## DESE Logo

**Melrose Public Schools**

**Tiered Focused Monitoring Report**

**Continuous Improvement and Monitoring Plan**

**For** **Group A Universal Standards**

**Tier Level** **2**

**Dates of Onsite Visit:** **January 31, 2023 - February 2, 2023**

**Date of Final Report:** **June 22, 2023**

**Department of Elementary and Secondary Education Onsite Team Members:**

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Commissioner of Elementary and Secondary Education

**MASSACHUSETTS DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION**

**TIERED FOCUSED MONITORING REPORT**

**Melrose Public Schools**

[TIERED FOCUSED MONITORING REPORT INTRODUCTION 3](#_Toc138330400)

[TIERED FOCUSED MONITORING FINAL REPORT 6](#_Toc138330401)

[DEFINITION OF COMPLIANCE RATINGS 7](#_Toc138330402)

[SUMMARY OF COMPLIANCE CRITERIA RATINGS 8](#_Toc138330403)

[SUMMARY OF INDICATOR DATA REVIEW 9](#_Toc138330404)

[CONTINUOUS IMPROVEMENT AND MONITORING PLAN 10](#_Toc138330405)

**MASSACHUSETTS DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION**

# **TIERED FOCUSED MONITORING REPORT INTRODUCTION**

During the 2022-2023 school year, Melrose Public Schools participated in a Tiered Focused Monitoring Review (TFM) conducted by the Department’s Office of Public School Monitoring (PSM). The purpose of the Tiered Focused Monitoring Review is to monitor compliance with regulatory requirements focusing on special education and civil rights.

Each school district, charter school, vocational school, and virtual school undergoes a Tiered Focused Monitoring Review every three years. The statewide Tiered Focused Monitoring cycle is posted at <<https://www.doe.mass.edu/psm/tfm/3yrcycle.html>>.

Regularly monitored standards are divided into two groups, known as Group A Universal Standards and Group B Universal Standards. Districts and schools are monitored on an alternate set of Universal Standards every three years.

Group A Universal Standards address:

* Student identification
* IEP development
* Programming and support services
* Equal opportunity

Group B Universal Standards address:

* Licensure and professional development
* Parent/student/community engagement
* Facilities and classroom observations
* Oversight
* Time and learning
* Equal access

The Department has also reserved a specific set of criteria, collectively known as Targeted Standards, employed if LEA or school level risk assessment data indicate there is a potential issue; the identified Targeted Standards are assessed in addition to the Universal Standards.

Universal Standards and Targeted Standards are aligned with the following regulations:

Special Education (SE)

* Selected requirements from the federal Individuals with Disabilities Education Act (IDEA-2004); the federal regulations promulgated under that Act at 34 CFR Part 300; M.G.L. c. 71B, and the Massachusetts Board of Education’s Special Education regulations (603 CMR 28.00), as amended September 20, 2022.

Civil Rights Methods of Administration and Other General Education Requirements (CR)

* Selected federal civil rights requirements, including requirements under the Every Student Succeeds Act (ESSA); Title VI of the Civil Rights Act of 1964; the Equal Educational Opportunities Act of 1974; Title IX of the Education Amendments of 1972; Section 504 of the Rehabilitation Act of 1973; and Title II of the Americans with Disabilities Act of 1990, together with selected state requirements under M.G.L. c. 76, Section 5 as amended by Chapter 199 of the Acts of 2011 and M.G.L. c. 269 §§ 17 through 19.
* Selected requirements from the Massachusetts Board of Education’s Physical Restraint regulations (603 CMR 46.00).
* Selected requirements from the Massachusetts Board of Education’s Student Learning Time regulations (603 CMR 27.00).
* Various requirements under other federal and state laws.

**PSM Team:**

Depending upon the size of a school district and the number of special education programs to be reviewed, a team of one to four Department staff members conducts onsite activities over one to five days in a school district or charter school.

**Tier Level:**

The level of monitoring varies based on tier designation, aligning supports to the level of need and ensuring that districts and schools with greater needs receive appropriate supports to make sustained improvements.

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| Tier | Title | Description |
| 1 | Self-Directed Improvement | Data points indicate no concern on compliance and student outcomes. |
| 2 | Directed Improvement | No demonstrated risk in areas with close link to student outcomes. |
| 3 | Corrective Action | Areas of concern include both compliance and student outcomes. |
| 4 | Cross-unit Support and Corrective Action | Areas of concern have a profound effect on student outcomes and ongoing compliance. |

For the 2022-2023 school year, the tier assignments are based on:

* Annual drop-out rate for students with disabilities
* Five-year cohort graduation rate for students with disabilities
* Public School Monitoring compliance data from the previous review
* Problem Resolution System data, specifically findings of noncompliance
* Special education SPP/APR compliance Indicator data for Indicators 4B, 9 & 10
  + Indicator 4B: Significant discrepancy by race or ethnicity in removal of students with

IEPs greater than 10 days

* + Indicator 9: Overall disproportionate representation of racial and ethnic groups identified

as eligible for special education

* + Indicator 10: Disproportionate representation of racial and ethnic groups within specific

disability categories

* Special education SPP/APR performance Indicator data for Indicators 5 & 6
  + Indicator 5: Education Environments (6-21)
  + Indicator 6: Preschool Environments
* Significant Disproportionality data 2021-2022 & 2022-2023

Tiering adjustments may be made for districts engaged in work with the Department’s Statewide System of Support and have schools identified as requiring assistance and intervention. Tiering assignments may also be adjusted for schools and districts unable to remedy noncompliance within one year of the previous TFM review, as well as for charter schools requiring additional oversight based on conditions of their charter.

**Report: For Tier 1 & 2 Tiered Focused Monitoring Reviews**

Following the onsite visit, the PSM team holds an informal exit meeting to summarize the review for the superintendent or charter school leader. Within approximately 20 business days of the onsite visit, the chairperson forwards the TFM Feedback Summary that includes findings from the Tiered Focused Monitoring Review to the superintendent or charter school leader.

As part of the reporting process, all districts/charter schools in Tiers 1 and 2 then develop a Continuous Improvement and Monitoring Plan (CIMP) for any criteria receiving a rating of "Partially Implemented," "Not Implemented," and “Implementation in Progress.” The CIMP is due to the Department within 20 business days after the issuance of the Feedback Summary and is subject to the Department’s review and approval. The CIMP outlines an action plan, identifies the success metric, describes the measurement mechanism, and provides a completion timeframe to bring those areas into compliance with the controlling statute or regulation. Department staff provide support and assistance to districts and charter schools on the development of a CIMP.

Once the CIMP is approved, it is issued as the Final Report.

Department staff also provide ongoing technical assistance as the school or district is implementing the approved CIMP. **School districts and charter schools must demonstrate effective resolution of noncompliance identified by the Department as soon as possible but in no case later than one year from the issuance of the Department’s Feedback Summary.**

For more information regarding the TFM Review Process, including district and parent resources, please visit < <https://www.doe.mass.edu/psm/tfm/default.html>>.

# **TIERED FOCUSED MONITORING FINAL REPORT**

**Melrose Public Schools**

The Massachusetts Department of Elementary and Secondary Education conducted a Tiered Focused Monitoring Review in Melrose Public Schools during the week of January 30, 2023, to evaluate the implementation of Group A Universal Standards in the program areas of special education, civil rights, and other related general education requirements. The team appreciated the opportunity to interview staff and parents, to observe classroom facilities, and to review the programs underway in the district.

In preparing this report, the team reviewed extensive written documentation regarding the operation of the district's programs, together with information gathered by means of the following Department program review methods:

**Self-Assessment Phase:**

* District review of special education and civil rights documentation for required elements including document uploads.
* District review of a sample of special education student records selected across grade levels, disability categories, and levels of need.
* District review of student records related to the Indicator Data Collection for Indicators 11, 12, and 13.
* Upon completion of the self-assessment, the district submitted the data to the Department for review.

**On-site Verification Phase:**

* Interviews of administrative, instructional, and support staff consistent with those criteria selected for onsite verification.
* Interviews of parent advisory council (PAC) representatives and other telephone interviews, as requested by parents or members of the general public.
* Review of additional documents for special education and civil rights.
* Surveys of parents of students in special education: Parents of students in special education were sent a survey that solicited information regarding their experiences with the district’s implementation of special education programs, related services, and procedural requirements.
* Review of student records for special education: The Department selected a sample of student records from those the district reviewed as part of its self-assessment, as well as records chosen by the Department from the special education student roster. The onsite team conducted this review, using standard Department procedures, to determine whether procedural and programmatic requirements have been met.
* Observations of classrooms and other facilities.

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| The Tiered Focused Monitoring Report includes those criteria that were found by the team to be implemented in a “Commendable” manner, as well as criteria receiving a rating of "Partially Implemented," "Not Implemented," and “Implementation in Progress.” (Refer to the “Definition of Compliance Ratings” section of the report.) Tiered Focused Monitoring Reports do not include criteria receiving a rating of “Implemented” or “Not Applicable.” This will allow the district and the Department to focus their efforts on those areas requiring corrective action. Districts are expected to incorporate the corrective actions into their district and school improvement plans, including their professional development plans. |
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# **DEFINITION OF COMPLIANCE RATINGS**

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| **Commendable** | Any requirement or aspect of a requirement implemented in an exemplary manner significantly beyond the requirements of law or regulation. |
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| **Implemented** | The requirement is substantially met in all important aspects. |
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| **Implementation in Progress** | This rating is used for criteria containing new or updated legal requirements; the district has implemented any old requirements contained in the criterion and is training staff or beginning to implement the new requirements in such a way that the onsite team anticipates that the new requirements will be implemented by the end of the school year. |
|  | |
| **Partially Implemented** | The requirement, in one or several important aspects, is not entirely met. |
|  | |
| **Not Implemented** | The requirement is totally or substantially not met. |
| **Not Applicable** | The requirement does not apply to the school district or charter school. |

**Melrose Public Schools**

# **SUMMARY OF COMPLIANCE CRITERIA RATINGS**

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| --- | --- | --- |
|  | **Universal Standards**  **Special Education** | **Universal Standards**  **Civil Rights and Other General Education Requirements** |
| **IMPLEMENTED** | SE 1, SE 2, SE 3, SE 3A, SE 9A, SE 10, SE 11, SE 12, SE 13, SE 14, SE 17, SE18A, SE 19, SE 20, SE 22, SE 26, SE 29, SE 34, SE 35, SE 37, SE 39, SE 40, SE 41, SE 42, SE 43, SE 48, SE 49 | CR 13, CR 14 |
| **PARTIALLY**  **IMPLEMENTED** | SE 6, SE 7, SE 8, SE 9, SE 25 | CR 18 |
| **NOT**  **IMPLEMENTED** | None |  |
| **NOT**  **APPLICABLE** | SE 38 |  |

The full list of criteria and information regarding the requirements can be found in Appendix B of the Tiered Focused Monitoring Toolkit available at < <https://www.doe.mass.edu/psm/resources/tfm-toolkit.docx>>.

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# **SUMMARY OF INDICATOR DATA REVIEW**

As part of the self-assessment process for districts or charter schools undergoing a review for Group A Universal Standards, the PSM team reviewed the results of Indicator data submissions for Indicators 11, 12 and 13. The Indicator review is completed prior to the onsite visit and helps inform the scope of the onsite review. For any Indicator data noncompliance found, the district or charter school must develop and implement corrective action that includes correcting noncompliance for the individual students affected by it, addressing the root cause and underlying reasons for the identified noncompliance, and reviewing additional records as evidence that the issues have been corrected and that requirements are being met. The Office of Special Education Programs (OSEP) requires correction of noncompliance within one year of the finding.

The results of the district’s submissions for these Indicators are as follows:

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|  | **Compliant** | **Non-Compliant** |
| **Indicator 11 – Initial**  **Evaluation Timelines** |  | X |
| **Indicator 12 – Early**  **Childhood Transition** |  | X |
| **Indicator 13 –**  **Secondary Transition** | X |  |

The district submitted evidence of corrective action, including additional data sets, to address the non-compliance identified for Indicators 11 and 12. The submissions have been reviewed and approved by the Department; no further action is required.

| **CONTINUOUS IMPROVEMENT AND MONITORING PLAN** |
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| **Improvement Area** **1** |
| **Criterion:** SE 6 - Determination of transition services |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records and staff interviews indicated that although IEP Teams discuss the student's transition needs annually, beginning no later than when the student is 14 years old, the Team does not always update the student's Transition Planning Form on an annual basis. |
| **LEA Outcome:** Melrose Public Schools (MPS) will ensure that Transition Planning Forms (TPFs) are updated annually for students 14 years and older during the 2023-2024 school year, and the Postsecondary Transition Planning section of the new IEP is updated annually when the new IEP is implemented in the 2024-2025 school year and beyond. |
| **Action Plan:** By August 28, 2023, MPS will revise transition planning procedures in the MPS Special Education Procedural Manual to ensure transition planning information is updated annually for students 14 years and older. The procedures will include an internal monitoring system.  By September 29, 2023, MPS will ensure that issues of noncompliance for the students identified by the Department are corrected. Specifically, the district will reconvene IEP Teams to complete the transitional planning process. Evidence will include attendance sheets (N3A), updated TPFs, updated IEPs, and Notices of Proposed School District Action (N1).  By November 13, 2023, MPS will train middle and high school special education teachers and guidance counselors on the transition planning procedures.  By January 29, 2024, MPS will conduct an internal review of at least five records of students 14 years and older for evidence that the TPF was updated at least annually. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Success Metric:** By January 2024 and throughout the 2023-2024 school year, TPFs will be updated annually for all students beginning no later than when the student is 14 years old. Upon implementation of the new IEP in 2024-2025, the Postsecondary Transition Planning section of the new IEP will be updated annually.  Evidence:   * Updated transition planning procedures * Internal monitoring system * Updated IEPs, TPFs, N3As, and N1s for the students identified by the Department * Agenda, training materials, and attendance sheets * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least five records to ensure that transition planning information is updated at least annually. If noncompliance is identified, the district will conduct a root cause analysis and determine appropriate corrective action, including additional training. |
| **Completion Timeframe:** 01/29/2024 |
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| **Improvement Area 2** |
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| **Criterion:** SE 7 - Transfer of parental rights at age of majority and student participation and consent at the age of majority |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records indicated that the district does not consistently inform students and parents, at least one year prior to the student reaching age 18, of the rights that will transfer from the parent to the student upon the student's 18th birthday. Record review also indicated that the district does not consistently obtain consent from the adult student with shared or sole decision-making authority to continue her or his special education program. |
| **LEA Outcome:** At least one year prior to the student reaching age 18, Melrose Public Schools (MPS) will ensure that the district informs the student and parent of the rights that will transfer from the parent to the student upon the student's 18th birthday. In addition, MPS will implement procedures to obtain consent from the adult student with shared or sole decision-making authority to continue his or her special education program. |
| **Action Plan:** By August 28, 2023, MPS will revise the age of majority procedures in the MPS Special Education Procedural Manual to ensure students and parents are provided with notice of the transfer of rights and consent is obtained from adult students with shared or sole decision-making authority. The procedures will include an internal monitoring system.  By September 29, 2023, MPS will ensure that issues of noncompliance for the students identified by the Department are corrected. Evidence will include a notice of the transfer of rights and signed IEPs for students with shared or sole decision-making authority.  By November 13, 2023, MPS will train high school special education staff on the revised age of majority procedures.  By January 29, 2024, MPS will conduct an internal review of five records of students turning 18 within one year and five records of students who have already turned 18 to ensure age of majority procedures are implemented. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Success Metric:** By January 2024 and beyond, MPS will consistently inform all students and parents, at least one year prior to the student reaching age 18 of the rights that will transfer from the parent to the student upon the student's 18th birthday. In addition, MPS will routinely obtain consent from the adult student with shared or sole decision-making authority to continue his or her special education program.  Evidence:   * Updated age of majority procedures * Internal monitoring system * Notice of the transfer of rights and signed IEPs, if shared or sole decision-making authority * Agenda, training materials, and attendance sheets * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least five records to ensure implementation of the age of majority procedures. If noncompliance is identified, the district will conduct a root cause analysis and determine appropriate corrective action, including additional training. |
| **Completion Timeframe:** 01/29/2024 |
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| **Improvement Area 3** |
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| **Criterion:** SE 8 - IEP Team composition and attendance |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records, documents, and interviews indicated that a general education teacher is not consistently invited to participate as a member of the IEP Team when the student is involved in general education programming. |
| **LEA Outcome:** Melrose Public Schools (MPS) will ensure that at least one general education teacher is always invited to participate as a member of the IEP Team when the student is involved in general education programming. |
| **Action Plan:** By August 28, 2023, MPS will revise IEP Team meeting procedures in the MPS Special Education Procedural Manual to ensure that at least one general education teacher is always invited to participate as a member of the IEP Team when the student is involved in general education programming. The procedures will include an internal monitoring system.  By November 13, 2023, MPS will train all general and special education teachers, coordinators, and administrators on the revised IEP Team meeting procedures.  By January 29, 2024, MPS will conduct an internal review of three student records from each school (15 records from across the district), to ensure at least one general education teacher is always invited to the IEP Team meeting when the student is involved in general education programming. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Success Metric:** By January 2024 and beyond, MPS will ensure that a general education teacher is always invited to participate as a member of the IEP Team when the student is involved in general education programming.  Evidence:   * Updated IEP Team meeting procedures * Internal monitoring system * Agenda, training materials, and attendance sheets * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least three records from each school to ensure the implementation of the IEP Team meeting procedures. If noncompliance is identified, the district will conduct a root cause analysis and determine appropriate corrective action, including additional training. |
| **Completion Timeframe:** 01/29/2024 |
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| **Improvement Area 4** |
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| **Criterion:** SE 9 - Timeline for determination of eligibility |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records and staff interviews indicated that within 45 school-working days after receipt of the parent's written consent to an initial evaluation or a re-evaluation, the district does not consistently provide the parent with the proposed IEP and proposed placement for eligible students. |
| **LEA Outcome:** Within 45 school-working days after receipt of the parent’s written consent to an initial evaluation or a re-evaluation, Melrose Public Schools (MPS) will consistently provide the parent with the proposed IEP and proposed placement for eligible students. |
| **Action Plan:** On May 19, 2023, MPS submitted to the Department a memorandum sent by the Assistant Superintendent of Pupil Personnel Services on February 8, 2023, to all special education teachers, service providers, special education coordinators, and building principals reminding staff of mandated special education timelines.  By August 29, 2023, MPS will revise its timeline and evaluation procedures in the MPS Special Education Procedural Manual to ensure that within 45 school-working days after the receipt of a parent's written consent to an initial evaluation or re-evaluation, the district provides the parent with a proposed IEP and placement for eligible students. The procedures will include an internal monitoring system.  By November 13, 2023, MPS will train all special teachers, service providers, special education coordinators, and building administrators on the timeline and evaluation procedures.  By January 29, 2024, MPS will conduct an internal review of three student records from each school (15 records from across the district), to ensure a proposed IEP and placement for eligible students is provided to the parent within 45 school-working days of the district's receipt of the consent to evaluate. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Success Metric:** By January 2024 and beyond, MPS will ensure that within 45 school-working days after receipt of the parent's written consent to an initial evaluation or a re-evaluation, the parent is provided with a proposed IEP and placement for eligible students.  Evidence:   * Updated evaluation and timeline procedures * Internal monitoring system * Agenda, training materials, and attendance sheets * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least three records from each school to ensure timelines are met. If noncompliance is identified, the district will conduct a root cause analysis and determine appropriate corrective action, including additional training. |
| **Completion Timeframe:** 01/29/2024 |
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| **Improvement Area 5** |
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| **Criterion:** SE 25 - Parental consent |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records and staff interviews indicated that when parental consent to the services proposed on a student's IEP is required, and the parent fails or refuses to consent, the district does not always make multiple attempts to obtain consent using a variety of methods which are documented by the district. |
| **LEA Outcome:** When parental consent to the services proposed on a student's IEP is required, and the parent fails or refuses to consent, Melrose Public Schools (MPS) will always make multiple attempts to obtain consent using a variety of methods which are documented by the district. |
| **Action Plan:** By August 28, 2023, MPS will include parental consent procedures within the Special Education Procedural Manual that outline the district's responsibility to make and document multiple attempts to secure parent consent to an IEP. The procedures will include an internal monitoring system.  By September 29, 2023, MPS will submit signed IEPs or documentation of attempts to obtain consent for the students identified by the Department.  By November 13, 2023, MPS will submit evidence of training to all relevant special education staff on the parental consent procedures.  By January 29, 2024, MPS will conduct an internal review of a sample of records for which parental consent to the IEP was not obtained to determine whether multiple efforts to contact the parent through a variety of means were made and documented. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. The district will continue to implement a variety of outreach efforts to obtain consent. |
| **Success Metric:** By January 2024 and beyond, when parental consent to the services proposed on a student's IEP is required, and the parent fails or refuses to consent, MPS will always make multiple attempts to obtain consent using a variety of methods which are documented by the district.  Evidence:   * Updated parental consent procedures * Internal monitoring system * Documentation of outreach and/or signed IEPs * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least three records from each school to ensure the implementation of the parental consent procedures. If noncompliance is identified, the district will conduct a root cause analysis and determine appropriate corrective action, including additional training. |
| **Completion Timeframe:** 01/29/2024 |
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| **Improvement Area 6** |
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| **Criterion:** CR 18 - Responsibilities of the school principal |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records and interviews indicated that when an individual student is referred for an evaluation to determine eligibility for special education, the documentation of intervention and support is not provided as part of the evaluation information reviewed by the Team when determining eligibility. |
| **LEA Outcome:** Melrose Public Schools (MPS) will ensure that when an individual student is referred for an evaluation to determine eligibility for special education, the documentation of general education intervention and support is provided as part of the evaluation information reviewed by the Team when determining eligibility. |
| **Action Plan:** By August 28, 2023, MPS will revise evaluation procedures to ensure documentation of general education interventions and supports are included as part of the evaluation information reviewed by the Team when determining eligibility. The procedures will include an internal monitoring system.  By November 13, 2023, MPS will train all principals, assistant principals, special education coordinators, and other relevant special education staff on the updated evaluation procedures.  By January 29, 2023, MPS will conduct an internal review of at least five records with an initial evaluation, for evidence that general education interventions and supports were included as part of the evaluation information reviewed by the Team when determining eligibility. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Success Metric:** By January 2024 and beyond, MPS will ensure that general education interventions and supports are part of the evaluation information reviewed by the Team when determining eligibility.  Evidence:   * Updated evaluation procedures * Internal monitoring system * Agenda, training materials, and attendance sheets * Results of record review, root cause analysis, and corrective action steps, as needed |
| **Measurement Mechanism:** Each semester, the Assistant Superintendent of Pupil Personnel Services will review at least five records to ensure that general education interventions and supports were included as part of the evaluation information reviewed by the Team when determining eligibility. For any noncompliance, the district will conduct a root cause analysis and determine appropriate corrective action. |
| **Completion Timeframe:** 01/29/2024 |
|  |