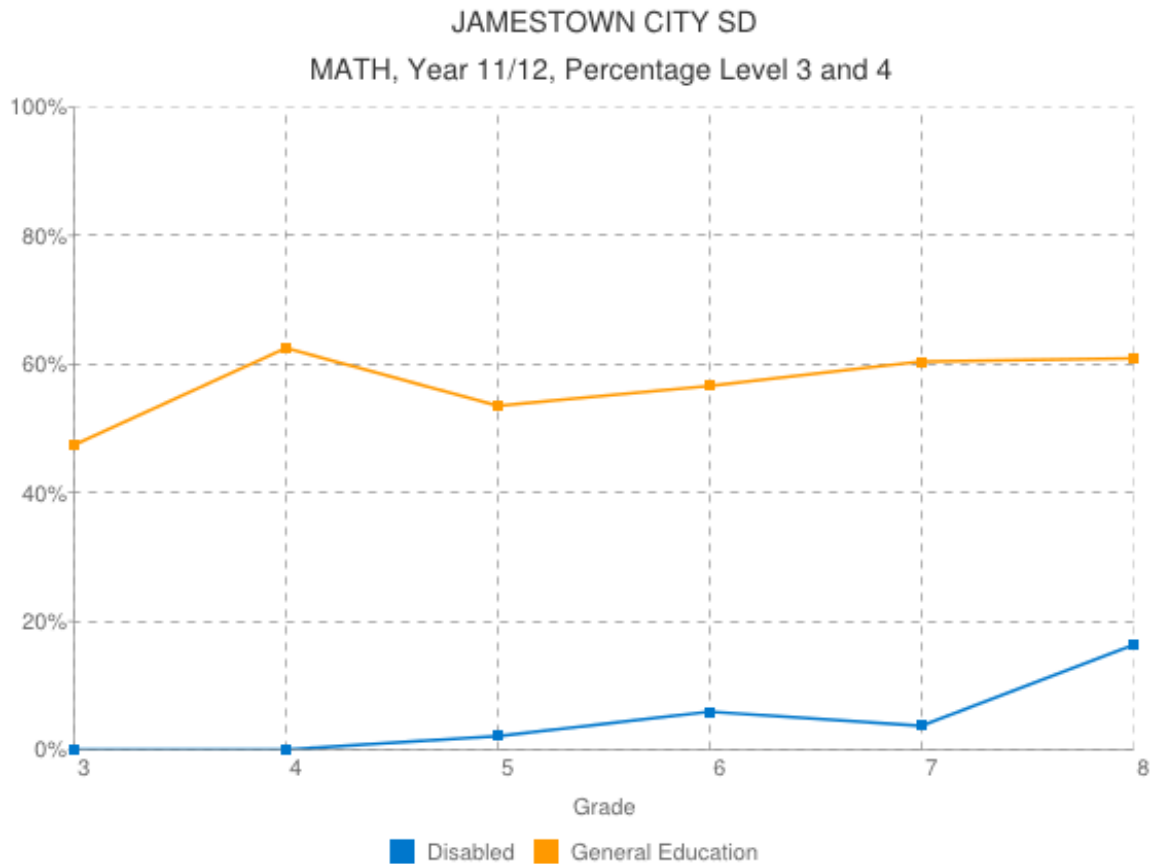


JAMESTOWN CITY SD  
MATH, Grade 8, Percentage Level 3 and 4

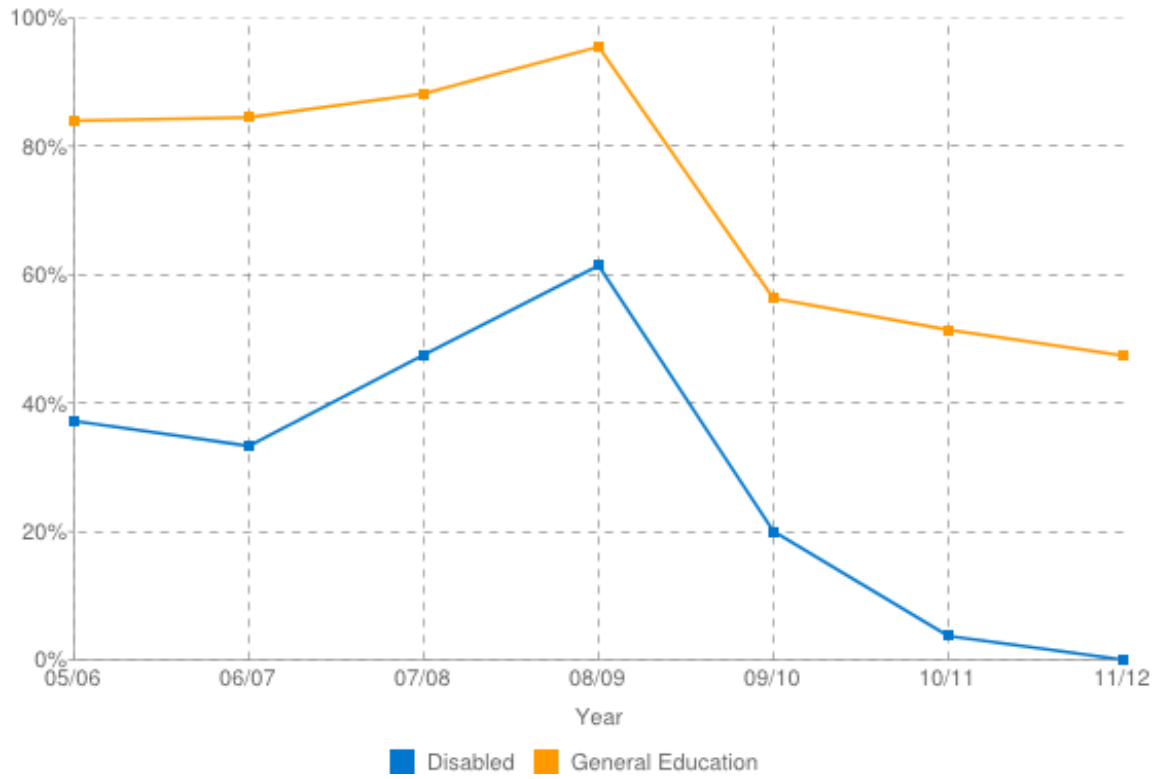


### State Assessment Results Math for SWD Students Compared to General Education Students in the Jamestown District (2011-12)

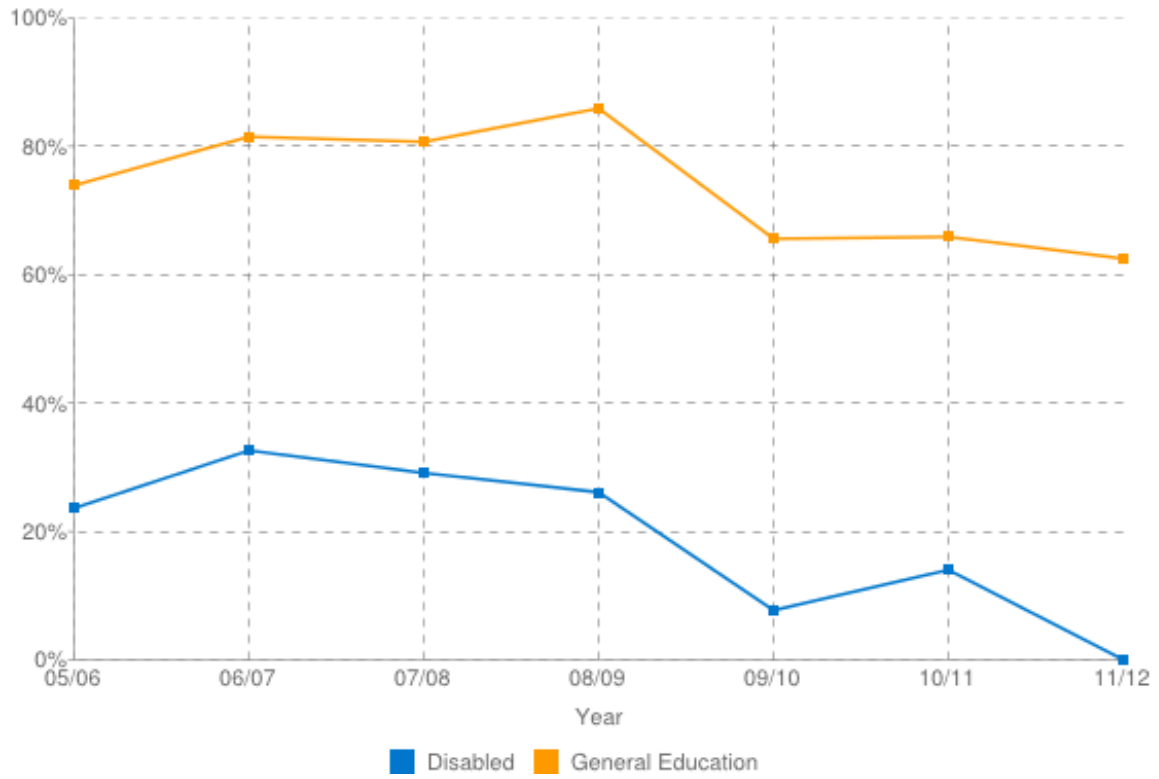
There is a significant gap in achieving proficiency (Levels 3 and 4) between the SWD and the General Education Students within the Jamestown District at grades 3-8 combined and at each of the grades 3-8 as illustrated in the following charts (NY Rural Schools data).



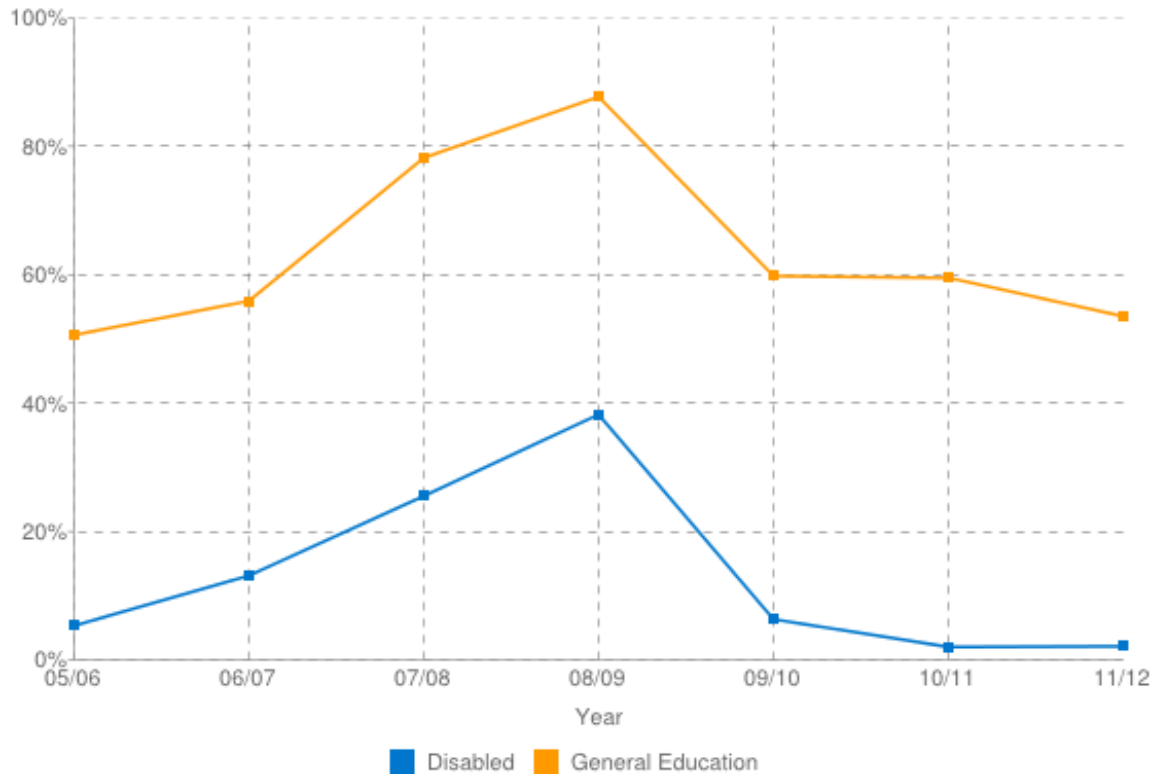
JAMESTOWN CITY SD  
MATH, Grade 3, Percentage Level 3 and 4



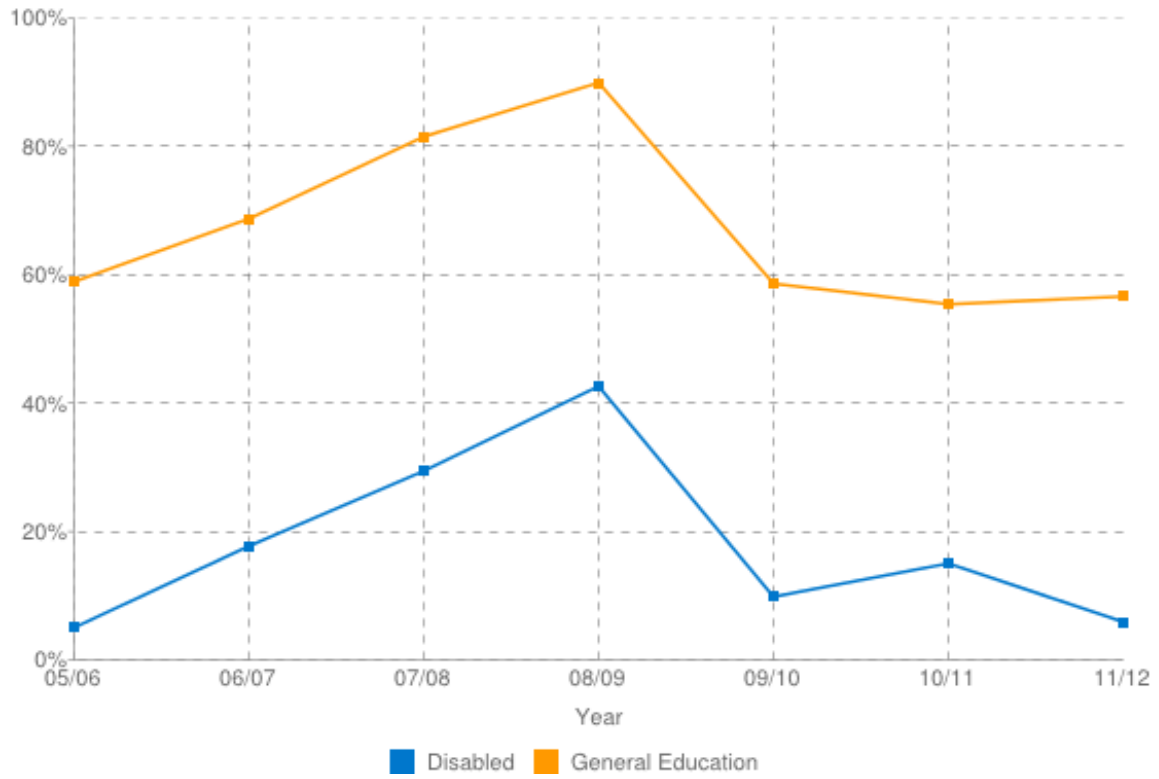
JAMESTOWN CITY SD  
MATH, Grade 4, Percentage Level 3 and 4



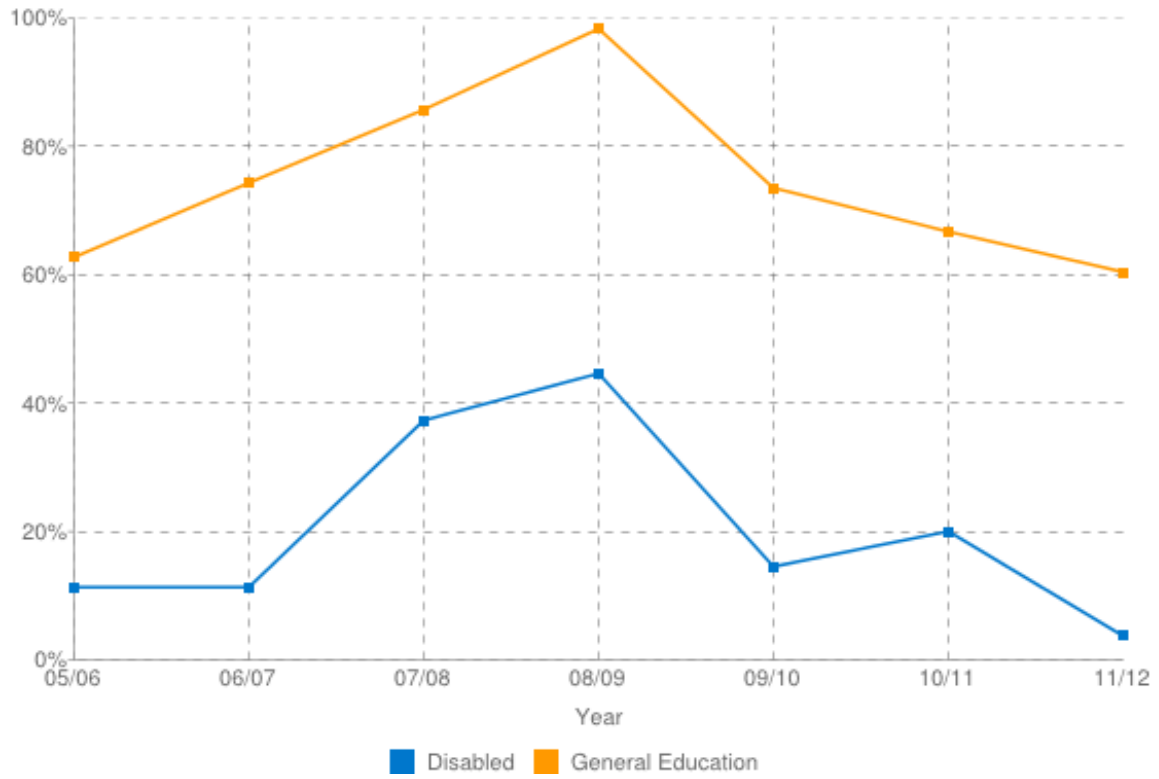
JAMESTOWN CITY SD  
MATH, Grade 5, Percentage Level 3 and 4



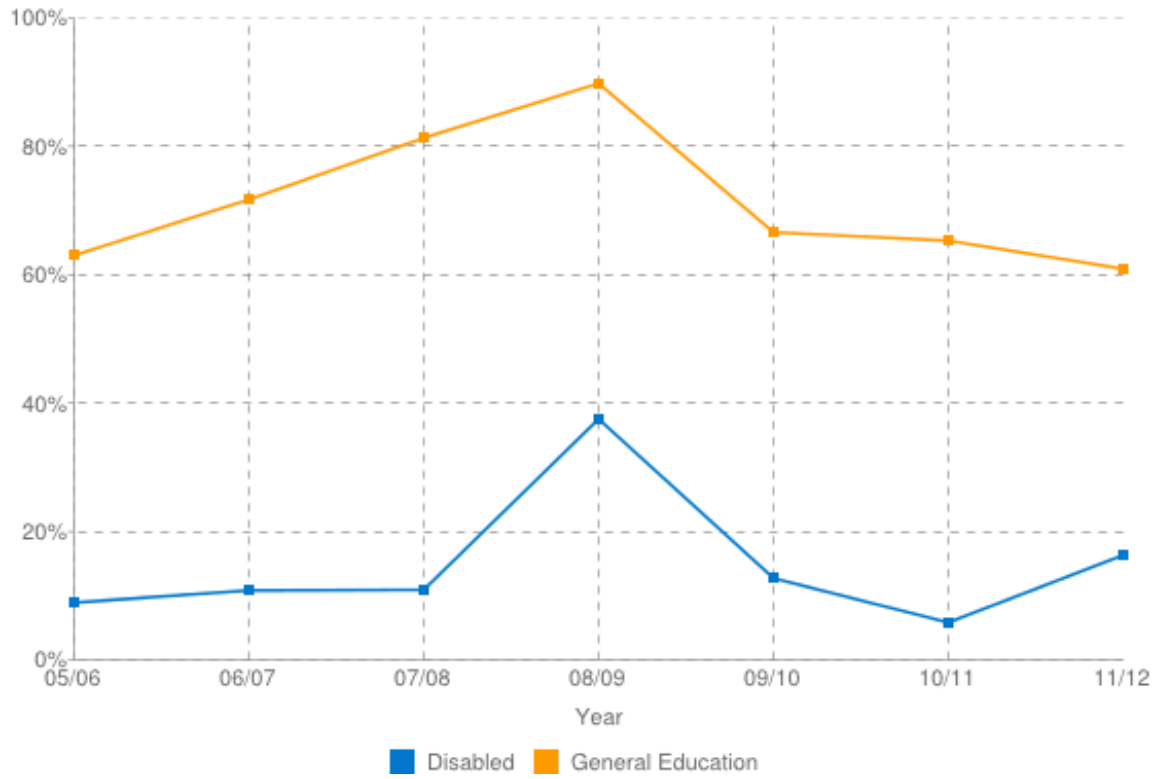
JAMESTOWN CITY SD  
MATH, Grade 6, Percentage Level 3 and 4



JAMESTOWN CITY SD  
MATH, Grade 7, Percentage Level 3 and 4

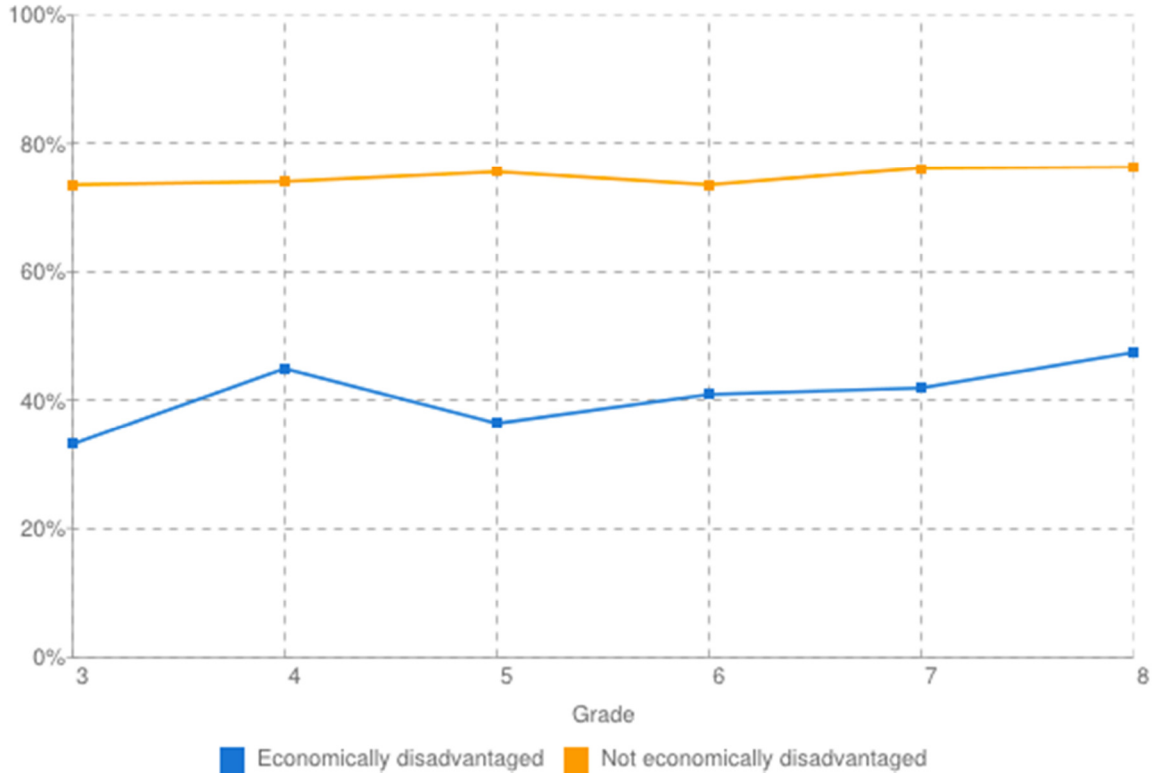


JAMESTOWN CITY SD  
MATH, Grade 8, Percentage Level 3 and 4





JAMESTOWN CITY SD  
MATH, Year 11/12, Percentage Level 3 and 4



**Graduation Rate and Student Performance for Jamestown and Regional Districts (SRC 2011-12 and NY Rural Schools data)**

The data for the English and Algebra results represents the percent of students achieving at or above 65% on the Regents Examinations for these subjects.

	Jamestown	Southwestern	Bemus	Falconer	Frewsburg
Grad. Rate (4 yr.)	73.6%	86.8%	93.5%	83%	89%
Comprehensive English	80%	91%	99%	77%	84%
Integrated Algebra	83%	93%	97%	77%	81%
Accountability Status	Focus District	Good Standing	Good Standing	Good Standing	Good Standing

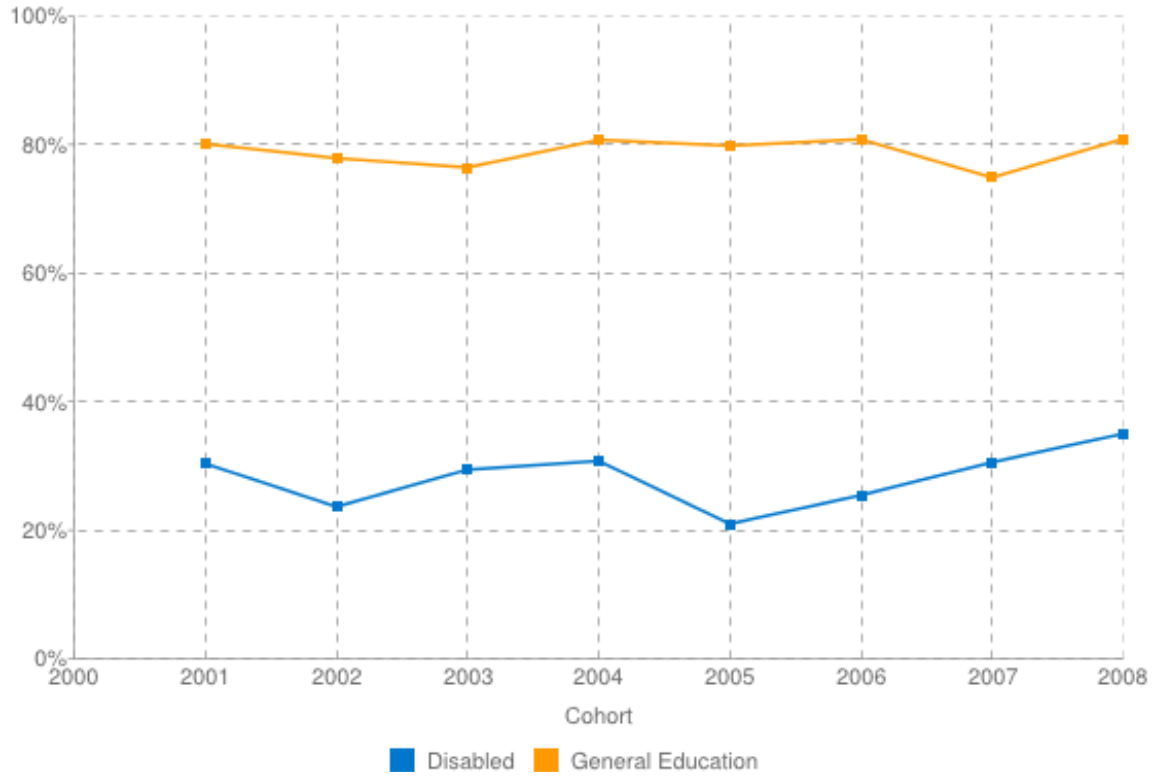
Although the cumulative graduation rate for all students in Jamestown for the 2008 cohort was 73.6%, below the minimum standard of 80%, the graduation rate for Economically Disadvantaged students, Students with Disabilities, and Limited English Proficient students was much lower and the discrepancy between the drop out rates for these students and the All Students group is significant.

2008 Cohort Data	All Students	Students with Disabilities	Limited English Proficient	Economically Disadvantaged
Graduation Rate (4 yr.)	73.6%	35%	27.3%	66.3%
Drop Out Rate	18.7%	41.7%	54.5%	21.4%

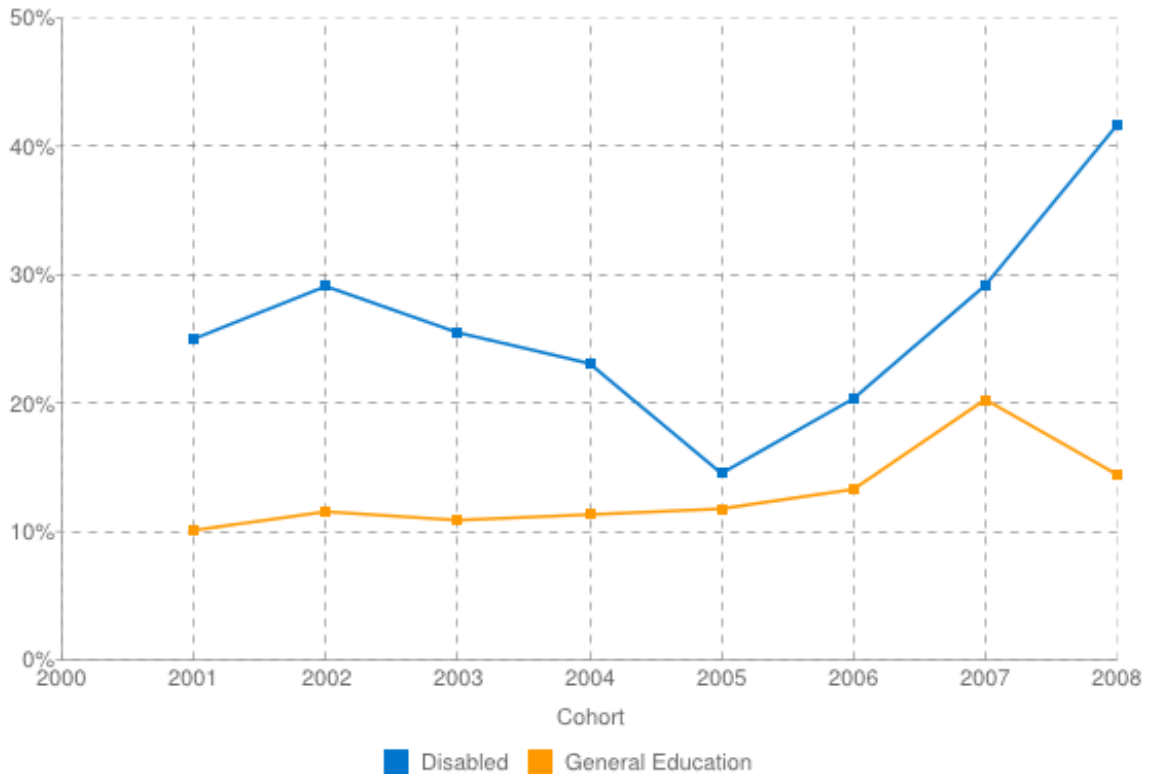
**Additionally, the most recent 4-year graduation rate (2012-13) for the 2009 cohort was reported at 67% for all students, which is nearly a 7 percent drop from the previous rate of 73.6%. The LEP students dropped to only 12% graduating in 4 years from the previous rate of 27.3%. The LEP population is increasing in the Jamestown District, and only 12% of LEP students are **graduating** in 4 years. The Economically Disadvantaged students' graduation rate also dropped. The SWDs' graduation rate declined slightly to 34%.**

2009 Cohort Data	All Students	Students with Disabilities	Limited English Proficient	Economically Disadvantaged
Graduation Rate (4 yr.)	67%	34%	12%	60%
Drop Out Rate	19%	27%	41%	18%

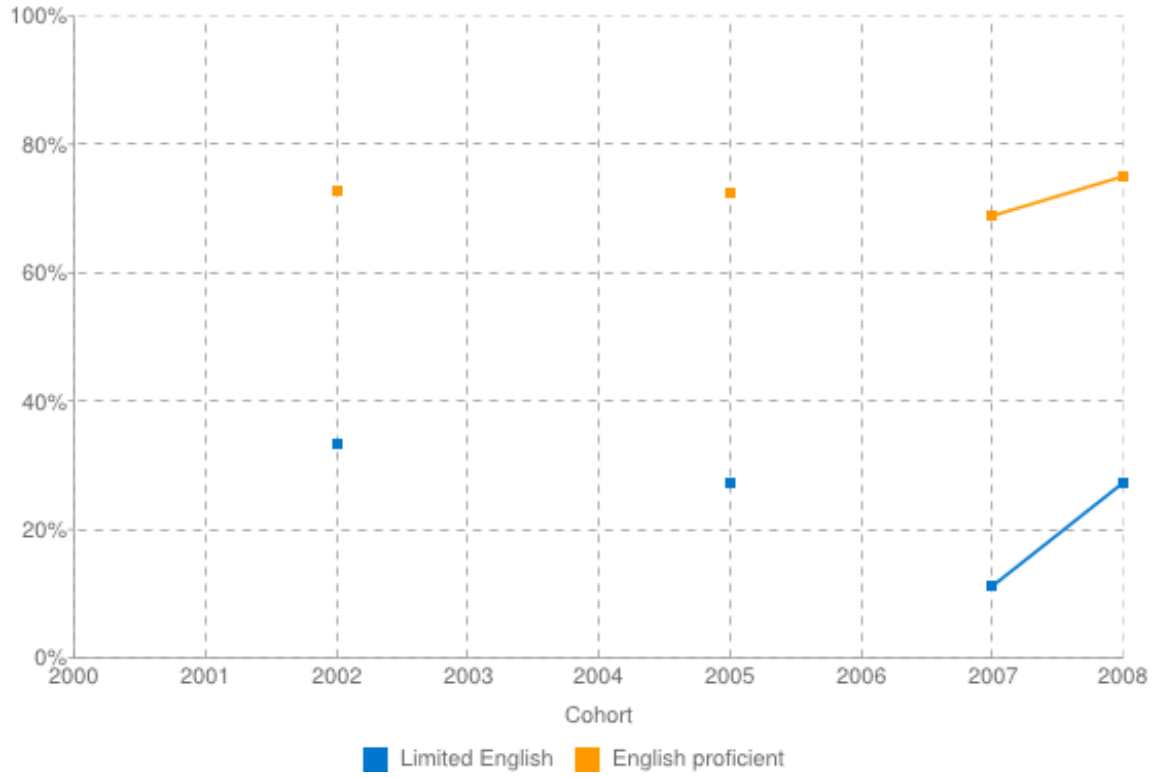
JAMESTOWN CITY SD  
After 4 year, % Graduates



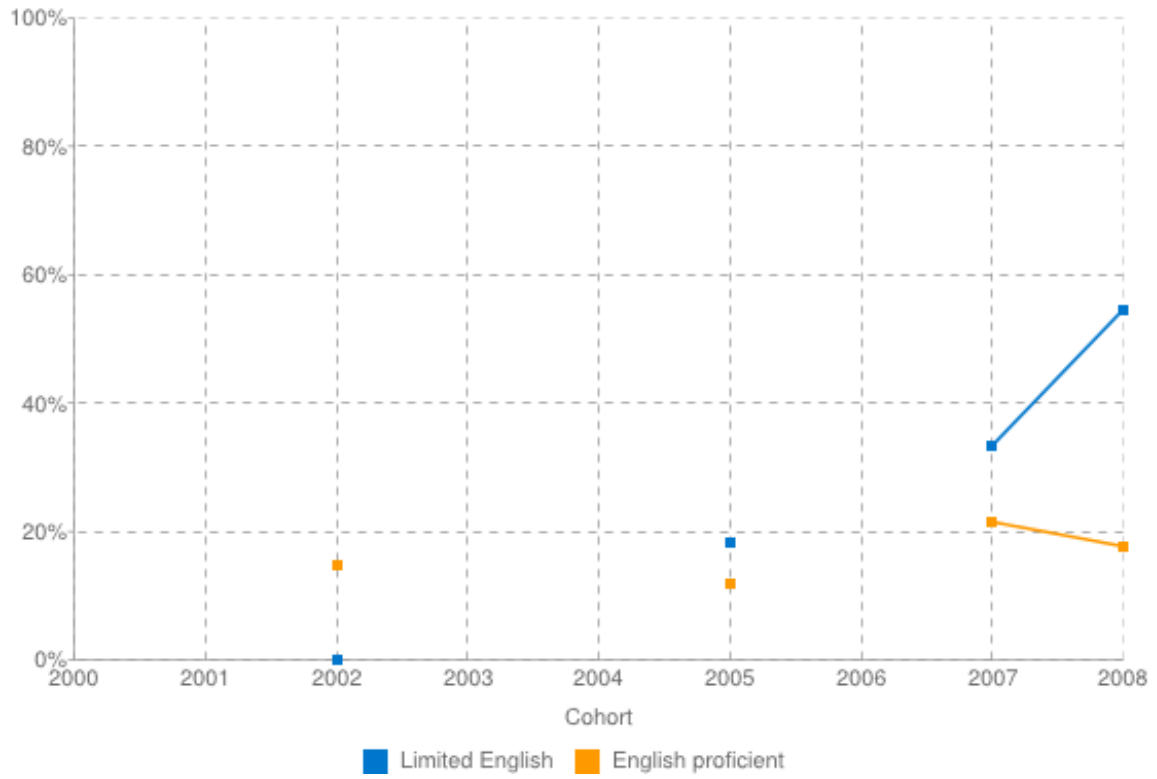
JAMESTOWN CITY SD  
After 4 year, % Dropped Out



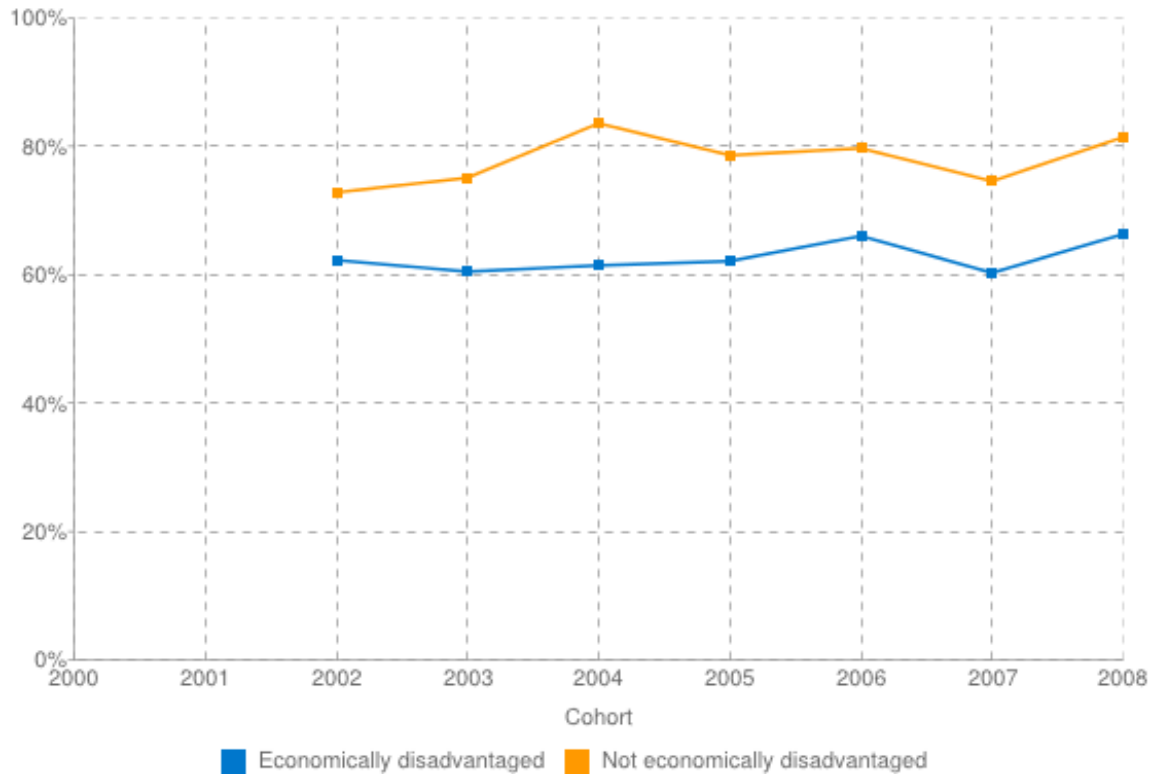
JAMESTOWN CITY SD  
After 4 year, % Graduates

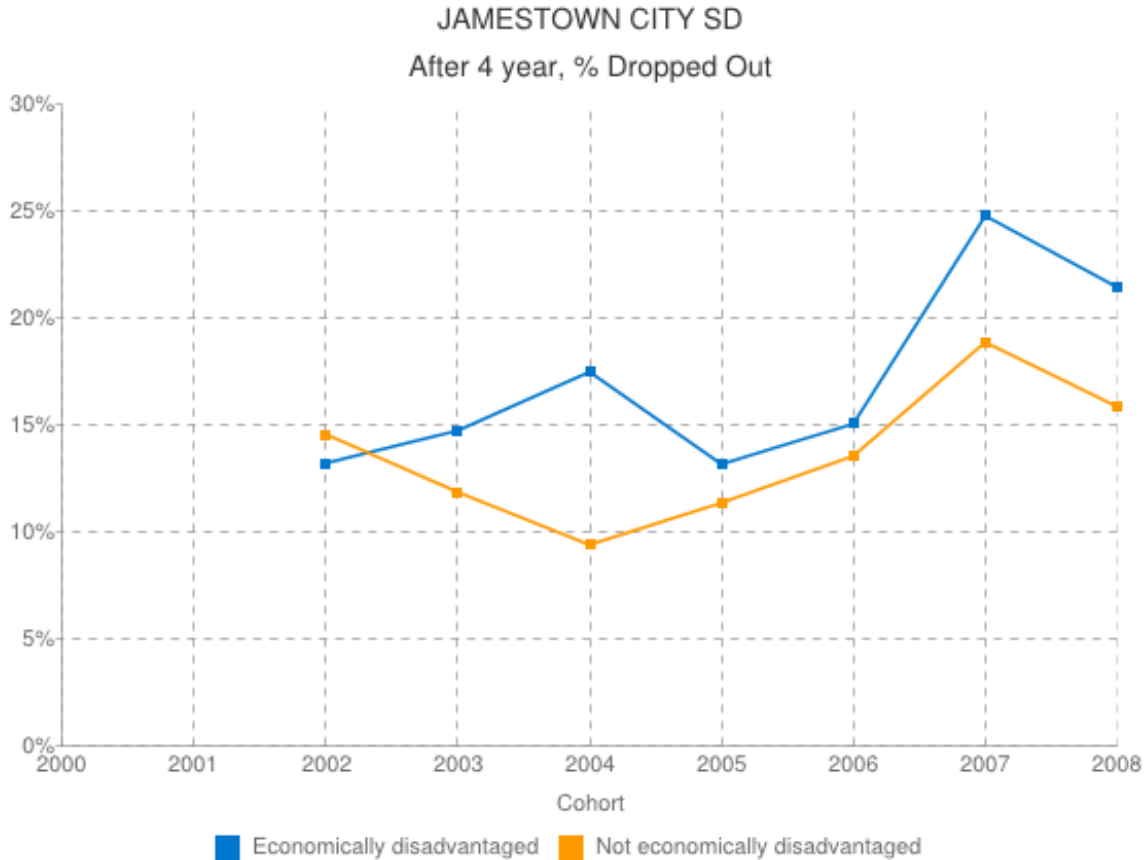


JAMESTOWN CITY SD  
After 4 year, % Dropped Out



JAMESTOWN CITY SD  
After 4 year, % Graduates





**Summary Student Performance**

**There has been a continual decline in achievement across the district, and a growing achievement gap among subgroups, especially since 2008-09.** As a result the district continues to be in a negative accountability status and is now designated a Focus District. This places the district among the lowest performing districts in the state.

**History of Accountability Jamestown City School District**

**2010-11** – While the schools were considered in good standing for the 2010-11 school year, as reported on the 2009-10 School Report Card, the district did not achieve the 80% Regents Standard passing rate, nor did they make the minimum required adequate yearly progress (AYP) in graduation rate for the following subgroups:

<b>Subgroup</b>	<b>Graduation Rate</b>
All students	72%
Students with Disabilities	20%
Economically Disadvantaged	64%



The minimum adequate yearly progress was not achieved in these subject areas for the following subgroups:

<b>Subgroup</b>	<b>Grades/Subject</b>
Hispanic	3-8 ELA
Limited English Proficient	3-8 ELA
Students with Disabilities	3-8 Math
Limited English Proficient	3-8 Math

**2011-12** - As a result of a continued failure to make AYP for all subgroups the three middle schools were identified on the 2010-11 school report card as Schools in Need of Improvement (SINI) for the 2011-12 school year. They are as follows:

Persell Middle – Improvement Year 1 (Basic) – the Students with Disabilities Subgroup did not make adequate progress in ELA and only made Safe Harbor in Math.

Jefferson Middle – Improvement Year 1 (Focused) – The Students with Disabilities, Economically Disadvantaged and Hispanic/Latino Subgroups did not make adequate yearly progress in ELA or Math.

Washington Middle – Improvement Year 1 (Comprehensive) – ELA (Focused)– Math

The Students with Disabilities, Black/African American, Hispanic/Latino, Economically Disadvantaged and the All Students Subgroups did not make adequate yearly progress in ELA. Only the white and multi-racial groups were adequate in this measure. In addition, the students with disabilities and the economically disadvantaged subgroups did not make AYP in math.

When all subgroups were considered cumulatively the district failed to make AYP in the following areas (SRC 2010-11):

Black/African American	Grades 3-8 Math
Hispanic/Latino	Grades 3-8 ELA & Math
Students with Disabilities	Grades 3-8 ELA & Math
Limited English Proficient	Grades 3-8 ELA & Math
Economically Disadvantaged	Grades 3-8 ELA & Math

Graduation Rate:

Hispanic/Latino	57%
Students with Disabilities	30%

LEP students failed to make AYP for two years. As a result the district was required to complete an Annual Measurable Academic Objects (AMAO) Improvement Plan for 2011-12 and 2012-13.

As a result of the under performance of SWDs the district was required to develop and implement a Quality Improvement Plan effective 2012-13.

**2012-13** – Accountability regulations and designations were revised with the granting of the ESEA flexibility waiver to New York State. In the school report card for 2011-12 Jamestown was identified as a Focus District and 9 of the 10 schools as Focus Schools for the 2012-13 school year. **This places the district among the 10% lowest performing school districts in the State.**

Districtwide only one subgroup, Black/African-American, made AYP in grades 3-8 ELA. The remaining subgroups, All Students, Hispanic, White, Multiracial, Students with Disabilities, Limited English Proficient, Economically Disadvantaged did NOT make AYP in ELA.

NO subgroup made AYP in grades 3-8 Math.

None of the subgroups achieved the 80% standard for graduation and the following subgroups, representing the 2007 cohort, did NOT make adequate yearly progress for the 4-year graduation rate:

All Students	69%
Hispanic	53%
White	71%
SWD	32%
ED	59%

\*SRC – 2007 cohort 4-yr. rate is all students entering 9<sup>th</sup> grade from July 2007 to June 30, 2008 and graduating by August 31, 2011.

### **2013-14**

The Jamestown District continues to be designated as a Focus District and 9 of its 10 schools as Focus Schools and therefore subject to State review. They must complete a district comprehensive improvement plan and individual school improvement plans using the Diagnostic Tool required by the New York State Education Department.

**The following are the areas in which Jamestown is not fulfilling the Constitutional requirements for a sound basic education for all students including significant subgroups of students.**

## All Students and Economically Disadvantaged Students- Findings

1. Adequate remedial programs are not being offered to a significant percentage of students who need intervention to meet minimum standards of learning. The Commissioner's regulations for **Academic Intervention Services (AIS)** are not being met for all eligible students. At the high school AIS for Math and ELA are scheduled alternate days for only twenty minutes. Class size is 15 or more students. The intervention is not individualized. There is no AIS for science or social studies. The high school principal reported that at Grade 9 only about half of the entering students who need AIS support receive it.

At the middle school Math and ELA AIS are scheduled only once every four days and are not individualized based on student need. No support is provided in science or social studies.

At the elementary level all students who qualify are not receiving AIS services.

The middle school principal reports that staff who provide AIS at the school are not fully certified for the subject areas in which they are providing remediation. Staffing for remedial Math and ELA was reduced from four teachers to two.

2. The Jamestown District lacks the financial resources to provide an effective, articulated and fully implemented Response to Intervention (RtI) Program as required by Commissioner of Education regulation.

**Response to Intervention** is the practice of providing high-quality instruction/intervention matched to student needs and using learning rate over time and level of performance to make important educational decisions about an individual student. (National Association of State Directors of Special Education, 2006). The New York State Education Department (NYSED) has established a regulatory policy framework for RtI. The Regents policy establishes RtI as a school-wide system of organizing instruction and support resources to deliver high quality instruction to meet the diverse needs of learners.

3. Extended day and extended year services are not available to academically at-risk students. The **extended day** program (AM and PM) was reduced several years ago and now has been eliminated due to budget.

Summer school was eliminated at the elementary level.

4. Administrative staff does not have the capacity to adequately oversee curriculum changes and other basic educational functions.

The Central Office Curriculum Department has been significantly downsized due to fiscal constraints. The Assistant Superintendent for Instruction and the directors for

middle level education, and curriculum and assessment were reduced from 3 positions to 1 director position. Curriculum coordinators for other curricular areas were eliminated and staff was reassigned.

It was reported by both the high school principal and a middle school principal that support provided for implementation of the Common Core Learning Standards (CCLS) is limited. Formative assessments to determine student need are lacking, therefore remedial and intervention services cannot be provided to all students needing additional support.

5. There is a lack of adequate textbooks. The majority of textbooks are 5 to 7 years old with some being older. Most textbooks are not aligned with the Common Core Learning Standards now being taught and tested.

6. There is limited support from guidance counselors and social workers for students across the district. There are only two part time social workers that were hired through a public agency. The high school has only a shared psychologist and no support from a social worker. Psychologists are shared throughout the district with some schools receiving less than .5 day of service per week.

7. Library/media staffing is inadequate to meet students' needs.

Jamestown High School has only 1 library/media specialist for 1400 students which is a reduction from 2 due to budget restrictions.

The library/media specialist at Washington Middle School teaches part time. There are approximately 550 students grades 5-8 enrolled in the school. As noted in the School Quality Review from January, 2012, "Due to decreased funding and the subsequent reduction of certified staff, the librarian is pulled to teach two classes during each day. During these time slots, the library/media center is not accessible for teachers or students."

#### Recommendations:

**All students who qualify for AIS should receive the service per Commissioner's Regulations.**

**The number of students in an AIS class should be no more than 10 and instruction should be targeted to the individual needs of the students for the intervention to be effective.**

**The district needs a sufficient number of properly certified teachers to provide AIS to eligible students and comply with the Commissioner's Regulations.**

**Effective July 2012, a school district must have an RTI process in place by NYSED regulation. Jamestown does not have the process fully implemented due to limited resources. RTI must be fully implemented and staff should receive the appropriate professional development to implement an effective process.**

**There is a need for additional staff at central office to support the implementation of new curriculum, i.e., CCLS. Professional development and support is needed for full implementation of the CCLS. The addition of instructional coaches or staff development specialists is needed to adequately support and deliver professional development.**

**Additional paid time beyond the school day and the school year should be provided for teachers to plan and align instruction to the CCLS.**

**Textbooks aligned to the CCLS should be purchased as needed. Additional resource materials to fully implement the modules for ELA (Pre-K-8) and Math (K-10) should be purchased.**

**In a high poverty district like Jamestown every school in the district should have a full time social worker to address the socio-emotional needs of the students and to serve as an outreach to families.**

**At the middle and high schools there should be a sufficient number of guidance counselors to address the students' need for academic and career counseling, as well as to help with attendance, behavioral or adjustment problems.**

**A high school this size needs a minimum of 2 certified and adequately trained library/media specialists to meet the needs of the students.**

**The library at each middle school should be open all day and staffed by a full time certified library/media specialist.**

#### English as a Second Language (ESL)

As reported by the ESL administrator there is not a sufficient number of **ESOL teachers** to serve the growing need. She stated that 3 times the number of teachers are needed to adequately serve these students. There are currently 9 ESOL teachers in the district. The need for ESL services frequently increases throughout the school year as students move into the district mid-year. When this happens the schools often cannot provide the services needed. There is not funding for additional resources mid-year.

There have been reductions in staff at the Central Office Level especially in the curriculum department. Central Office support is “stretched” as reported by school principals. The administrator in charge of the ESL Program has the title Curriculum Coordinator and also supervises the World Languages Department, the Social Studies Department, and is the liaison for the K-8 Music Department.

There is no longer a guidance counselor assigned to work with the LEP students and their families at the high school. The position was eliminated due to fiscal constraints.

There is no formal ESL curriculum. There is no articulated plan for services to ESL students at the high school.

Staff, in general, has not had the in-service training and professional development necessary to provide appropriate instructional and support services to the English Language Learners and their families. The following is a recommendation from the 2012 SQR at Washington Middle School; “Explore alternative ways in which English language learners (ELLS)/English as a second language (ESL) students can be successfully integrated into general education classrooms.”

Some staff have received Sheltered Instruction Observation Protocol (SIOP) training, however they are not receiving follow-up coaching to give them feedback on the effectiveness of their instruction in the classroom.

The ESL administrator reports that family outreach to LEP parents is reactive not proactive. In the past there was a part time Spanish speaking counselor at the high school who could do outreach to parents. This position was eliminated due to budget issues.

The Middle School principal also noted there had been a school outreach person for the LEP families that was eliminated. The loss of the translation capability was a significant issue in this middle school that has a large number of Spanish speaking families.

There are not sufficient bilingual staff in the district to provide support and translation to students and families.

The Middle School principal reports that ELL students are not provided Art/Family and Consumer Science (FACS)/Technology/Library/Music/Health in order to provide required LEP services.

The Commissioner’s Regulations Part 154 state that; “English Language Learners (ELLs), also sometimes known as “limited English proficient” (LEP) students, must receive equal access to all school programs, including extracurricular activities, and services offered by the school district and be given the opportunity to achieve the same educational goals and meet the same standards as the general student

population.” Schools must have adequate resources to meet the needs of students who are not yet proficient in English in order to provide them the opportunity for a sound basic education to which they are entitled through the New York State constitution.

Recommendations:

**All personnel who teach or provide other services to ELLs must receive in-service training to enhance their appreciation for the pupils’ native languages and cultures and their ability to provide appropriate instructional and support services. Training should include culturally sensitive training to understand how to work effectively with diverse populations.**

**The district needs additional certified and adequately trained teachers with expertise in languages other than English.**

**ESOL teachers who are bilingual are needed.**

**A sheltered teaching environment is needed for beginning and early intermediate ELLs. This requires additional teachers, both general education and ESOL, trained in this approach.**

**All staff working with ELLS should be trained in SIOP with instructional coaching provided.**

**There should be a dedicated administrative position that is responsible only for the ESL program. This is a growing population whose achievement is in need of improvement. The underperforming of the LEP students is one of the areas that resulted in the district being designated as a Focus District.**

**There is a critical need for a Spanish-speaking counselor at the high school to work with Spanish speaking students and their families. ELL students have a right to the same support services as English proficient students including counseling services in their first language where appropriate.**

**New York State law guarantees ELL students’ families important rights including:**

**Sufficient translation services to ensure parents have an integral role in assisting their children’s learning and may be actively involved in their children’s school.**

**Parents have the right to an orientation session, in their first language, within the first semester of their child’s enrollment in a school. The session should include information on state standards, assessments, expectations and the general program requirements.**

**There is a critical need PreK-12 for bilingual staff to work with students and families in order to insure these rights.**

**An articulated curriculum for ESL needs to be developed which is aligned with the Common Core Learning Standards.**

**Staff needs training in Data Driven Instruction (DDI) that includes the implementation and timely analysis of formative assessment data.**

**LEP students must have the same access as all students to required subjects such as FACS, library and health.**

### Students with Disabilities (SWD)

25% of the SWD in the district are also ELLs. Many of these students enrolled in the district with Individual Education Plans (IEP) that were written in their previous schools in Puerto Rico. This presents a significant challenge to provide the services needed to meet both the student's IEP and his/her language needs.

There are not sufficient ESOL teachers to service the ELLs who are also identified as SWD. One teacher is serving students in several different grades and with differing disabilities.

Teachers in classrooms with more than one grade level of SPED students are unable to deliver the Common Core Learning Standards effectively for each grade level.

The district has been unable to provide appropriate ESL services to ELL students in their special education classes.

The co-teaching model has not been implemented at the elementary school level. The students are placed either in a resource room or a self-contained classroom based on the needs of their IEP.

An integrated co-teacher was not available for a semester at one of the middle schools, as a result the district was out of compliance with the IEPs for some students.

At the middle school level students with disabilities who also need AIS are not scheduled for foreign language.

Special Education Coordinator positions were reduced from three to two.

The 2011 SQR for Jefferson Middle School recommended the following:  
"School leaders should increase opportunities for **special education**, English as a Second Language and general education instructors to participate in learning



opportunities that promote best practices in literacy, instruction, and assessment and provide cohesion and continuity throughout all instructional programs.”

Recommendations:

**The provisions of all IEPs must be met and additional staff must be assigned as needed.**

**ESOL teachers with additional training in working with SWDs are needed to adequately meet the needs of these students who are also ELLs.**

**There should be a wider range of options for placement of special education students at the elementary school that includes a co-teaching, inclusion model.**

**Additional staff are needed so that there is only one grade level in a classroom and, therefore, teachers may provide students a full exposure to the Common Core Learning Standards for that grade level.**

**Professional development is needed for all staff in the co-teaching model for delivering service to students with disabilities.**

**Professional development is needed in explicit instruction for general education and special education teachers (Effective and Efficient Teaching, Anita Archer and Charles Hughes). Administrators should also be trained so that they may support and coach teachers.**

**Students with disabilities should receive AIS if they qualify for services without being denied the opportunity to take a foreign language or other non-core subjects.**

**Adequate staffing including teachers, support staff and administration, should be provided to meet the needs of the SWDs at every school.**

**Budget**

As Foundation Aid decreased student achievement decreased and the district moved to a negative accountability status. The reduction in state aid and the eroding tax base in the community have made it practically impossible to meet the needs of all students, including a growing ESL population and a growing number of students with severe disabilities. As a result all students are not being provided the sound, basic education they are entitled to receive.

The following chart illustrates the expenditures per pupil in the Jamestown District compared to similar districts statewide and all districts in NY State. The data shows

that Jamestown spends less per pupil than the average of similar districts and less than all districts statewide. In addition, the district spends significantly less for students with disabilities (SWD), a subgroup for which they have consistently been in a negative accountability status. While spending increased slightly for Jamestown as reported in the 2012-13 school report card, the expenditures per pupil remain below that of similar districts and all districts statewide.

**Jamestown Expenditures per Pupil General and Special Education to Statewide Expenditures per Pupil (2011-12 SRC)**

	<b>Jamestown</b>	<b>Similar District</b>	<b>All NY Districts</b>
Expenditure per Pupil Gen Ed	\$8,588	\$11,048	\$10,963
Expenditures per Pupil SPED	\$22,583	\$29,186	\$29,741

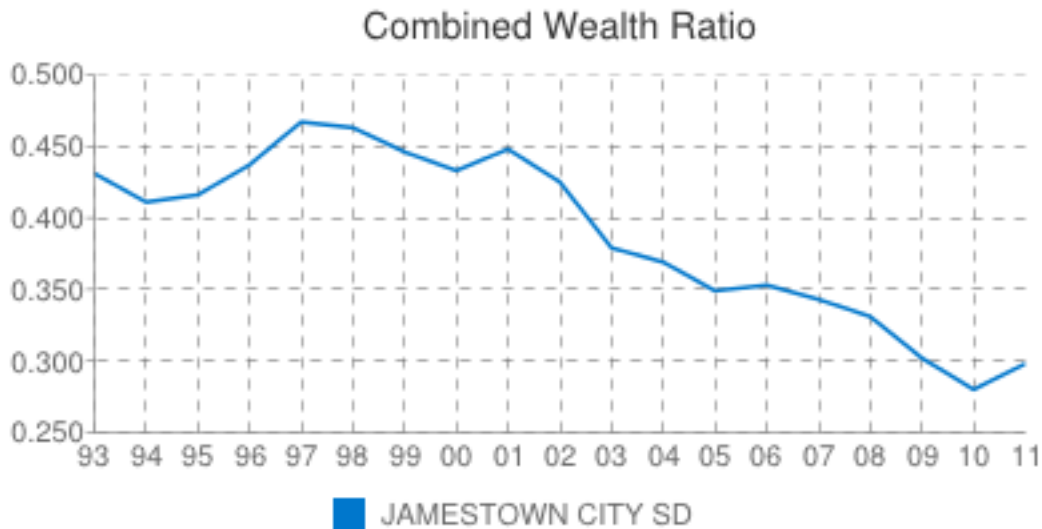
**Jamestown Expenditures per Pupil General and Special Education to Statewide Expenditures per Pupil (2012-13 SRC)**

	<b>Jamestown</b>	<b>Similar District</b>	<b>All NY Districts</b>
Expenditure per Pupil Gen Ed	\$9,082	\$11,462	\$11,615
Expenditures per Pupil SPED	\$24,088	\$20,069	\$30,207

This chart shows the combined wealth ratio (CWR) and the tax rates for regional districts that have achieved or exceeded the Regents Standard of at least an 80% graduation rate compared to Jamestown. The accompanying graph shows a dramatic drop in Jamestown’s CWR over the last 10 years to a current **CWR of .28** which is significantly below the **state average CWR index of 1.0**. Jamestown also has the highest tax rate of the regional districts.

**CWR and Tax Rate Jamestown Compared to Regional Districts (NY Rural Schools data 2011)**

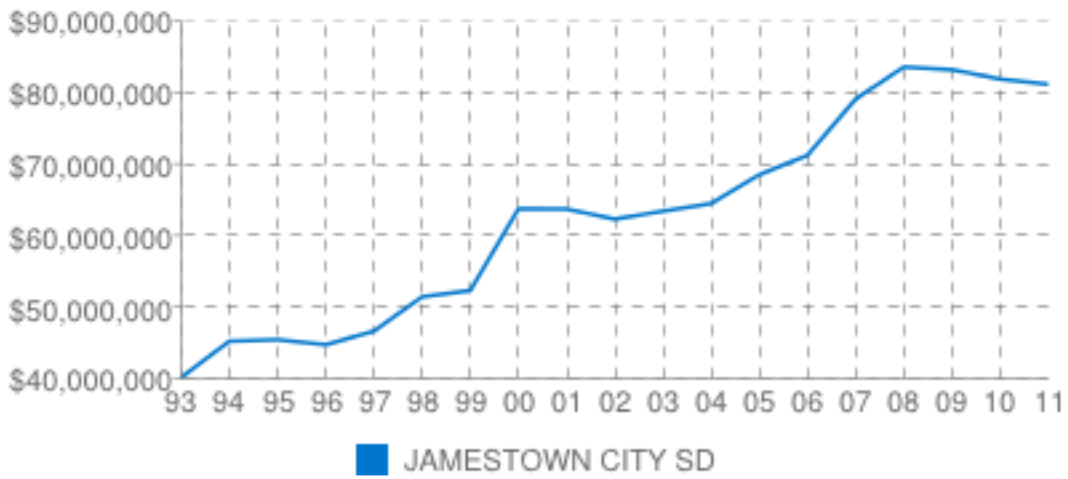
<b>District</b>	<b>CWR</b>	<b>Tax Rate</b>
Jamestown	.298	\$19.83
Southwestern	.623	\$16.67
Bemus	.847	\$11.87
Falconer	.424	\$17.06
Frewsburg	.387	\$18.07



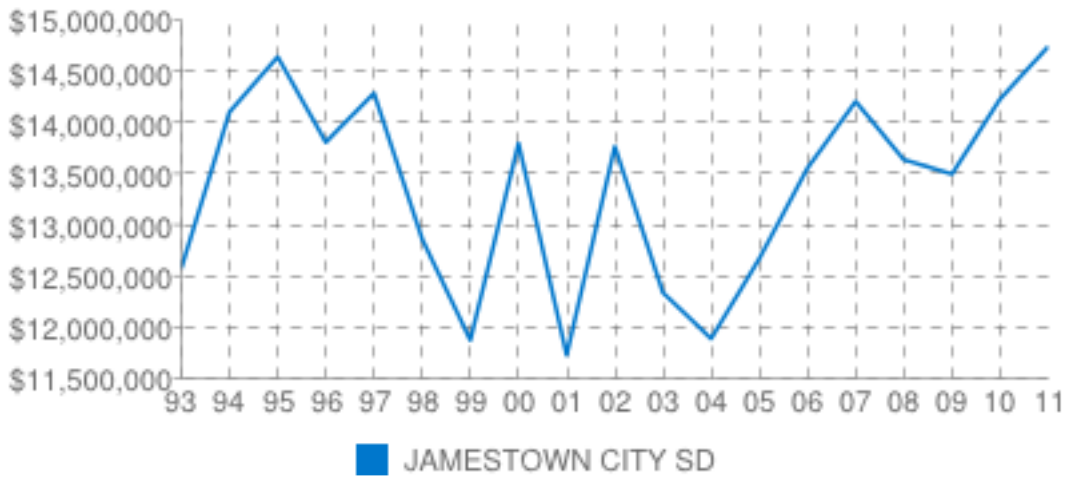
### Jamestown City School District Revenue and State Aid

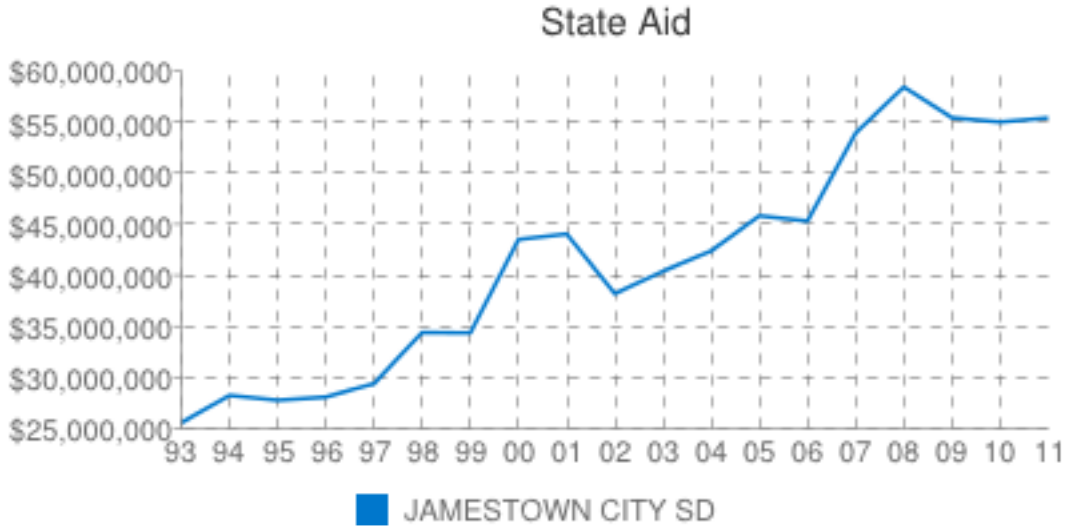
Jamestown relies on state aid for approximately 70% of its revenue. The basic state aid to a school district is called Foundation Aid. The amount allocated to school districts had been frozen at the 2008-09 level until the enactment of the 2013-14 State Budget which provided a minimal increase to Foundation Aid. There is a 26% gap in the funding to Jamestown for Foundation Aid as originally enacted, and the actual aid received by the Jamestown District. If Foundation Aid had been fully phased in as planned the Jamestown School District would have received **over \$20 million additional in State Aid each year since 2008**. The following charts illustrate that Jamestown’s total revenue remained fairly flat since 2008. However the local taxpayer share has risen significantly in the past 2 years while the state aid has remained flat as illustrated in the following charts from the Rural Schools website ([nyruralschools.org/w/data-tools](http://nyruralschools.org/w/data-tools)).

### Total Revenue



### Local Revenue





In recent years the State has reduced the budget of each school district with the Gap Elimination Adjustment (GEA) to help the State with its overall debt. The GEA has impacted school districts unequally across the state favoring the wealthier districts over the poorer districts whose students have greater needs. The GEA has resulted in a cumulative loss of **\$13.1 million** to Jamestown from the 2010 to the 2014 budgets.

**Impact of Gap Elimination Adjustment (GEA) on Jamestown General Fund Budget** (NYS Association of Small City School Districts)

The GEA has resulted in a cumulative loss of \$13,141,706 to the general fund budget from 2010-14.

\*TGFE = Total General Fund Expenditures

2010-11 GEA	2011-12 GEA	2012-13 GEA	2013-14 GEA	Net GEA/TGFE	GEA per student 2013-14
\$3,424,838	\$4,462,396	\$3,346,797	\$1,907,675	2.48%	\$338
<b>Total GEA loss 10-14</b>	<b>\$13,141,706</b>				

The historic underfunding of state aid to the Jamestown District, the recent application of a gap elimination adjustment, and the already high property tax rate, leaving the community unable to bear more tax increases, have resulted in

significant cuts to staff and programs over the past three years. Because of the declining **CWR (.28)** of the community and the already **high tax rate (\$19.83)** the tax levy increase has remained at zero for the past three years.

At a time when student need is increasing fiscal resources are declining. The total district budget has experienced a net reduction of 1% or approximately \$800,000 since 2010.

2010-11 Budget	2011-12 Budget	2012-13 Budget	2013-14 Budget
\$76,199,490	\$74,454,629	\$76,795,692	\$75,369,680
	-2.29%	+3.14%	-1.86%
	-\$1.7 million	+\$2.3 million	-\$1.4 million

### **Jamestown Budget 2014-15**

The recently enacted State Aid Budget continues to implement a GEA. While the reduction in budget is less than in the previous four years, it still represents a loss of \$572,303 to Foundation Aid to Jamestown. **The total GEA loss from 2010 to the present budget for 2014-15 has grown to \$13,714,009.**

The total 2014-15 enacted budget for the Jamestown District is \$75,768,676. This is an increase of only \$398,996. This budget increases by only .53% while the Consumer Price Index (CPI) increase is 1.46%. In addition to a continued implementation of the GEA the minimal budget increase does not even keep up with the CPI putting the district further behind in meeting the needs of all of its students.

In the past four years staff has been reduced by over 14%. Approximately 160 positions have been eliminated resulting in a reduction of 10% of the teaching staff, 22% of administration, and 15% of the support staff. Staff reductions have been made in special education, ESL, remedial reading, math, science, counseling, as well as regular classroom teachers.

The previous superintendent shared that the 2013-14 budget is an extremely tight budget for Jamestown. His opinion is that if nothing changes there will be more dramatic budget cuts for Jamestown within two years. The current superintendent concurs with this opinion.

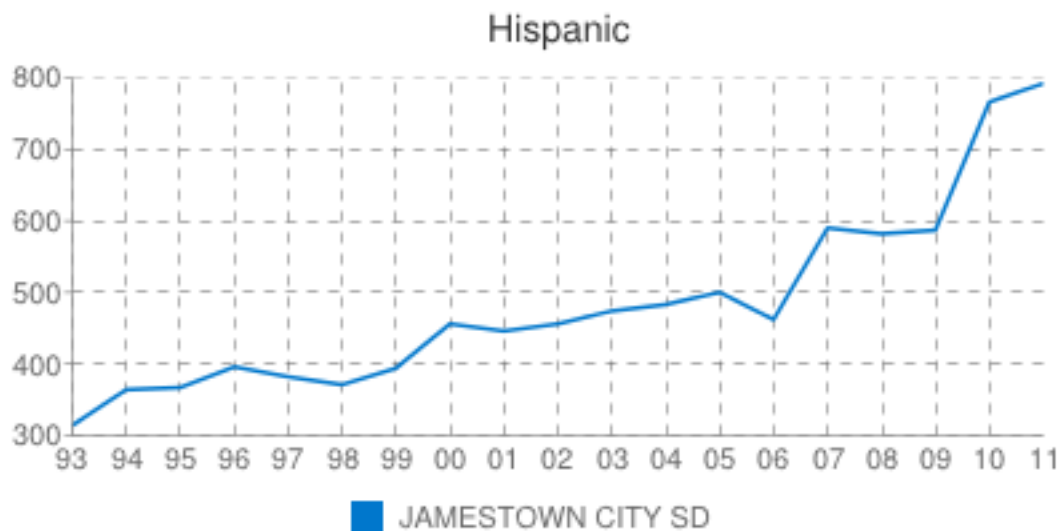
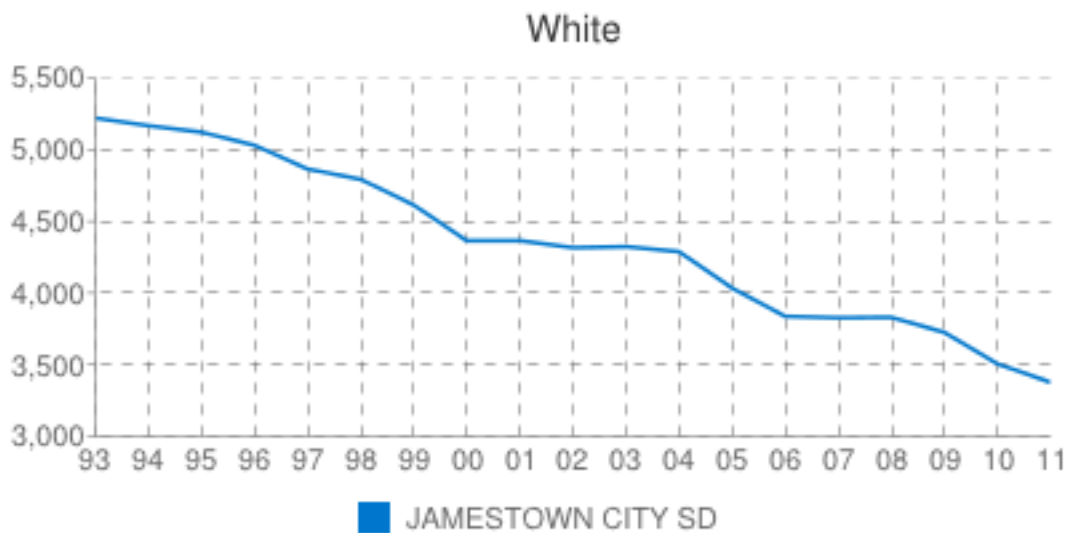
### **Conclusions**

The data in this report support the conclusion that the Jamestown District is not meeting minimum Regents Standards and is not providing the opportunity for a sound basic education for all its students.

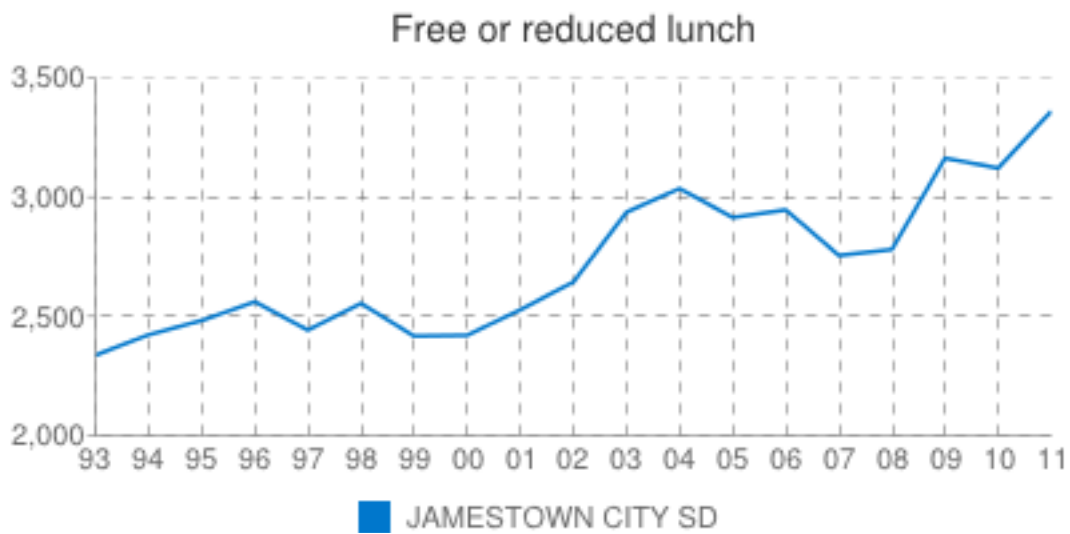
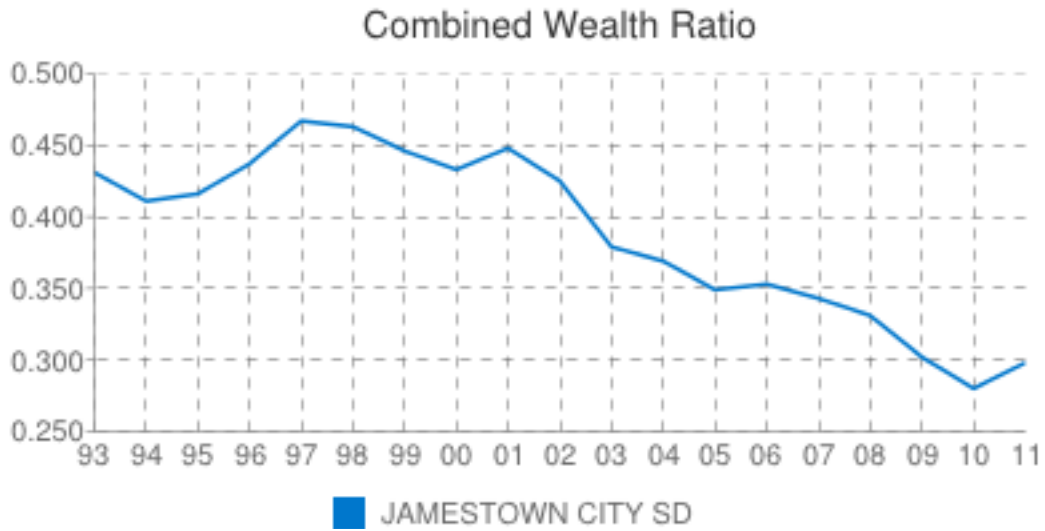
It must be emphasized that as poverty and diversity increased in the community, and therefore in the school district, the needs of the students also increased. However, at the same time, state aid did not rise to meet this growing need but actually decreased and consequently student achievement declined.

The following charts from the NY Rural Schools website illustrate these changes.

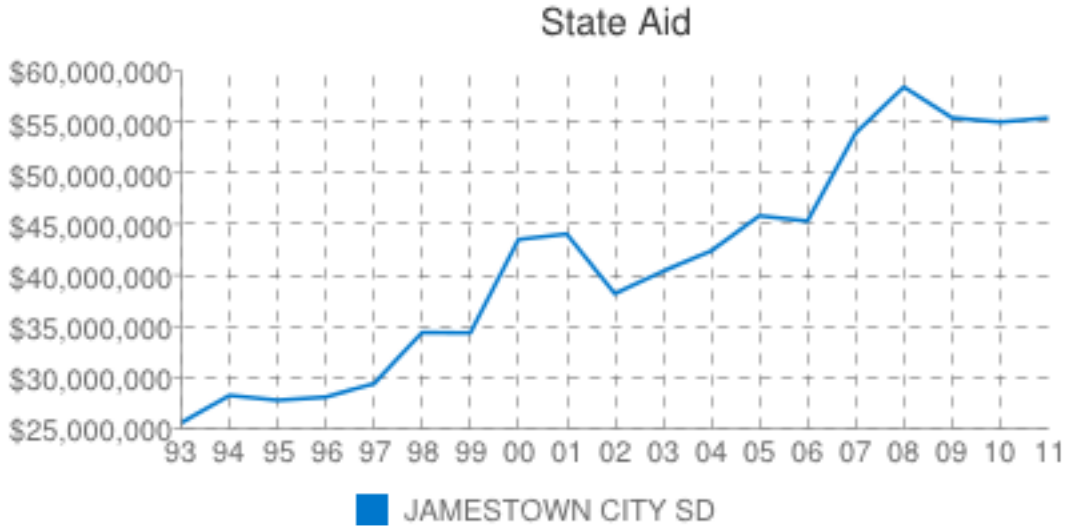
## Diversity



## Poverty - Community & School District







## Student Achievement

As previously stated there has been a decline in achievement across the district, and a growing achievement gap among subgroups, especially since 2008-09. As a result, the district continues for 2013-14 to be in a negative accountability status and remains a Focus District whose achievement is among the lowest 10% in the state.

Jamestown is unable to provide the opportunity for a sound, basic education for all of its students with the state aid it is allocated. It is impossible to provide what all students need including those with the greatest needs, the students with disabilities, the English language learners, and the economically disadvantaged. There are higher costs associated with the resources needed to provide these students with the opportunity for a sound, basic education. It is impossible to meet their needs with the existing resources and funding model.



I hereby affirm that the foregoing report is true and accurate to the best of my knowledge.

*Peggy J. Wozniak*

Peggy J. Wozniak

Sworn to and subscribed before me on this  
18 day of December 2014

*Jihan Abdulla*

Notary Public

