

**Gloucester Public Schools**

**Tiered Focused Monitoring Report**

**Continuous Improvement and Monitoring Plan**

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

**Tier Level** **2**

**Dates of Onsite Visit:** **December 13-15, 2022**

**Date of Final Report:** **May 4, 2023**

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**MASSACHUSETTS DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION**

**TIERED FOCUSED MONITORING REPORT**

**Gloucester Public Schools**

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**MASSACHUSETTS DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION**

# **TIERED FOCUSED MONITORING REPORT INTRODUCTION**

During the 2022-2023 school year, Gloucester 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**

**Gloucester Public Schools**

The Massachusetts Department of Elementary and Secondary Education conducted a Tiered Focused Monitoring Review in Gloucester Public Schools during the week of December 12, 2022, 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 and instructional staff consistent with those criteria selected for onsite verification.
* Interview of parent advisory council (PAC) representative.
* 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 solicits 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: The onsite team visited a sample of classrooms and other school facilities used in the delivery of programs and services to determine general levels of compliance with program requirements.

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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. |
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| **Partially Implemented** | The requirement, in one or several important aspects, is not entirely met. |
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| **Not Implemented** | The requirement is totally or substantially not met. |
| **Not Applicable**  | The requirement does not apply to the school district or charter school. |

**Gloucester 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 3, SE 3A, SE 7, SE 8, SE 9, SE 9A, SE 10, SE 11, SE 12, SE 14, SE 17, SE 18A, SE 19, SE 20, SE 22, SE 25, SE 26, SE 29, SE 34, SE 35, SE 37, SE 38, SE 39, SE 40, SE 41, SE 43, SE 48, SE 49 | CR 13, CR 14, CR 18 |
| **PARTIALLY****IMPLEMENTED** | SE 2, SE 6, SE 13, SE 42 |  |
| **NOT** **IMPLEMENTED** | None |  |
| **NOT** **APPLICABLE** | None |  |

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 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 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** | **Not Applicable** |
| **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 an additional data set, 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 2 - Required and optional assessments |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of student records and staff interviews indicated that the district does not always conduct all required assessments for initial and re-evaluations. Specifically, the district does not consistently conduct an educational assessment completed by a district representative that includes a history of the student's educational progress in the general curriculum (Educational Assessment A) or an assessment completed by a teacher(s) with current knowledge of the student's specific abilities, attention skills, participation behaviors, communication skills, memory, and social skills (Educational Assessment B). |
| **LEA Outcome:** Gloucester Public School District will ensure that when the district conducts an initial or re-evaluation, all required assessments are always completed. Specifically, the district will consistently conduct an educational assessment that includes a history of the student's educational progress in the general curriculum (Educational Assessment A) and an assessment completed by a teacher(s) with current knowledge of the student's specific abilities, attention skills, participation behaviors, communication skills, memory, and social skills (Educational Assessment B). |
| **Action Plan:** By May 30, 2023, Gloucester Public School District will complete an Educational Assessment A for the three students identified by the Department and an Educational Assessment B for the two students identified by the Department. For each student, the district will submit a copy of the completed Educational Assessment A and/or B, the Notice of Proposed School District Action (N1), and an amendment or revised Individualized Education Program (IEP), if applicable.  By May 30, 2023, Gloucester Public School District will develop and submit educational assessment procedures that include an internal tracking and monitoring system to ensure future compliance and administrative oversight. By September 29, 2023, Gloucester Public School District will conduct training for all special education Team chairpersons and all other relevant staff on the district's assessment procedures. The district will submit the training materials, agendas, and signed attendance sheets. By January 30, 2024, Gloucester Public School District will, subsequent to all corrective actions, submit the results of a review of a representative sample of applicable records from each school to ensure all educational assessments were completed. For any identified non-compliance, the district will conduct a root cause analysis and implement appropriate corrective actions. |
| **Success Metric:** By January 2024 and beyond, Gloucester Public School District will ensure that when evaluations are conducted, all required assessments are always completed, including an educational assessment completed by a district representative that includes a history of the student's educational progress in the general curriculum (Educational Assessment A) and an assessment completed by a teacher(s) with current knowledge of the student's specific abilities, attention skills, participation behaviors, communication skills, memory, and social skills (Educational Assessment B). Evidence: * Completed assessments, N1s, and IEP amendments or revisions, as appropriate
* Written procedures including a description of the internal monitoring system
* Copies of staff training materials, agendas, and signed attendance sheets
* Results of an internal record review, results of any root cause analysis conducted, and summary of corrective action, as necessary
 |
| **Measurement Mechanism:** The Director of Special Education will review the procedures for completing educational assessments with all relevant staff in the fall of each school year. Additionally, the Director of Special Education will conduct an annual review of student records to ensure ongoing compliance. The review will determine whether educational assessments were completed as required. If there are any instances of non-compliance identified, the Director of Special Education will conduct a root cause analysis and take appropriate corrective actions to address the issue(s) based upon that analysis. |
| **Completion Timeframe:** 01/30/2024 |
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| **Improvement Area 2** |
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| **Criterion:** SE 6 - Determination of transition services |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of records and staff interviews indicated that the district does not always ensure that students are invited to and encouraged to attend part or all of the Team meetings at which transition services are discussed or proposed. |
| **LEA Outcome:** Gloucester Public School District will ensure that students are invited to and encouraged to attend part or all of the Team meetings at which transition services are discussed or proposed. |
| **Action Plan:** By May 30, 2023, Gloucester Public School District will develop and submit transition planning procedures which will include an internal tracking and monitoring system to ensure future compliance and administrative oversight. By September 29, 2023, Gloucester Public School District will conduct training for all middle and high school Team chairpersons and other relevant staff on the district's procedures. The district will submit the training materials, agendas, and signed attendance sheets. By January 30, 2024, Gloucester Public School District will, subsequent to all corrective actions, submit the results of a review of a representative sample of applicable records to ensure students are invited to the Team meeting, as appropriate. For any identified non-compliance, the district will conduct a root cause analysis and implement corrective actions. |
| **Success Metric:** By January 2024 and beyond, Gloucester Public School District will ensure that students are invited to and encouraged to attend part of all of the Team meetings at which transition services are discussed or proposed. Evidence:* Written procedures including a description of the internal monitoring system
* Copies of staff training materials, agendas, and signed attendance sheets
* Results of an internal record review, results of any root cause analysis conducted, and summary of corrective action, as necessary
 |
| **Measurement Mechanism:** The Director of Special Education will review the transition planning procedures with middle and high school Team chairpersons and other relevant staff in the fall of each school year. Additionally, the Director of Special Education will conduct an annual review of student records to ensure ongoing compliance. The review will determine whether students are invited to Team meetings at which transition services are discussed or proposed. If there are any instances of non-compliance identified, the Director of Special Education will conduct a root cause analysis and take appropriate corrective actions to address the issue(s) based upon that analysis. |
| **Completion Timeframe:** 01/30/2024 |
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| **Improvement Area 3** |
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| **Criterion:** SE 13 - Progress Reports and content |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of records indicated that progress reports sent to parents of students with a disability do not always include written information on the student's progress towards the annual goals in the IEP. |
| **LEA Outcome:** Gloucester Public School District will ensure that all progress reports consistently include written information on the student's progress towards the annual goals in the IEP. |
| **Action Plan:** By May 30, 2023, Gloucester Public School District will submit written progress report procedures which will include an internal tracking and monitoring system to ensure future compliance and administrative oversight. By September 29, 2023, Gloucester Public School District will submit evidence of training for all special education staff on the appropriate writing of progress reports. By January 30, 2024, Gloucester Public School District will, subsequent to all corrective actions, submit the results of a review of a representative sample of records from each school to determine if student progress reports include written information on the student's progress towards the annual goals in the IEP. For any identified non-compliance, the district will conduct a root cause analysis and implement appropriate corrective actions. |
| **Success Metric:** By January 2024 and beyond, 100% of progress reports for students with IEPs will include written information on the student's progress towards the annual goals in the IEP.Evidence:* Written procedures including a description of the internal monitoring system
* Copies of staff training materials, agendas, and signed attendance sheets
* Results of an internal record review, results of any root cause analysis conducted, and summary of corrective action, as necessary
 |
| **Measurement Mechanism:** The Director of Special Education will review the progress report procedures with all special education staff in the fall of each school year. Additionally, after the issuance of progress reports, the Director of Special Education will conduct a review of records from selected schools to ensure that they include written information on the student's progress towards the annual goals in the IEP. If there are any instances of non-compliance identified, the Director of Special Education will conduct a root cause analysis and take appropriate corrective actions to address the issue(s) based upon that analysis. |
| **Completion Timeframe:** 01/30/2024 |
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| **Improvement Area 4** |
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| **Criterion:** SE 42 - Programs for young children three and four years of age |
| **Rating:** Partially Implemented |
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| **Description of Current Issue:** A review of documents and staff interviews indicated that five inclusion and substantially separate instructional groupings at Gloucester Preschool do not meet the requirements for appropriate student ratios and class size. |
| **LEA Outcome:** Gloucester Public School District will ensure that all preschool instructional groupings are in compliance with student ratios and class size requirements. |
| **Action Plan:** By May 30, 2023, Gloucester Public School District will develop and submit a plan to resolve the preschool instructional grouping concerns. The plan will include a description of the internal monitoring system to ensure ongoing compliance. By September 29, 2023, Gloucester Public School District will submit a Preschool Grouping Worksheet for the five preschool classes identified by the Department. For any classes that do not meet the required instructional grouping ratios and class size, the district will implement appropriate corrective actions. |
| **Success Metric:** By September 2023 and beyond, all preschool instruction groupings in Gloucester Public School District will meet requirements for student ratios and class size. Evidence: * Written plan to resolve the preschool instructional grouping concerns including a description of the internal monitoring system
* Preschool Grouping Worksheet
 |
| **Measurement Mechanism:** The Director of Special Education will regularly collect and review the student ratio and class size data for each preschool grouping to ensure compliance. If there are any instances of non-compliance identified, the Director of Special Education will conduct a root cause analysis and take appropriate corrective actions to address the issue(s) based upon that analysis. |
| **Completion Timeframe:** 09/30/2023 |
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