Massachusetts Department of Revenue *Division of Local Services*
Frederick A. Laskey, Commissioner Joseph J. Chessey, Jr., Deputy Commissioner

Salem Public Schools Review

Executive Order 393

Education Management Accountability Board Report
April 1999

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1. Introduction

The Massachusetts Education Reform Act (MERA) of 1993 has three major goals: to increase student achievement; to achieve adequate funding for all local and regional school districts over a seven-year period; and to bring equity to local taxation efforts based on a community's ability to pay. In February 1997, the Governor issued Executive Order 393 to evaluate the education reform program that was nearing the end of its fourth year. In FY98, Massachusetts General Laws (M.G.L.) Ch. 70 state aid for education reached $2.3 billion. With an investment of this magnitude in the Commonwealth's schools, it is critical to "review, investigate and report on the expenditures of funds by school districts, including regional school districts, consistent with the goals of improving student achievement." To that end, Executive Order 393 established the Education Management Accountability Board (EMAB).

The Secretary of Administration and Finance, serving as chief of staff to the EMAB, selected a team of auditors from the Department of Revenue's (DOR) Division of Local Services (DLS) to conduct the school district reviews. DOR's Director of Accounts is the chief investigator with authority to examine municipal and school department accounts and transactions pursuant to M.G.L. Ch. 44, §§45 and 46A. The reviews are conducted in consultation with the State Auditor and the Commissioner of Education.

The Salem Public Schools (SPS) is the eighth school district reviewed under Executive Order 393. The audit team began the review of SPS in September 1998, and completed its field work in November 1998. As part of this review, the audit team conducted a confidential survey of employees of the school district and has included the results in this report. School officials cooperated fully with the audit team.

The Executive Summary includes some of the more significant observations and findings of the review of SPS's operations. When possible, the audit team has identified and presented best practices which may be adapted by other school districts. The report discusses all results, best practices and deficiencies, if any, in greater detail in the "General Conditions and Findings" section.

II. Executive Summary

SPS appears to have made only limited progress in achieving some of the goals of education reform. Progress has been hindered by a turnover of three superintendents over 18 months combined with considerable turnover in teachers and a teachers' strike in November of 1994. These developments contributed to a lack of focus and created a morale issue among staff that still lingers today to some degree.

The lack of focus is evident in the school improvement plans that vary widely in length, approach and quality from school to school as little guidance was provided by the

central administration. Few districtwide goals seemed to be set and no districtwide goals on student achievement existed until FY98. There appears to have been no focus or organized effort to improve the curriculum or establish professional development programs from 1994 to 1996. In a survey of employees conducted during the audit, less than half of the teachers that responded expressed the opinion that the current curriculum is coherent and sequential. Principals did not have individual contracts until 1996 and appear not to have been held formally accountable for their performance. They were not formally evaluated prior to that year. The business manager does not report to the Superintendent but reports directly to the school committee.

Test scores have been heading downward as MEAP test scores deteriorated from 1992 to 1996. The number of fourth graders in the lowest level of reading proficiency actually increased from 39 percent to 41 percent during that period and the percentage of students performing at the higher levels of proficiency in 1992 decreased.

THE FOUNDATION BUDGET

- SPS has met net school spending requirements as determined by the Department of Education (DOE) from FY94 through FY98. The district received $1.4 million in state aid in FY94, $8.0 million in FY98 and $27.5 million on a cumulative basis from FY94 to FY98 as a result of Massachusetts' investment in education. Taking inflation into account, there are still significant real budget increases from FY89 to FY97. [See Sections 3 and 5]

- The foundation budget does not mandate spending in any specific category. However, to encourage appropriate levels of spending, M.G.L. Ch. 70, §9 requires that a school district report to the Commissioner of Education when it has failed to meet foundation budget spending levels for professional development, books and instructional equipment, extended/expanded programs and extraordinary maintenance. Although SPS did not meet these levels from FY95 through FY97 (except for books and equipment in FY97), it did not file a report as required by law nor did DOE direct it to do so. [See Section 7]

- Special education and bilingual program costs rose 46.4 percent and 64.0 percent respectively from FY93 to FY97 as compared to the 31.1 percent increase in combined municipal and school committee spending.

STUDENT ACHIEVEMENT

- SPS test scores are below state averages and have deteriorated since 1992. MEAP proficiency scores indicate an across the board reduction from 1992 to 1996 for 4th graders at the higher proficiency levels 3 & 4. More significantly, 39 percent of 4th graders performed only at the lowest reading level of proficiency, level 1 in 1992. By 1996, that percentage had risen to 41 percent. Results from the 1997 statewide Iowa tests indicate that 68 percent of SPS 3rd graders scored at the

higher reading levels of "proficient" and "advanced," below the statewide average of 75 percent for these skill levels. Recent MCAS test results show SPS below the state average scaled scores. [See Section 16 and Appendices C, D and G]

GOVERNANCE AND MANAGEMENT POWERS

- Administrators and principals have worked under individually negotiated contracts with three year terms since 1996. Contracts do not include individual performance and evaluation standards. However, principals are expected to meet certain performance goals and have been held accountable for their performance since 1996. Principals receive annual salary increases of three percent depending on receiving a satisfactory performance evaluation. A dismissal section in the contracts states that the principal may be terminated in writing by the superintendent upon a negotiated number of days. The contract also includes language allowing the superintendent to let a contract expire and thereby terminate the principal's employment. [See Section 17]

- The business manager works under a contract issued directly by the school committee and reports organizationally to the committee with a "dotted line" relationship to the school superintendent. This reporting relationship diminishes the authority, flexibility and control of the superintendent's position in handling budgetary and other financial issues. [See Section 17]

STUDENT/FTE TEACHER STAFFING

- SPS has used the additional funding available under education reform to increase teaching staff. Between FY93 and FY97, the total number of FTE teachers increased by 41.9, or 13.7 percent, from 305.5 to 347.4. As a result, the all students/all FTE teachers ratio declined from 14.6:1 in FY93 to 14.1:1 in FY97, a positive trend for educational achievement. [See Section 8]

TEACHER COMPENSATION

- Between FY93 and FY97, expenditures for teaching salaries rose 42.5 percent. Total salary expenditures increased by 44.3 percent while non-teaching salary expenditures increased by 44.6 percent. Cumulative union contract increases from 1993 to 1997 have ranged from 18 percent to 21 percent in addition to annual step increases. Actual salary increases ranged from 19 percent to 54 percent, depending on how a teacher moved through the salary schedule during that period. The average teaching salary in FY97 was $39,712 as compared to the statewide average of $42,874. [See Section 9]

PROFESSIONAL DEVELOPMENT

- Professional development spending has increased from $55,831 in FY95 to $228,996 in FY97. Expenditures in FY94 represented only 21 percent and in FY97, 47 percent of the foundation budget target. In addition SPS has not met its legal per student spending requirement in FY95 and FY97. [See Sections 7 and 10]

TIME AND LEARNING

- With a schedule of 979 hours SPS did not meet the time and learning requirement of 990 hours for grades 9 through 12 for the 1997/98 school year but will meet the standard the following year. The middle school and elementary school schedule calls for 1,017.5 and 911.5 hours respectively which is above the 900 hours per year as required by DOE for these grades. [See Section 12]

TECHNOLOGY

- Implementation of the technology plan has encountered difficulties. Under Education Reform, computers classified in Category D only meet 10% of the software capability requirements. Of SPS's 1,016 computers 42% are classified in Category D while in the high school 68% are considered Category D. The first year of the plan was underfunded and in the second year equipment scheduled to arrive in August did not arrive until after school opened. Plans for training and curriculum integration included in the plan for FY98 were not met. [See Section 14]

DROP-OUT AND TRUANCY

- Although there is a drop-out prevention program in place, SPS's drop-out rates are nearly twice as high as the statewide average. [See Section 23]

Auditee's Response

The audit team held an exit conference with the Superintendent and his staff on January 19, 1999, to discuss changes to the report. Changes were made and a revised draft report was forwarded to the Superintendent. The Superintendent's comments are included in this report as Appendix H**.**

Review Scope

In preparation for the school district reviews, the audit team held meetings with officials from DOE, the State Auditor's Office and other statewide organizations such as the Massachusetts Taxpayers Foundation, the Massachusetts Municipal Association and the Massachusetts Association of School Superintendents. The audit team also read published reports on educational and financial issues to prepare for the school district reviews.

The audit team held a discussion with the private audit firm that conducts financial audits of SPS. In addition, DOE provided data including the end-of-year reports, foundation budgets, evaluations of test results for SPS students, as well as statewide comparative data. The DOR's Division of Local Services Municipal Data Bank provided demographic information, community profiles and overall state aid data. The audit team interviewed the following officials: the mayor, the school committee chair, the school Superintendent, the business manager and several principals. Documents that were reviewed include: both vendor and personnel contracts, invoices, payroll data, statistics on students and teachers test results and reports submitted to DOE.

In keeping with the goals set out by the Education Management Accountability Board, the school district review was designed to determine whether or not basic financial goals related to education reform have been met. The audit team gathered data related to performance issues such as test scores, student to teacher ratios and class sizes to show results and operational trends. However, this report does not intend to present a definitive opinion regarding the quality of education in SPS, or its successes or failures in meeting particular education reform goals. Rather, it is intended to present a relevant summary of data to the EMAB for evaluation and comparison purposes.

The focus of this review was on operational issues. It did not encompass all of the tests that are normally part of a year-end financial audit such as: review of internal controls, cash reconciliation of accounts, testing compliance with purchasing and expenditure laws and regulations and generally accepted accounting practices. The audit team tested financial transactions on a limited basis only. The audit team also excluded federal grants, revolving accounts and student activity accounts. The audit team did not test statistical data relating to test scores and other measures of achievement. This report is intended for the information and use of EMAB and SPS. However, this report is a matter of public record and its distribution is not limited.

III. General Conditions and Findings

1. Salem Overview

Salem is a city 16 miles north of Boston with an estimated population of 37,497 in 1994. Like many Massachusetts school districts, Salem faced budgetary pressures in the early 1990's as a result of an economic recession and the associated decline in state aid for education and municipal financial contributions to schools. However, Salem only experienced a budget reduction in FY92 and did not reduce the number of teachers and curtail certain educational programs to the extent noted in other communities audited.

Charts 1-1 and 1-2 show some key demographic and economic statistics for Salem.

Chart 1-1

City of Salem
Demographic Data

1994 Population	37,497
FY97 Residential Tax Rate	$15.23
FY97 Average Single Family Tax	$2,145
FY97 Avg. Assessed Value Per Single Family	$140,851
FY97 Tax Levy	$41,814,532
FY97 State Aid	$17,779,771
FY97 State Aid as % of Revenue	23.8%
1989 Per Capita Income	$16,155
1996 Average Unemployment Rate	4.3%

Note: Data provided by DLS

Salem's minority student population is comprised of 31.2 percent of the student population and SPS has been operating a voluntary school desegregation program since 1987.

As of the audit date, SPS consists of one high school (grades 9-12), one middle school (grades 6 through 8), and six elementary schools (grades pre K-5). The total school enrollment was 5,024 as of October 1997, with 1,114 students enrolled in the senior high school. The Superintendent was appointed to his current position in August of 1998.

Salem has made efforts to address the drop-out rate problem in its schools but in 1997 the high school drop-out rate was 6.3 percent, almost twice the statewide average of 3.4 percent.

The Salem High School graduating class of 1997 indicated that 43.7 percent intended to go on to a four year college, a rate somewhat lower than the statewide figure of 53.4 percent. Students planning to go on to two year colleges added another 38.1 percent for a total of 81.8 percent of seniors planning to continue their education. This rate compares favorably to the equivalent statewide percentage of 71.9 percent.

Chart 1-2

Salem Public Schools
Demographic Data
School Year 1997/98

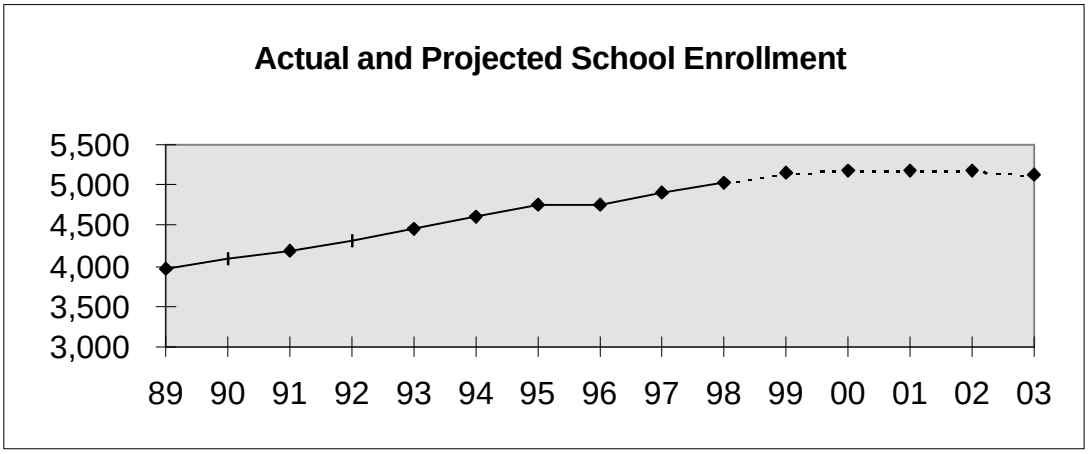
	SPS	State Average
Enrollment: Race / Ethnicity		
White	68.8%	77.5%
Minority	31.2%	22.5%
Limited English Proficiency	10.9%	4.8%
Special Education	19.7%	16.6%
Percentage Attending Private School (1994-95)	12.0%	10.8%
High School Drop-Out Rate (1996-97)	6.3%	3.4%
Plan of Graduates Class of '97		
4 Year College	43.7%	53.4%
2 Year College	38.1%	18.5%
2 or 4 Year College	81.8%	71.9%
Work	12.2%	16.8%

Note: Data provided by DOE

As shown in *Chart 1-3*, enrollment has increased steadily from 3,966 in October of 1988, the 1988/89 school year, to 5,024 as of October 1997, the 1997/98 school year. Overall SPS has experienced a steady increase in enrollment since October of 1988 and projects a slight increase in enrollment from 1998 through 2003.

Chart 1-3

Salem Public Schools
Total Student Enrollment
School Years 1988/89 to 1997/98



Note: Enrollment figures are as of October each year. Data obtained from SPS
A solid line represents actual enrollment; a dotted line represents projected enrollments.

Chart 1-3a shows a more detailed total student enrollment for the school years 1988/89 through 1997/98 as reported each October by the school district. Enrollment increased by 26.7 percent over that period, a higher rate of increase than the statewide increase of 15.1 percent. High school enrollment increased slightly and at a rate less than the state average. Elementary grades 1 to 5 increased 39.0 percent while the middle school experienced a 25.5 percent increase which were above the state average of 22.1 percent and 21.8 percent respectively. Pre-k and kindergarten enrollment has increased significantly or by 85.4 percent, which is higher than the statewide increase of 20.7 percent. Finally, enrollment projections show an increase in the upcoming years except for the elementary school level.

Chart 1-3a

Salem Public Schools
Actual and Projected Student Enrollment

School Year	Elementary School Pre K & K	Elementary School 1 - 5	Middle School 6 - 8	High School 9 - 12	Ungraded	Total Enrollment
88-89	369	1,584	817	1,095	101	3,966
89-90	455	1,658	823	1,073	80	4,089
90-91	469	1,699	888	1,090	33	4,179
91-92	552	1,729	853	1,111	66	4,311
92-93	629	1,781	871	1,092	89	4,462
93-94	681	1,893	944	1,080	4	4,602
94-95	701	1,994	947	1,112	0	4,754
95-96	617	2,107	931	1,096	6	4,757
96-97	664	2,156	989	1,085	9	4,903
97-98	684	2,201	1,025	1,114	0	5,024
98-99	642	2,288	1,048	1,117	47	5,142
99-00	620	2,213	1,075	1,128	151	5,187
00-01	653	2,067	1,151	1,158	151	5,180
01-02	689	1,957	1,190	1,186	151	5,173
02-03	682	1,894	1,180	1,227	151	5,134
SPS 89-98 % Change	85.4%	39.0%	25.5%	1.7%	-	26.7%
State 89-98 % Change	20.7%	22.1%	21.8%	2.8%	-	15.1%
SPS 98-03 % Change	-0.3%	-13.9%	15.1%	10.1%	-	2.2%

Note: Data obtained from SPS.

The following Chart 1.4 illustrates the relative growth in the elementary schools in contrast to the middle and high school levels expressed in terms of percentage of total enrollment.

Chart 1-4

Salem Public Schools
Distribution of Enrollment by Type of School

School Year	Elementary School		Middle School	High School		Total
	Pre K & K	1 - 5	6 - 8	9 - 12	Ungraded	Enrollment
88-89	9.3%	39.9%	20.6%	27.6%	2.5%	100.0%
89-90	11.1%	40.5%	20.1%	26.2%	2.0%	100.0%
90-91	11.2%	40.7%	21.2%	26.1%	0.8%	100.0%
91-92	12.8%	40.1%	19.8%	25.8%	1.5%	100.0%
92-93	14.1%	39.9%	19.5%	24.5%	2.0%	100.0%
93-94	14.8%	41.1%	20.5%	23.5%	0.1%	100.0%
94-95	14.7%	41.9%	19.9%	23.4%	0.0%	100.0%
95-96	13.0%	44.3%	19.6%	23.0%	0.1%	100.0%
96-97	13.5%	44.0%	20.2%	22.1%	0.2%	100.0%
97-98	13.6%	43.8%	20.4%	22.2%	0.0%	100.0%
98-99	12.5%	44.5%	20.4%	21.7%	0.9%	100.0%
99-00	12.0%	42.7%	20.7%	21.7%	2.9%	100.0%
00-01	12.6%	39.9%	22.2%	22.4%	2.9%	100.0%
01-02	13.3%	37.8%	23.0%	22.9%	2.9%	100.0%
02-03	13.3%	36.9%	23.0%	23.9%	2.9%	100.0%
Percentage Point Change 88/89 to 97/98	4.3	3.9	-0.2	-5.4	-2.5	N/A
Percentage Point Change 88/89 to 02/03	4.0	3.0	2.4	-3.7	0.4	N/A

“Ungraded” in charts 1-3a and 1-4 represents classes with students in certain SPED groups, combination grades and post graduates.

2. School Finances

School district funding and financial reporting requirements are generally complex and become especially complicated in the context of education reform. A district annually determines how much money it will spend on education while taking into account the minimum spending requirements issued by DOE. However, DOE considers only certain expenditures and funding sources when determining whether or not a district meets education reform requirements.

This audit examines school funding primarily from three perspectives: the school committee budget, net school spending, and the foundation budget.

The audit team examined the school committee budget in some detail as a matter of practice because it reflects basic financial and educational decisions, provides an overview of financial operations and indicates how the community expects to meet the goals and objectives of education reform.

Net school spending, the sum of the required minimum contribution from local revenues plus state chapter 70 education aid, is a figure issued annually by DOE that must be met by school districts under education reform. School committee expenditures and certain municipal expenditures not charged to the school budget but reported as school related expenditures make up net school spending.

The foundation budget is a school spending target under education reform that each school district should meet. Calculated on the basis of pupil characteristics and community demographics, it is designed to insure that a minimum level of educational resources is available per student in each school district. Under education reform, all school districts are expected to meet their foundation budget targets by the year 2000.

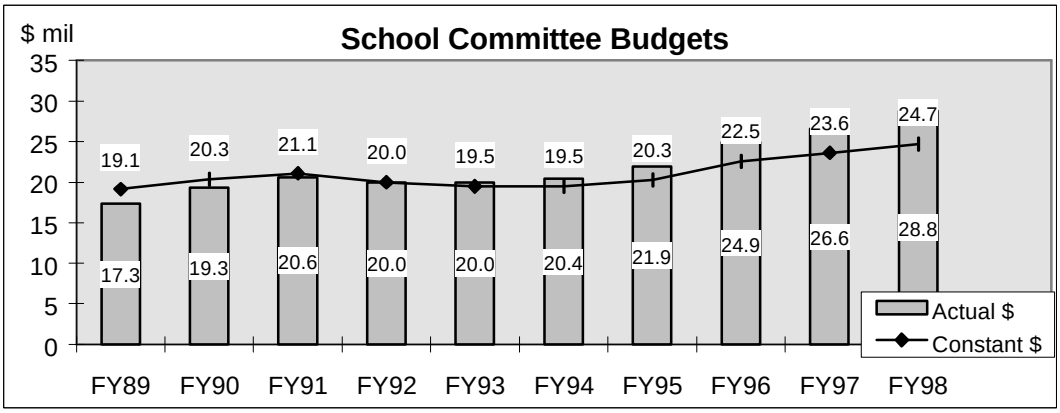
3. School Committee Budget Trend

The total school committee budget increased by $2.9 million or 16.9 percent from FY89 to FY93 as reflected in *Chart 3-1*. With an increase in state aid due to education reform, the increase was $6.6 million, or 33.1 percent from FY93 to FY97, from $20.0 million to $26.6 million. The FY98 budget further increased over FY97 by $1.5 million, or 6.0 percent. Since FY89 only the FY92 budget showed a decrease from the previous fiscal year.

This chart also shows the school committee budget as adjusted from FY89 through FY98 in constant dollars, where FY92 is set at 100. The chart illustrates how the school committee budget fared with respect to inflation over time. From FY89 to FY97, the school committee budget as adjusted increased from $18.9 million to $23.6 million, a 24.9 percent increase in constant dollars. From FY93 to FY97, it increased 21.0 percent, or $4.1 million in constant dollars, from $19.5 million to $23.6 million. In constant dollars, SPS experienced a net budget decrease in FY92 and FY93.

Chart 3-1

Salem Public Schools
School Committee Budgets in Actual and Constant Dollars
FY89 - FY98



Note: Data obtained from SPS and City of Salem.

4. Total School District Expenditures

Expenditures charged to the school district by the city were $15.2 million in FY93 and $8.7 million in FY97. The major components in FY97 were insurance for active employees ($2.3 million) and long term debt service ($3.4 million). These expenditures are added to the school committee costs to determine net school spending, the key measure of education reform and foundation budget target. The term net school spending is used as of FY93. In *Chart 4-1,* school committee expenditures includes Equal Education Opportunity Grants and Per Pupil Aid. It should be noted that $8.7 million in FY93 and $5.4 million in FY94 should not have been reported as municipal costs by Salem and are adjusted in *Chart 4-1* accordingly. These amounts represent purchases in connection with the renovation of certain school buildings. These expenditures were included in the amortization of debt costs also reflected as a city cost. This accounting represented an overstatement of city costs in he end of Year Report but had no effect on the amount reported as net school spending. DOE did notify SPS of this accounting error for future reference.

Chart 4-1

Salem Public Schools
Total School Spending
(in millions of dollars)

	FY89	FY93	FY94	FY95	FY96	FY97
School Committee	$17.7	$20.8	$22.8	$22.3	$25.5	$27.1
City	$3.7	$6.5	$7.5	$8.9	$8.4	$8.7
Total	$21.4	$27.3	$30.3	$31.2	$33.9	$35.8

Note: These costs are per DOE end of year reports and are adjusted for the FY93 & FY94 accounting error mentioned
Amounts may not add due to

Chart 4-2 provides the FY94 to FY97 trend in net school spending per student. It indicates that actual net school spending per student has increased from $5,412 in FY94 to $6,109 in FY97, or 12.9 percent. The inflation adjusted figures have also increased from $5,159 to $5,407, or 4.8 percent in 1992 dollars.

Chart 4-2

Salem Public Schools
Net School Spending Per Student
Actual and Constant (1992=100) Dollars

	FY94	FY95	FY96	FY97	FY94-FY97 Change
Expenditures / Student in Actual $	$5,412	$5,266	$5,957	$6,109	12.9%
Expenditures / Student in Constant $	$5,159	$4,872	$5,391	$5,407	4.8%

Note: Data obtained from SPS

5. Net School Spending Requirements

Under education reform, DOE has developed spending requirements for each school district. It uses a formula to allocate state aid and sets specific spending targets for each school district.

Net school spending expenditures are counted as part of the formula for education reform that includes all education related expenditures paid for with state aid under Chapter 70 and municipal appropriations. Excluded from the net school spending definition are expenditures for school transportation, school lunch, school construction

and certain capital expenditures. Expenditures from federal funds and from school revolving accounts are also excluded.

As indicated in *Chart 5-1*, DOE has increased the recommended foundation budget target from $24.3 million in FY94 to $31.5 million in FY98, a 29.6 percent increase. During this same time period, required net school spending increased by 28.5 percent, from $23.5 million to $30.2 million, and actual net school spending (actual SPS spending plus allowable school related municipal spending) increased by 26.5 percent, from $24.9 million to $31.5 million. Actual net school spending exceeds the requirement for each fiscal year shown. Actual net school spending has been equal to or close to foundation budget targets since FY94.

Chart 5-1

Salem Public Schools
Foundation Budget and Net School Spending (NSS)
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Foundation Budget Target	$24.3	$26.1	$29.6	$29.9	$31.5
Required NSS as % of Foundation	96.6%	95.4%	93.4%	97.4%	95.8%
Required Net School Spending	$23.5	$24.9	$27.6	$29.2	$30.2
Actual Net School Spending	$24.9	$25.3	$28.3	$30.0	$31.5
Variance $	$1.4	$0.5	$0.8	$0.8	$1.4
Variance %	6.0%	1.9%	2.7%	2.7%	4.5%
Actual NSS as % of Foundation	102.4%	97.2%	95.9%	100.1%	100.1%

Note: Data obtained from DOE

Chart 5-2 indicates that state aid, as a percent of actual net school spending, has increased from 5.6 percent in FY94 to 25.5 percent in FY98, while the local share has decreased from 94.4 percent in FY94 to 74.5 percent in FY98.

Chart 5-2
Salem Public Schools
Net School Spending
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Required Local Contribution	$19.7	$20.1	$21.4	$22.1	$22.8
Actual Local Contribution	$23.5	$20.5	$22.0	$22.9	$23.5
Variance $	$3.8	$0.4	$0.6	$0.8	$0.7
Variance %	19.2%	2.1%	3.0%	3.5%	2.9%
Required Net School Spending	$23.5	$24.9	$27.6	$29.2	$30.2
Actual Net School Spending	$24.9	$25.3	$28.3	$30.0	$31.5
Local Share $	$23.5	$20.5	$22.0	$22.9	$23.5
State Aid $	$1.4	$4.8	$6.3	$7.0	$8.0
Local Share %	94.4%	80.9%	77.7%	76.5%	74.5%
State Aid %	5.6%	19.1%	22.3%	23.5%	25.5%

Note: Data obtained from DOE

6. School Committee Program Budget

The audit team reviews budgets and expenditures on a program or activity basis to determine spending over time for basic courses such as English and mathematics, for example. School districts are not required to report expenditures at that level of detail to DOE. Some school districts use program or activity based budgeting, most do not. In cases where districts do not use it, the audit team attempts to determine spending trends, by subject, by reviewing teaching salaries for particular courses.

SPS does not produce a budget by program. The school committee budget does show certain levels of the education process (e.g. elementary school, high school, SPED, etc.) but does not break budget items down by subject. As shown in Chart 6-1, from FY93 to FY97 the school committee budget has increased by $6.6 million from $20.0 million to $26.6 million, an increase of 33.1 percent. These numbers exclude municipal expenditures. The school budget is presented in greater detail in Appendix A.

Chart 6-1

Salem Public Schools
School Committee Budget
(in thousands of dollars)

				FY93-FY97		
	FY89	FY93	FY97	$ Incr.	% Incr.	% of Total
SPED excl. transportation	$2,914	$3,369	$4,713	$1,344	39.9%	20.3%
Bilingual	$487	$944	$1,564	$620	65.7%	9.4%
Pre-school	$0	$0	$33	$33	-	0.5%
Elementary Schools	$2,980	$3,673	$4,916	$1,243	33.8%	18.7%
Middle School	$1,927	$2,189	$2,603	$414	18.9%	6.2%
High School	$2,483	$3,001	$3,249	$248	8.3%	3.7%
Library Services	$117	$251	$351	$100	39.7%	1.5%
Guidance	$499	$479	$553	$74	15.4%	1.1%
Athletics	$168	$165	$207	$42	25.5%	0.6%
Superintendent's Office	$452	$679	$696	$17	2.5%	0.3%
Other Costs	$5,252	$5,262	$7,757	$2,495	47.4%	37.6%
Total	$17,279	$20,012	$26,642	$6,630	33.1%	100.0%

Note: Data obtained from SPS

The SPED program received the largest portion of the FY93-FY97 budget increase, $1.3 million or 20.3 percent. Elementary schools received $1.2 million or 18.7 percent of the total increase. The bilingual program was third with an increase of $620 thousand or 9.4 percent. The middle and high schools also received significant increases but not nearly as large. Administrative expenditures for the superintendent's office increased by 2.5 percent. Technology showed the largest percentage increase. The preschool program was grant funded in FY89 and FY93.

"Other expenditures", amounting to $7.8 million in FY97, include but are not limited to operations and maintenance ($2.8 million), transportation ($0.9 million), and insurance programs ($0.2 million). Appendix A provides greater detail of items funded in the school committee budget.

Budgets for the principals' offices shown in Appendix A appear to have increased by 66.8 percent. However, this is due to the inclusion of certain budget items in the FY97 budget which were included elsewhere in FY93.

Chart 6-2 provides a further look at teachers' salaries by major disciplines. As elementary and middle schools teachers cover multiple subjects the amount shown is by education level. High school amounts are reported by subject. This chart, based on estimated expenditures provided by SPS indicates double-digit funding increases in elementary and middle schools as well as science, foreign language and vocational education for high school subjects from FY93 to FY97. For the systemwide specialist

teachers there was a significant reduction of $151,000 or 81.9 percent in the reading program. This was due to the fact that in FY97 the amount was mostly grant funded as opposed to FY93 when it was taken from the school committee budget.0.0.

Chart 6-2

Salem Public Schools
Estimated Salaries By Disciplines
(in thousands of dollars)

	FY93	FY97	$ Incr.	FY93-FY97 % Incr.	% of Tota
Elementary Schools	$2,950	$3,855	$906	30.7%	32.4%
Middle School	$1,653	$2,237	$584	35.3%	20.9%
High School:					
English	$474	$470	($4)	-0.9%	-0.2%
Math	$328	$358	$30	9.1%	1.1%
Science	$283	$359	$77	27.1%	2.7%
Social Studies	$294	$304	$10	3.5%	0.4%
Foreign Lang	$215	$249	$34	15.9%	1.2%
Business	$317	$333	$16	5.0%	0.6%
Vocational Ed.	$194	$233	$39	20.1%	1.4%
Specialists System Wide:					
Art	$350	$551	$201	57.6%	7.2%
Music	$377	$401	$24	6.4%	0.9%
Home Economics	$60	$83	$23	38.9%	0.8%
Physical Education	$544	$686	$142	26.0%	5.1%
Reading	$185	$33	($151)	-81.9%	-5.4%
Industrial Arts	$216	$263	$47	22.0%	1.7%
Transitional Bilingual Ed.	$786	$1,217	$431	54.8%	15.4%
English As Second Languag	$0	$43	$43	-	1.5%
Special Education	$1,477	$1,825	$348	23.6%	12.4%
Total	$10,702	$13,502	$2,800	26.2%	100.0%

Note: Data provided by SPS

7. Foundation Budget

The foundation budget is a target level of spending designed to insure that school districts either reach or maintain a certain level of school spending. That level of spending is deemed to be a reasonable minimum amount to ensure that basic educational services and reasonable student to teacher ratios are funded. The financial goal of education reform is that all school districts should reach at least the 100% level

of foundation spending by FY2000. The foundation budget target is set by DOE for each school district and is updated annually to account for changes in key formula factors such as student enrollment and inflation.

As *Chart 7-1* indicates, SPS was at the 102.4 percent level of the overall foundation target in FY94, slipped below 100% for the next two years and has been at 100.1% both in FY97 and FY98.

Chart 7-1

Salem Public Schools
Foundation Spending
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Foundation Budget Target	$24.3	$26.1	$29.6	$29.9	$31.5
Actual NSS as % of Foundation	102.4%	97.2%	95.9%	100.1%	100.1%

The foundation budget establishes spending targets by grade level (pre-school, kindergarten, elementary, junior high and high school) and program (special education, bilingual, vocational and expanded or after-school activities). Grade and program spending targets are intended to serve only as guidelines and are not binding on local school districts. However, to encourage appropriate levels of spending, M.G.L. Ch. 70, §9 requires that a school district report to the Commissioner of Education when it has failed to meet foundation budget spending levels for professional development, books and instructional equipment, extended/expanded programs and extraordinary maintenance.

SPS spending in these areas for FY94, FY96, FY97 and the percentage of expenditures for foundation budgets for each year are shown in *Chart 7-1a*. Expenditures did not reach foundation budget in any of the expenditure categories in FY94, FY96, FY97 except for books and equipment in FY97. SPS did not file a report with the Commissioner's office as required by Ch.70, §9 for these three fiscal years nor did DOE direct SPS to submit such report. SPS officials indicated to the audit team that they were unaware of the reporting requirement.

Chart 7-1a

Salem Public Schools
Net School Spending
Foundation Budget
(in thousands of dollars)

	FY94		FY96		FY97	
	Actual	**Budget**	**Actual**	**Budget**	**Actual**	**Budget**
Professional Development	$84	$392	$147	$480	$229	$485
Books and Equipment	$923	$1,285	$1,434	$1,477	$1,508	$1,513
Expanded Program	$0	$323	$0	$548	$0	$521
Extraordinary Maintenance	$0	$756	$0	$927	$0	$936

Expenditures As Percentage of Foundation Budget

	FY94	FY96	FY97
	NSS/FND	**NSS/FND**	**NSS/FND**
Professional Development	21%	31%	47%
Books and Equipment	72%	97%	100%
Expanded Program	0%	0%	0%
Extraordinary Maintenance	0%	0%	0%

Note: Data obtained from DOE

Foundation budgets for Salem is shown in *Appendix B.* Budget items are the same for each district and include salaries and non-salary budget categories. DOE calculates each of these budget items using the previous year's end-of-year pupil enrollment with adjustments for special education, bilingual and low-income students. Certain salary levels and full time equivalent (FTE) standards as well as inflation factors are used to calculate salary budgets.

The data in *Appendix B* indicates that salary expenditures exceeded foundation targets for the following positions: teachers, assistants, clerical staff, health, custodian, maintenance, SPED and miscellaneous positions. Several items did not meet targeted foundation levels. They include support staff, principals, central office, expanded programs, athletics, professional development, extracurricular and extraordinary maintenance.

8. Staffing - Full Time Equivalent (FTE) Trends

Since salaries comprise approximately 78 percent of the FY97 school budget, budget changes closely reflect changes in staffing or FTEs. SPS has increased teaching staff at all levels and in all programs since 1989. In general, much of the increase has been driven by increasing enrollment and the development of new programs. Two new elementary schools were opened during this time period and another was enlarged to double its capacity. In addition to the above, SPS had expanded its early education program. SPS introduced a reading recovery program at the elementary school level. It also added positions in technology and foreign language since 1993. There has also been a substantial increase in the number of bilingual students resulting in an increase from 14.2 FTEs in FY89 to 33.6 FTEs in FY97. Finally, SPS is committed to the inclusion model of special education and has increased the number of special education teachers by twelve and has added classroom aides over the same period to work with special education students.

In FY89, the district had a total of 496.3 FTEs including 278.9 teachers. By FY93, these numbers had increased to 537.3 and 305.5 respectively. With the assistance of education reform, staffing has increased each year and by FY97, total FTEs reached 603.2, with 347.4 teaching FTEs. It is noted that in this context, the term “teachers” do not include other instructional staff such as supervisors or teaching aides.

As *Chart 8-1* indicates, SPS went through a period of staff increases between FY89 and FY93, increasing FTEs by 41.0 including 26.6 teaching positions. Due to increased state aid, staffing increased, by 12.3 percent, between FY93 and FY97, as 65.9 FTEs including 41.9 teaching FTEs were added during this period. This addition of 41.9 teaching FTEs represents an increase of 13.7 percent from FY93 to FY97. It compares to a total student enrollment increase of 9.9 percent during this same time period.

Over the whole FY89 to FY97 period, schools in the district were able to increase staff by 21.5 percent, with the number of teachers rising by 24.6 percent, slightly higher than the enrollment increase of 23.6 percent.

Chart 8-1

Salem Public Schools
Staffing Trends
Full Time Equivalent (FTE)

Salem Public Schools
Staffing Trends
Full Time Equalivalent (FTE)

	Total FTEs	Teachers	Teachers as % Instruct. of FTEs	Assists.	Principals	Administrators	All Others
FY89	496.3	278.9	56.2%	74.2	10.0	17.0	95.9
FY93	537.3	305.5	56.9%	92.8	11.0	10.0	100.0
FY97	603.2	347.4	57.6%	115.6	13.0	11.0	97.0
FY89-93	41.0	26.6	64.9%	18.6	1.0	-7.0	4.1
%Incr./ Decr	8.3%	9.5%		25.1%	10.0%	-41.2%	4.3%
FY93-97	65.9	41.9	63.6%	22.8	2.0	1.0	-3.0
%Incr./ Decr	12.3%	13.7%		24.6%	18.2%	10.0%	-3.0%
FY89-97	106.9	68.5	64.1%	41.4	3.0	-6.0	1.1
%Incr./ Decr	21.5%	24.6%		55.8%	30.0%	-35.3%	1.1%

Note: Data obtained from SPS

Chart 8-2 shows changes in teaching FTEs by type of school or program. It indicates that the largest increase in teachers occurred in the elementary schools between FY93 and FY97, when 17.5 teachers were added, a 17.6 percent increase. High school and middle school teachers increased by 5.2 and 5.0 respectively, or 6.9 percent or 8.5 percent.

Chart 8-2

Salem Public Schools
Teachers By Program
Full Time Equivalents
(excluding teaching aides)

	FY89	FY93	FY97	FY93 - FY97 Increase	% Increase
Elementary	94.1	99.5	117.0	17.5	17.6%
Middle	53.0	59.0	64.0	5.0	8.5%
High School	71.6	75.0	80.2	5.2	6.9%
Systemwide	9.0	3.0	2.7	-0.3	-10.0%
Subtotal	227.7	236.5	263.9	27.4	11.6%
Bilingual	14.2	24.0	33.6	9.6	40.0%
ESL	0.0	1.0	1.0	0.0	0.0%
Special Education	37.0	44.0	49.0	5.0	11.4%
Subtotal	51.2	69.0	83.6	14.6	21.2%
Total	278.9	305.5	347.5	42.0	13.7%

Note: Data obtained from SPS

Student/teacher ratios follow a similar trend in all areas. They increased between FY89 and FY93, but then decreased between FY93 and FY97 as shown in *Chart 8-3*. The overall ratio for students to teachers was 14.2:1 in FY89. It increased to 14.6:1 in FY93, but dropped to 14.1:1 in FY97. When adjusted for the number of SPED, ESL and bilingual teachers, using the same total student population for illustration purposes, the resulting ratios would be somewhat higher as illustrated in the chart.

Chart 8-3

Salem Public Schools
Students Per Teacher

	FY89	FY93	FY97
All Students / All Teachers - Salem	14.2	14.6	14.1
All Students / All Teachers - State Average	**13.8**	**15.1**	**14.5**
All Students / Non-SPED, ESL & Bilingual - Salem	17.4	18.9	18.6
All Students / Non-SPED, ESL & Bilingual - State Average	**17.2**	**19.2**	**18.4**
All Students / All Teachers			
Elementary Schools	20.5	23.0	23.8
Middle School	18.6	18.5	17.4
High School	17.0	17.9	15.8

Note: Data obtained from SPS, state average data obtained from DOE

Teaching staff remained about the same in certain core subject areas such as english, mathematics, science and social studies as shown in *Chart 8-4*. These increases are in line with the overall decrease of 0.6 percent for the high school for the FY93 to FY97 period.

Chart 8-4

Salem Public Schools
Teachers - Certain Core Subjects
High School FTEs

	FY89	FY93	FY97	FY93 - FY97 Increase	% Increase
English	12	13	11	-2	-15.4%
Mathematics	8	9	9	0	0.0%
Science	8	9	10	1	11.1%
Social Studies	7	8	7	-1	-12.5%
Total	35	39	37	-2	-5.1%

Note: Data obtained from SPS

9. Payroll - Salary Levels, Union Contracts

Chart 9-1 indicates that SPS increased its expenditures for salaries by $6.5 million between FY93 and FY97, an increase of 42.2 percent. This is 11.1 percentage points more than the increase in total school committee and city expenditures of $8.5 million (31.1 percent). Total salaries made up 56.4 percent of expenditures in FY93 and 61.2 percent in FY97. Although teaching salaries increased by 29 percent over this period, they decreased as a percentage of expenditures from 39.2 percent in FY93 to 38.5 percent in FY97. These salary figures include fringe benefit expenditures.

Of the total increase in school and city expenditures of $8.5 million from FY93 to FY97, $3.1 million or 36.5 percent is attributed to teachers salaries with $3.4 million or 40.0 percent due to non-teaching salary increases. The latter group includes administrators, paraprofessionals, clerical staff, custodial staff etc.

Chart 9-1

Salem Public Schools
Salary Expenditures Compared to Total School Committee Expenditures
(in millions of dollars)

	FY89	FY93	FY96	FY97	FY93 - FY97 Incr. / Dec	% Incr. / Decr.
Total School Committee and City Expend.	$21.4	$27.3	$33.9	$35.8	$8.5	31.1%
Total Salaries	$12.6	$15.4	$20.5	$21.9	$6.5	42.2%
as % of Expend.	58.9%	56.4%	60.5%	61.2%	76.5%	
Teaching Salaries	$8.8	$10.7	$13.0	$13.8	$3.1	29.0%
as % of Total Salaries	41.1%	39.2%	38.3%	38.5%	36.5%	
Non-Teaching Salaries	3.8	4.7	7.5	8.1	3.4	72.3%
as % of Total Salaries	17.8%	17.2%	22.1%	22.6%	40.0%	

Note: Data obtained from SPS

Chart 9-2 shows that the average teacher's salary increased from $35,025 to $40,858 between FY93/FY97. The FY97 average teacher's salary of $40,858 is below the statewide average salary of $42,874 reported by DOE. The FY94 teaching salary expense is inflated because FY93 and FY94 teacher contract negotiations were settled in October of 1993. Teachers received a signing bonus of $400 per teacher, longevity increases and FY93 retroactive pay in FY94.

Chart 9-2

Salem Public Schools
Teaching Salaries and Teachers (FTE)
Average Salary Comparison

	FY89	FY93	FY94	FY95	FY96	FY97
Teaching Salaries ($ in mil	$8.8	$10.7	$12.3	$11.9	$13.0	$13.9
FTE - Teachers	278.9	305.5	321.7	325.2	331.3	340.2
FTE Incr. / Decr. from Previous Year	10.0	9.0	16.2	3.5	6.1	8.9
Average Salary per FTE	$ 31,553	$ 35,025	$ 38,234	$ 36,593	$ 39,239	$ 40,858
DOE Reported Statewide Average	N/A	$38,681	$39,012	$40,718	$41,760	$42,874

Note: FTE excludes adult education teachers. Average salary per FTE consists of all salaries (i.e. assistant principals, advisors, coaches etc.), step increases, longevity and differenti
Data obtained from BPS and DOE end-of-year reports.

Of the additional $3.1 million spent on teaching salaries between FY93 and FY97 as shown in chart 9-2a, about $1.3 million or 42% was spent on new positions. Had increases been granted to staff in positions during FY93 at roughly the 3% rate of inflation, it would have cost $1.3 million for salary increases to existing teaching staff. Another $0.5 million or 16% of the additional teaching salary expenditures went for increases above the 3% inflation rate mostly due to wage scales renegotiated with the union. Those increases ranged between 7.5% and 10.7% per year including step raises as shown on chart 9-2b. In its eight step contract the increase from step seven to eight from FY93 through FY97 was 22.4%. This causes the average step increases in*Chart 9-2b* to be inflated. Also, it is estimated that 80% of the teachers are at the eighth step.

Chart 9-2a

Salem Public Schools
Salary Expenditures
Cost of New Positions and Salary Increases
(in millions of dollars)

	FY93	FY97	% of Cum. Incr.
Total Teaching Salary Exp.	$ 10.7	$13.8	
Cumulative Increase from FY93		$3.1	100%
Cost of 3% Inflationary Increase		$1.3	42%
FY94-FY97 Cost of New Positions		$1.3	42%
Subtotal		$2.6	84%
Amount above 3% Annual Increase		$0.5	16%

Note: Analysis based on data obtained from SPS

Chart 9-2b

Salem Public Schools
Teachers Salaries - Step and Contract Percent increases

	1993	1994	1995	1996	1997	**Total**
Annual Contract Increase	1%	3%	2%	4.50%	5%	15.5%
Step Increase	6.5%	6.5%	6.5%	6.5%	6.5%	32.5%
Total	7.5%	9.5%	8.5%	11%	11.5%	48%

Note: Data obtained from SPS

As shown in *chart 9-3*, a review of salary changes over the FY93 to FY97 period indicates that step 8 salary levels increased 15.4 percent without including step increases or lane (degree level) changes. This represents the minimum increase a full time teacher would receive not considering raises due to step changes or obtaining an

advanced academic degree. In contrast, the state and local government implicit price deflator indicates about a 10.2 percent inflationary trend for the FY93 to FY97 period.

Chart 9-3 shows how SPS's salary schedules might apply to a particular teacher for the period January 1, 1993 through January 1, 1997 depending on the step and academic degree. The chart illustrates so-called lane changes due to credit hours taken or degree earned such as B to B+15 and an M to M+15.

For example, as of 1/1/93, teacher A was on the maximum step 8 and had a B. By January 1, 1997, this teacher, on step 8, has received salary increases totaling to 15.4 percent. If this teacher had earned 15 additional credits and changed salary lanes to B+15 during this period, the increase would have amounted to 18 percent.

Teacher B had a B, step 4, on January 1, 1993. On January 1, 1997, this teacher is on step 8 and has received a salary increase of 58.3 percent. Had this teacher earned an additional 15 credits and changed to salary lane B+15 during this period, the increase would have amounted to 61.9 percent.

Teacher C entered SPS with a B at step 1 on January 1, 1993. By January 1, 1997, this teacher had reached step 5 and had received 36.5 percent increase in pay. By earning the next contract designation of a B+15, the percent increase in salary would have reached 39.8 percent.

Chart 9-3

Salem Public Schools
Teaching Staff
Step/Degree Summary - Selected Years

	FY93 Base Pay		FY97 Base Pay			FY93-97 % Change	
	Step	Base Pay B	Step	Base Pay B	B + 15	B	B + 15
Teacher A	8	35,686	8	41,183	42,125	15.4%	18.0%
Teacher B	4	26,012	8	41,183	42,125	58.3%	61.9%
Teacher C	1	22,875	5	31,227	31,989	36.5%	39.8%
		M		M	M + 15	M	M + 15
Teacher A	8	35,686	8	43,198	44,137	21.1%	23.7%
Teacher B	4	27,424	8	43,198	44,137	57.5%	60.9%
Teacher C	1	24,287	5	32,854	33,621	35.3%	38.4%

Note: BA - Bachelor of Arts Degree, MA - Master of Arts Degree
Data obtained from SPS

Chart 9-4

Salem Public Schools
Teaching Schedules
Comparison of FY93 and FY97 Salary Schedules - Steps 1 and 8

Salary	Initial Entry Level - Step 1					Highest Level - Step 8				
Lane	FY93	FY94	FY95	FY96	FY97	FY93	FY94	FY95	FY96	FY97
B	$ 21,484	$ 22,875	$ 23,335	$ 24,395	$ 25,630	$ 34,647	$ 35,686	$ 36,403	$ 38,058	$ 39,984
B+15	$ 22,121	$ 23,531	$ 24,004	$ 25,095	$ 26,365	$ 35,439	$ 36,502	$ 37,236	$ 38,928	$ 40,898
M	$ 22,855	$ 24,287	$ 24,775	$ 25,901	$ 27,212	$ 36,342	$ 37,432	$ 38,184	$ 39,920	$ 41,940
M+15	$ 23,492	$ 24,946	$ 25,447	$ 26,604	$ 27,950	$ 37,132	$ 38,246	$ 39,015	$ 40,788	$ 42,852
M+30	$ 24,137	$ 25,608	$ 26,123	$ 27,310	$ 28,692	$ 37,920	$ 39,058	$ 39,843	$ 41,654	$ 43,762
M+45	$ 24,777	$ 26,267	$ 26,795	$ 28,013	$ 29,430	$ 38,712	$ 39,873	$ 40,674	$ 42,523	$ 44,675
D	$ 25,508	$ 27,020	$ 27,563	$ 28,816	$ 30,274	$ 39,613	$ 40,801	$ 41,621	$ 43,513	$ 45,715

Note: BA - Bachelor of Arts Degree, MA - Master of Arts Degree, MA +30 Masters Degree plus additional credits,
D - Doctoral Degree
Data obtained from SPS

10. Professional Development

DOE requires school systems to prepare a professional development plan and to meet minimum spending requirements for professional development. SPS developed a Professional Development Plan to primarily address goals of curriculum development for FY98. By contract, SPS added two additional days beyond the school year to its professional development program. This became effective on September 1, 1998.

SPS was without organized curriculum leadership from 1994 through 1996. An official stated that this lack of organization led to inadequate record keeping prior to 1997. A Curriculum Council and a Professional Development Council were created to oversee all curriculum initiatives and professional development initiatives.

In the survey of teachers conducted for the audit, 83 percent indicated that they had participated in professional development in 1997/98. In addition, 54 percent believed that SPS had an adequate professional development program and 60 percent indicated that the program was designed to meet school needs and tied to the new frameworks and assessments.

During FY95 and FY96, DOE required school districts to spend at a rate equivalent to $25 per pupil for professional development. This requirement increased to $50 per pupil for FY97. Chart 10-1 identifies professional development spending as reported by SPS compared to DOE spending requirements.

Chart 10-1

Salem Public Schools
Expenditures for Professional Development
(in whole dollars)

	Professional Development	Minimum Spending Requirement	Total Spent as % of Requirement
FY94	$84,072	N/A	
FY95	$55,831	$118,925	47%
FY96	$146,541	$118,925	123%
FY97	$228,996	$245,150	93%

Note: Data obtained from SPS

For FY98, a Leadership Team determined that the focus of professional development was the improvement of students' literacy skills. SPS was the second district in the state to expand its Reading Recovery program to include a Spanish language version called Discubriendo La Lectura. Chart 10-2 shows a sample of courses offered, the number of Professional Development Points (PDP's) earned for each course and the number of attendees. Workshops that were offered in 1997 and 1998 included Early Literacy Support Team, Curriculum Council Meetings, Fine Applied and Performing Arts, Language Arts Curriculum, and technology.

Chart 10-2

Salem Public Schools
Selected Professional Development Offerings 1996/97

Title	PDPs	Attendance
Reading and Recovery Continuing Contact	21	7
Creating SPS Language Arts Curriculum Guidelines	10	54
Training in Working with a Literacy Continuum	5	300
Incorporating Biliterate Behaviors into the First Steps Literacy Contintinuum	2	13
Creating SPS Science Curriculum Guidelines	13	29
Creating Salem Public Schools World Languages Curriculum Guidelines	11	27

Note: Information obtained from SPS

11. School Improvement Plans

M.G.L. Chapter 71, §59C mandates that each school have a school council which must develop a school improvement plan and update it annually. For the purpose of this

audit, the audit team reviewed SPS' school improvement plans for FY98. This review included plans for the high school, the middle schools and the elementary schools.

SPS has met the requirements of the law, but it is evident that there has been limited progress in and little coordination of the planning effort. Few guidelines or districtwide goals or plans were issued generally to be incorporated into school improvement plans. As a result, plans vary widely in scope, content, quality and structure. Plans for FY98 ranged from a 20 page document plus an appendix for the Collins Middle School to four page narrative style plans for several elementary schools. Measurable objectives and timetables are used sporadically or not at all. None of the plans included provisions for assignment of task completion or how progress would be monitored or evaluated during the year.

Recognizing this weakness, guidelines for the FY98/99 school year issued by the central office administration note that none of the FY97 school improvement plans contained specific goals related to student achievement. FY98 was to include at least one specific goal related to student achievement. Plans for FY99 were to include two district goals: 1. implement documentable high quality curriculum and instruction for all students and 2. implement accountability systems for all phases of Salem Public Schools' operations.

12. Time and Learning

Time and learning standards refer to the amount of time students are expected to spend in school, measured by the number of minutes or hours in a school day and the number of days in the school year. As of September 1997, DOE requires 990 instruction hours per year for both the junior high and high schools and 900 hours of instruction for the elementary and middle schools. The school year remains at 180 days per year. As noted in *Chart 12-1*, SPS time and learning plan did not meet the high school requirements for 1997 but exceeded these requirements for the middle school and for the elementary schools. There is no requirement for kindergarten.

Chart 12-1
Salem Public Schools
Time and Learning Standards

	1995/96 SPS Standard Hours Per Year	DOE Req. Hours Per Year	1997/98 SPS Standard Hours Per Year
High School	987	990	979
Middle School	1017.5	900	1017.5
Elementary School	911.5	900	924.4
Kindergarten	911.5	N/A	924.4

Note: Data obtained from SPS

The elementary figures do not include the Saltonstall year round school. For the 1998 school year the high school has 1008 hours.

13. Courses and Class Sizes

Chart 13-1 shows selected high school class sizes as of October,1997 for the 1997/1998 school year. The school's average enrollment in certain core subject sections was 24 or less students per class. Mathematics had the smallest average class size with 21 students, while English had the largest with 24 students. All core subjects had sections with at least 25 students, as well as, a few sections with 30 or more. During the exit conference the audit team was advised by the Superintendent that classes scheduled initially to include 30 or more students are subsequently adjusted.

Chart 13-1

Salem Public Schools
High School Classes
1997-98 School Year

Subject	Number of Sections	Total Enrollment	Avg. Enroll. Per Section	Sect. w/ 25-29	Sect. w/ 30 or more	30+ %
English	50.5	1199	24	15.5	1	2.0%
Math	48	1015	21	10	1	2.1%
Science	48	1090	23	11.5	2	4.2%
Social Studies	41.5	972	23	12.5	2	4.8%

Note: Data obtained from SPS

14. Technology

SPS developed a five year implementation plan to improve technology for the years 1997 through 2002. DOE approved the plan in October of 1997 and the update in October of 1998. The plan was to be funded through a combination of allocated expenditures ($30 per student), bonds, donations, and federal and state grants.

The plan states that all the schools in the district will be interconnected to a Local Area Network (LAN) and a Wide Area Network (WAN). Two of the elementary schools have implemented a LAN and are working with Salem Access TV to build a WAN. There is a formal inventory system in place for both the hardware and the software.

Under Education Reform, computers are classified into categories A through D according to software capability requirements. Out of the existing 1016 computers in the system, 42% maintain Category D, while in the high school 68% belong to that same category. Category A meets current software capability requirements while Category D will only meet 10% of the same requirements. Year one of the plan was underfunded. Year two of the plan budgeted $150,000 to purchase-lease several computers and printers scheduled to arrive in the summer of 1998. The equipment did not arrive until after school opened.

The plan fell short in providing training in both hardware and software networking and curriculum integration in FY98. However, there are several courses offered for the staff in FY99 to increase comfort level and skills on existing hardware and software.

Year 2000 Compliance (Y2K)

Computer programs that do not have four digits in the date field may cause programs to read the year 00 as 1900 rather than 2000. Year 2000 compliance (Y2K) is not an issue for Salem Public Schools. Desktop computers are Macintosh with Apple Talk LAN and are independent from any other configuration. Macintosh hardware will not be affected by the Y2K problem.

Physical plant functions such as heat and phones remain an issue as they are controlled by other computer systems and programs. The Director of Building and Grounds stated that there will be a need for Y2K compliance work for programs controlling these systems. There is an informal plan to upgrade the software. Bell Atlantic is working on the phone server component.

15. Supplies and Textbooks

The audit team reviewed the status of supplies and textbooks using several methods:

- reviewing expenditures in both SPS budget and in DOE end-of -year report as detailed in *Chart 15-1*
- conducting on-site inspections of textbooks
- interviewing several SPS staff, and
  examining FY97 & 98 invoices from major publishing houses.

The school district's annual budget provides an amount for instructional materials including textbooks, instructional supplies, library collections and periodicals, workshops to enhance staff instructional effectiveness, certain components of the technology plan and capital acquisition. These expenditure items had a cost allocation of $89 per pupil in FY98, up from $69 per pupil in FY95, down from $114 per pupil in FY96 and up from $87 per pupil in FY97. SPS plans $109 per pupil in FY99.

Chart 15-1 shows expenditures for textbooks and instructional supplies and equipment and for textbooks only. The chart reveals a fairly consistent spending pattern in each of these categories except for FY95. FY96 included expenditures for the opening of a new elementary school (Saltonstall). This required the procurement of textbooks and instructional equipment and supplies above what was normally procured. Survey results indicate that staff members felt that the level of textbooks was not always adequate. Site visits revealed that students are not always using current textbooks in the classroom in all subjects. SPS was at or slightly below the foundation budget for Books and Instructional Equipment in fiscal years 1996 and 1997.

Chart 15-1

Salem Public Schools
Textbooks and Instructional Supplies & Equipment Expenditures
(in thousands of dollars)

	FY89	FY93	FY94	FY95	FY96	FY97	FY93 - FY97 $ Incr.	FY93 - FY97 % Incr.
High School	$88	$111	$97	$76	$99	$75	($36)	-32.3%
Middle School	$64	$112	$58	$69	$62	$44	($68)	-60.8%
Elementary	$88	$171	$179	$112	$242	$212	$41	24.1%
SPED	$10	$14	$17	$13	$22	$18	$4	26.9%
Bilingual	$7	$17	$15	$21	$25	$22	$4	25.7%
Systemwide	$5	$21	$37	$39	$92	$57	$36	173.5%
Total	$262	$446	$402	$330	$542	$428	($18)	-4.1%
Textbooks Only	$152	$199	$134	$113	$174	$136	($63)	-31.6%
Textbooks and Instr. Equipment / Student	$66	$100	$87	$69	$114	$87	($13)	-12.7%
Textbooks / Student	$38	$45	$29	$24	$37	$28	($17)	-37.7%

Note: Data obtained from SPS

At the time of our audit SPS was involved in a process to purchase new language arts instructional materials. This process called for the development of a plan to be reviewed and approved at three levels: (1) the full faculty at the elementary schools, (2) English and social studies teachers at the middle school and, (3) the English department at the high school. Once it is approved, it will go to a Language Arts Committee for final review and approval. This plan must address how the requested instructional materials meet the range of student needs reflected in the population served and how student achievement will be monitored through the use of these materials. The staff is also given time to discuss these issues and reach a consensus. This process of assuring adequate and effective instructional materials will also be used in other subject areas in the future.

16. Test Scores

Test scores are generally below the state average and declined significantly in MEAP 1992 and 1996 grade 4 scores. Since improving test scores is a main theme at SPS, principals, teachers and students are expected to show improvement in this area. SPS has recently focused on improving test scores, addressing areas of academic weakness as measured by tests and providing help to individual students as deemed necessary and appropriate.

SAT scores for 1996 were 970, less than the state average of 1011. The Massachusetts Educational Assessment Program (MEAP), the state's educational testing program from 1988 to 1996, showed that SPS scores decreased significantly in grade 4 math and grade 8 science. Results from the 1997 statewide Iowa Tests of Basic Skills (ITBS) indicate that 68 percent of SPS 3rd graders scored at the higher reading skill levels of "proficient" and "advanced," only slightly below the statewide average of 75 percent for these skill levels. The district received an exemption from the administration of the ITBS for tenth graders. They administered a test called the Terra Nova. After reviewing various achievement tests, Salem determined that the Terra Nova was the best achievement test for their needs in that they viewed it as a multiple assessment test with open ended questions that most closely approached the Massachusetts Comprehensive Assessment System (MCAS) test. [See Appendices C and D for MEAP information]

Scholastic Aptitude Tests (SAT)

SAT scores are below the state average as shown in *Chart 16-1*. Scores from 1994 and 1995 cannot be compared to 1996 scores since SAT scores were "re-centered" in 1996 resulting in a higher score for that year for all schools and consequently, a higher state average.

Chart 16-1

Salem Public Schools
Scholastic Aptitude Test (SAT) Results

	1994		1995		1996		1997	
SAT Content Areas	SPS	State Avg.	SPS	State Avg.	SPS	State Avg.	SPS	State Avg.
Verbal	382	426	387	430	485	507	467	508
Math	424	475	436	477	485	504	458	508
Total	806	901	823	907	970	1011	925	1016
SPS - % of State Avg.	89.5%		90.7%		95.9%		91.0%	

Note: Data obtained from SPS and DOE

Massachusetts Educational Assessment Program (MEAP)

An analysis of Salem's MEAP scores prepared by DOE staff is in*Appendix D*. MEAP reports scores in two ways: scaled scores which range from 1000 to 1600, and proficiency levels which are reported as percentage of students in each proficiency. Level 1 is the lowest, level 2 is considered the "passing grade" level, while levels 3 and 4 constitute the more advanced levels of skills.

Proficiency scores shown in *Chart 16-2* indicate that SPS 4th graders declined in all levels 3 & 4 when comparing 1992 to 1996. Grade 8 proficiency scores also showed a decline in levels 3 & 4 for this same period with level 1 decreasing and level 2 increasing.

Chart 16-2

Salem Public Schools
MEAP Proficiency Scores
1992 - 1996 Fourth and Eighth Grades

	1992			1996		
Grade 4	Level 1 or Below	Level 2	Levels 3 & 4	Level 1 or Below	Level 2	Levels 3 & 4
Reading	39%	29%	31%	41%	41%	18%
Mathematics	30%	35%	35%	35%	50%	15%
Science	39%	31%	30%	36%	53%	11%
Social Studies	39%	34%	27%	38%	47%	14%
Grade 8	Level 1 or Below	Level 2	Levels 3 & 4	Level 1 or Below	Level 2	Levels 3 & 4
Reading	52%	20%	28%	41%	38%	21%
Mathematics	53%	26%	20%	49%	39%	11%
Science	55%	22%	24%	57%	32%	11%
Social Studies	55%	21%	24%	51%	32%	16%

Note: Data provided by DOE

Scaled MEAP scores are shown in*Appendix C and D*. Between 1988 and 1996 MEAP scaled scores for students in Grades 4 and 8 were mixed in all four subject matter areas. In fact, from 1992 to 1996, scores in all four subject matter areas in grade four decreased significantly. Variations of 50 points or more are considered statistically significant.

Chart 16-3 shows reading scores for the 4th grade for selected school districts whose scores in 1988 fell between 1300 and 1360 as compared to Salem's 1330 score. From 1992 to 1996 Salem declined significantly in 4th grade reading. The scores for 4th grade students are particularly significant, because by 1996 these students had experienced education reform initiatives in the early stages of formal education. The greatest impact of education reform should initially be seen in the performance of these students.

Chart 16-3

Salem Public Schools
MEAP Reading Scores - 4th Grade
1988 - 1996

	1988	1990	1992	1994	1996	1992 - 1996 CHANGE
Westport	1360	1400	1380	1410	1320	-60
Franklin	1360	1360	1410	1400	1450	40
Granby	1360	1260	1280	1340	1370	90
Waltham	1360	1330	1370	1370	1350	-20
Wales*	1360	1340	1330	1340	1360	30
Triton	1360	1380	1370	1370	1360	-10
Sharon	1360	1410	1420	1450	1460	40
North Middlesex	1360	1360	1350	1380	1380	30
Canton	1360	1340	1420	1420	1410	-10
Hawlemont*	1350	1360	1390	1360	1320	-70
Chatham*	1350	1420	1470	1390	1370	-100
Sutton	1350	1360	1260	1280	1420	160
Arlington	1350	1370	1430	1410	1430	0
East Longmeadow	1350	1310	1440	1490	1530	90
Hopkinton	1350	1380	1380	1450	1430	50
Topsfield	1340	1480	1490	1450	1460	-30
Lincoln	1340	1350	1440	1460	1450	10
Avon	1340	1300	1370	1360	1330	-40
Hopedale	1340	1430	1400	1380	1340	-60
Clarksburg*	1330	1280	1300	1400	1310	10
Salem	**1330**	**1290**	**1370**	**1370**	**1310**	**-60**
Ayer	1330	1390	1310	1440	1300	-10
Millis	1330	1410	1340	1410	1330	-10
Winthrop	1330	1300	1350	1350	1390	40
Somerset	1330	1310	1320	1400	1410	90
North Attleborough	1320	1370	1390	1400	1370	-20
Ipswich	1320	1420	1370	1450	1380	10
Auburn	1320	1370	1420	1410	1420	0
Amesbury	1310	1350	1360	1350	1290	-70
Bourne	1310	1320	1390	1370	1370	-20
Central Berkshire	1310	1410	1350	1390	1410	60
Braintree	1310	1360	1380	1410	1430	50
Randolph	1300	1300	1290	1320	1320	30
Dracut	1300	1310	1340	1400	1400	60
Milford	1300	1270	1310	1330	1330	20
Sandwich	1300	1380	1350	1410	1410	60
Norwood	1300	1360	1360	1440	1410	50
State Average	**1300**	**1300**	**1300**	**1300**	**1350**	**50**

Note: A significant change in a score is considered to be 50 points in one direction or .
An asterisk signifies a small school district whose scores may vary significantly and are not as reliable due to the size of the test sample.

Iowa Tests

The Iowa Test of Basic Skills (Iowa tests) for the 3rd grade was administered throughout Massachusetts in the spring of 1998. SPS's overall total percentile rank in reading for all students tested under routine conditions was 54 - below the statewide score of 64. The test defines four different levels of reading comprehension: pre-reader, basic reader, proficient reader and advanced reader. Pre-readers and basic readers made up 32 percent of tested students while proficient and advanced readers made up 68 percent of all students who were tested in SPS. About 81 percent of the tested students have attended SPS since the first grade.

SPS reviewed various achievement tests and determined that the Terra Nova was the best achievement test for their needs in that they viewed it as a multiple assessment test with open ended questions that most closely approached the state MCAS. The district administers the Terra Nova in the fall and utilizes the results diagnostically throughout the school year. Terra Nova tests are given to third, sixth and ninth graders in April. Total scores, consisting of reading, language and math for grade nine showed SPS with a national percentile score of 57.1. Improving student performance through test results has been added to individual school improvement plans as well as district wide through their Curriculum Council.

Massachusetts Comprehensive Assessment System (MCAS) Tests

Recently released MCAS scores show that SPS scored below the state average scaled scores for all students, as well as, all students attending the district for three years or more.

MCAS is the new statewide assessment program given yearly to grades 4, 8, and 10. It measures performance of students, schools, and districts on learning standards contained in the Massachusetts Curriculum Frameworks and fulfills the requirements of education reform. This assessment program serves two purposes:

- measuring performance of students and schools against established state standards; and

- improving effective classroom instruction by providing feedback about instruction and modeling assessment approaches for classroom use

MCAS tests are reported according to performance levels that describe student performance in relation to established state standards. Students earn a separate performance level of Advanced, Proficient, Needs Improvement, and Failing based on their total scaled score for each test completed. There is no overall classification of student performance across content areas. However, school, district and statewide results are reported by performance levels.

SPS has been planning for MCAS testing by aligning its curriculum beginning in 1996 with the hiring of an assistant superintendent for curriculum instruction assessment and focusing its professional development toward aligning its curriculum with curriculum frameworks.

Chart 16-4

Salem Public Schools
MCAS Test Scores

All Students	Advanced	Proficient	Needs Improvement	Failing (Tested)	Failing (Absent)	Average Scaled Score	State Avg. Scaled Score
Grade 4:							
English Language Arts	0	10	69	21	0	227	230
Mathematics	4	15	51	29	0	228	234
Science & Technology	3	35	47	15	0	234	238
Grade 8:							
English Language Arts	0	40	37	22	1	232	237
Mathematics	3	14	24	59	1	218	227
Science & Technology	1	11	24	64	1	216	225
Grade 10:							
English Language Arts	2	30	35	31	2	229	230
Mathematics	4	16	23	55	2	219	222
Science & Technology	1	15	37	45	2	222	225

Note: Data provided by DOE

17. Hiring and Evaluation of Teachers and Principals

Hiring Process

SPS uses a contractual transfer process to fill projected teaching vacancies. If a vacancy occurs during the summer months it is advertised in the local paper and the state wide media. The position can then be filled with a person hired from outside the school system. The principal screens and appoints candidates and sends selections, subject to approval, to the Superintendent who forwards a contract offering the position to the chosen candidate. SPS advertises vacancies for principals to current staff in a superintendent bulletin as well as in regional and national media. Interested candidates must be certified for the particular position.

The principal selection process includes a panel consisting of administrators, teachers and parents/community representatives. The administrative assistant to the superintendent acts as a facilitator in the process. This panel evaluates the candidate's ability in an interview where the panel rates answers to standardized questions. The

Superintendent then selects the principal from the top three candidates willing to accept the position. A similar process is in place for the hiring of administrators.

The audit team examined managerial staff contracts for positions such as the Superintendent, assistant superintendent, and school building principals. Starting salaries for school principals are based on the level (high, middle, elementary) of school, the school enrollment and professional experience. Although the principals had different salaries, nine of eleven principal contracts reviewed received the same percentage raise and eight had three year contracts all ending on the same date. Contracts state that annual salary increases are based on performance standards consistent with the principles of evaluation established by the Board of Education pursuant to Chapters 69 and 71 of the General Laws.

A dismissal section of the principal contracts states, “In the event that the Principal has not served in that position/capacity in the Salem Public Schools for three consecutive school years, then said Principal may be terminated upon 60 days written notice given to the Principal by the Superintendent. Further, it is hereby agreed that a termination of employment resulting from the expiration of the agreement is “good cause” for the purpose of this section and under Massachusetts General Laws Chapter 71, Section 41 as amended.” Although most contracts state 60 days written notice, the number of days for written notice by the Superintendent is negotiated by the principal.

Although the present relationship seems strong and functional, the business manager works under a contract issued directly by the school committee and reports organizationally to the committee with a “dotted line” relationship to the school superintendent. This reporting relationship does diminish some of the authority, flexibility and control of the Superintendent’s position in handling budgetary and other financial issues.

Evaluation Process

Principals and Administrators

Each principal contract has an evaluation section. The section states that the procedure of evaluation is consistent with Section 40 of Chapter 71 of the Acts of 1993. Also stated is that the school committee may require supplemental performance standards consistent with the principles of evaluation established by the Board of Education. Before 1996 evaluations for principals were conducted informally.

During September and October, principals meet with the superintendent to set goals for the year. All principals are evaluated by May 1st. At the end of the year, the superintendent and the principals hold a formal conference. Commendations and recommendations from the superintendent are based on a summary report of goals, a written review based on DOE’s Principles of Effective Administrative Leadership and supporting evidence supplied by the principal. At the conclusion of the evaluation, one of the following two recommendations is checked:

- continuation in present position
- dismissal

Before FY97, the Salem principals were part of an administrator's union. At that time, principals worked under letters of employment. Under current contracts, future annual salary increases will be based upon positive performance evaluations by the Superintendent.

Four principals have been appointed since education reform went into effect. Of these 4 principals, SPS has removed two from their positions. A similar process is used to evaluate administrators.

Teachers

The evaluation process for teachers was negotiated as part of the union contract. This process was consistent with the Seven Principles of Effective Teaching. For teachers with professional status the evaluator conducts three classroom observations, completing the first no later than December 15, the second no later than February 15, and the third no later than April 15. This process is used every other year, unless a teacher has failed to meet one or more performance standard(s) in the evaluation year. If a teacher fails to meet a performance standard, the evaluator completes an Improvement Plan consisting of: performance standard(s) not met, specific recommendations for improvement, support and assistance that will be offered to help the employee, timeline, date for next follow up conference and the date for next evaluation relative to the Improvement Plan. Although there is a specific plan for teachers that fail to meet performance standard(s), the process is lacking any dismissal language. Also, SPS officials state that the evaluation process is cumbersome.

Certified staff without professional status are to be observed four times per year with evaluations to be completed by April 15th and to receive a mid year progress report no later than January 15th. Principals base a comprehensive review on the same Principles of Effective Teaching.

For the 1996/97 school year, 241 teachers were evaluated. Of these, 114 were teachers without professional status.

Since education reform, SPS has used this process to remove 18 teachers without professional status and to dismiss one teacher with professional status.

18. Accounting and Reporting

The audit team traced a sample of expenditures reported to DOE to SPS accounting and budget records of the business manager. The audit team also met separately with several SPS staff members, the city chief fiscal officer and a representative of the CPA firm which audits the City.

There appears to be a good working relationship between the city and school offices. The school department runs all its financial reports off the mainframe maintained by the City. A new accounting software package will be utilized by both the city and school department. Presently there is no inventory control system maintained by the city for the city including the school department.

The audit team was satisfied that adequate safeguards exist for proper internal controls and that, based upon the sample, expenditure reports were an accurate representation of SPS expenditures.

In discussions with the mayor, who is chairman of the school committee and the city's chief financial officer, it was ascertained that the school committee approves all bills prior to payment.

19. Review of Expenditures

The audit team completed a review of SPS expenditures and purchasing controls. The team also reviewed the accounting system and selected certain accounts from the General Ledger for FY97 and FY98. The review showed that purchasing procedures and controls are in place and are utilized. It was noted, however, that of the twenty invoices traced through the system, eight did not contain an approval for payment.

Auditors also reviewed invoices for expenditures covering a two year period. During the review, An invoice pertaining to a trip to Japan for eleven students and two faculty members was noted. The cost of the trip, which was paid for form the SPS school committee fund, was approximately $12,000. When questioned, SPS officials stated that these funds were expended to partially subsidize the trip for the eleven students. This was a one time occurrence and subsequently discontinued by the school committee. This city-wide event took place during the summer of 1997.

20. High School Accreditation

Salem high school is accredited. The accreditation visits for the schools took place from 1989 through 1991. SPS has submitted required interim status reports due two years and five years after the initial accreditation reports are issued. They are scheduled for an accreditation visit in October of 2001 and will begin their self assessment during the 1999-2000 school year. The next visits are scheduled for 1999 through 2001.

In 1991 the Commission on Public Secondary Schools voted to place Salem High on warning status for failure to adhere to the Commission's Standard for Accreditation on School Facilities. In September of 1997 Salem High was removed from warning status after completing phase one of a $1.5 million capital improvement plan.

21. Grade 3 Transiency

Student transiency is generally defined as the percentage of students who enter and/or leave the system after the first day of school. Transiency poses an educational problem because students may lose the benefit of a sequential and coherent school program as they move from school to school. Salem has a relatively stable student population in the lower grades as measured by the 1997 3rd grade Iowa reading test. Results from that test are categorized by students who have taken the test under routine conditions. Students who did not take the test or were given extra time to finish the test are excluded.

Of a selected number of urban school districts and districts previously audited shown in *Chart 21-1*, it is evident that SPS has the eighth highest percentage of 3rd graders who attended SPS in grades 1, 2 and 3. Salem's stable population percentage of 80.7 percent is slightly above the statewide average of 80.4 percent. Salem's transiency percentage of 19.3 percent is slightly below the statewide average of 19.6 percent.

Chart 21-1

Transiency and Stability - 3rd Grade
Selected Communities by Population
Student Population Participating in the Iowa 3rd Grade Reading Test

	Stable Population	Total Population	Stable Population Percent	Transiency Percent
Holyoke	259	344	75.3%	24.7%
Methuen	342	425	80.5%	19.5%
Fitchburg	326	416	78.4%	21.6%
Leominster	316	424	74.5%	25.5%
Attleboro	421	505	83.4%	16.6%
Billerica	418	475	88.0%	12.0%
Beverly	291	375	77.6%	22.4%
Salem	**305**	**378**	**80.7%**	**19.3%**
Westfield	335	418	80.1%	19.9%
Woburn	301	355	84.8%	15.2%
Everett	328	402	81.6%	18.4%
Braintree	267	346	77.2%	22.8%
Chelmsford	370	451	82.0%	18.0%
Marlborough	268	327	82.0%	18.0%
Watertown	151	173	87.3%	12.7%
Statewide	54,057	67,233	80.4%	19.6%

Note: Student population includes only students tested under "routine" conditions.
Data obtained from DOE's 1998 3rd Grade Iowa Reading Test Summary Results.

22. Special Education and Transitional Bilingual Education

Special Education (SPED)

In 1998, Salem had a special education participation rate of 20.0 percent, 3.4 percent higher than the state average of 16.6 percent reported by DOE. Total SPED enrollment in the 1990's has averaged around 850 students. As a percentage of the total enrollment, the SPED enrollment has averaged around 18.5% during the 1990's but has shown an increase in the last two school years. The number of students who fall into the substantially separate categories has also increased. This is due mostly to the overall increase in SPS student enrollment.

Chart 22-1

Salem Public Schools
SPED Enrollment

Based on October 1st Reports

School Year Ending	Total Enrollment	Total SPED	SPED as % of Total Enrollment	Substantially Separated	Substantially Separated as % of SPED
1991	4,179	758	18.1%	257	33.9%
1992	4,311	793	18.4%	271	34.2%
1993	4,462	798	17.9%	287	36.0%
1994	4,602	883	19.2%	301	34.1%
1995	4,757	829	17.4%	250	30.2%
1996	4,757	845	17.8%	281	33.3%
1997	4,903	929	18.9%	297	32.0%
1998	5,024	1003	20.0%	344	34.3%

Note: Data obtained from SPS

The increase in SPED costs from FY93 to FY97 was $1.9 million, or 46.4 percent, while the increase in total school spending as reported to DOE for the same period, excluding the $8.7 million incorrectly charged as city costs in FY93 (see section 4.0), was 31.1 percent. For FY97, SPED expenditures were 17.2 percent of total school expenditures reported to DOE. For FY93, this amount was 15.4 percent.

Chart 22-2

Salem Public Schools
SPED Expenditures
(in millions of dollars)

				FY93-FY97	
	FY89	FY93	FY97	$ Incr. / Decr.	%
Special Education	$2.9	$3.7	$5.5	$1.8	49.8%
Transportation	$0.4	$0.5	$0.6	$0.1	21.1%
Total	$3.3	$4.2	$6.1	$1.9	46.4%

Note: Data obtained from SPS

Transitional Bilingual Education (TBE)

SPS provides Bilingual Services to 666 limited English proficiency students as of the school year ending 1998. This represents 13.7 percent of SPS K-12 enrollment. Bilingual costs reported to DOE were $1.1 million in FY93 and $1.8 million in FY97. This is an increase of $.7 million, or 64 percent, more than the overall 31.1 percent increase in total school spending reported to DOE for that period. Bilingual enrollment reached a high of 684 for the FY97 year and has remained around that level since FY95.

Chart 22-3 shows enrollment in the TBE bilingual program as well as the TBE students mainstreamed each year over the past five years. Mainstreaming appears to be, on average, approximately 15 percent of the TBE enrollment as of October each year. Taking into account that students enter and leave the program during the year, the mainstreaming percentage has ranged from a low of 11 percent in FY95 school year to a high of 19 percent in the FY97 school year. SPS has a policy of only mainstreaming students when it is felt that they are totally prepared.

Chart 22-3

Salem Public Schools
Bilingual Education
(from October report)

School Year Ending	(K-12) Enrollment All Students	Enrollment in TBE Program	TBE Programs %	Number of Students Mainstreamed
1994	4,399	320	7.3%	61
1995	4,590	385	8.4%	43
1996	4,595	403	8.8%	50
1997	4,731	414	8.8%	77
1998	4,863	369	7.6%	60

23. Dropout and Truancy

In November 1991, Salem started a drop-out prevention program called the Hawthorne Program. It is one of two communities in the state that implemented a drop-out program that allowed students to complete the requirements for their high school diploma while participating in other activities such as community service, college offerings and work experience. In addition, SPS has alternative programs such as an after school program for students who have disciplinary problems and a teen care program that allows school-age mothers and fathers to continue their education.

However, only a limited number of students can be accepted into the program. According to school officials, many students leave the school system for a period of time and subsequently return. They are predominantly minority students and students who are on welfare whose families return to their place of origin for several months each year. Although they return to school, the students are included in the total figure for drop-outs.

Chart 23-1 identifies Salem's drop-out rates for the last five years in comparison to the state average and the average of fifteen communities similar in population. Salem's drop out rate was 6.3 percent in FY97, almost twice the statewide average of 3.4 percent. The rate has increased each year approaching the FY93 high point of 6.5 percent.

Chart 23-1

High School Dropout Rates
Selected Communities by Population
FY93 - FY97

Community	FY93	FY94	FY95	FY96	FY97
Holyoke	8.3%	9.5%	8.3%	5.5%	9.8%
Methuen	5.3%	4.0%	1.1%	3.0%	4.1%
Fitchburg	3.4%	3.2%	2.0%	2.9%	1.6%
Leominster	5.4%	4.5%	4.8%	5.0%	4.0%
Attleboro	6.5%	6.8%	7.9%	5.9%	5.0%
Billerica	0.8%	1.7%	1.5%	1.4%	1.3%
Beverly	2.9%	6.3%	6.1%	6.6%	5.5%
Salem	**6.5%**	**4.7%**	**5.3%**	**5.9%**	**6.3%**
Westfield	5.0%	4.1%	5.7%	5.4%	2.9%
Woburn		1.1%	2.4%	1.0%	1.3%
Everett	5.0%	3.7%	3.5%	4.1%	3.9%
Braintree	1.0%	1.6%	1.3%	1.4%	1.5%
Chelmsford	0.6%	0.9%	1.3%	0.5%	0.9%
Marlborough	2.4%	4.4%	2.9%	2.4%	4.3%
Watertown	2.5%	2.8%	2.3%	1.7%	2.0%
Average These Communities		4.0%	3.8%	3.5%	3.6%
Median These Communities		4.0%	2.9%	3.0%	3.9%
State Average	3.5%	3.7%	3.6%	3.4%	3.4%

Note: Data provided by DOE

24. Maintenance and Capital Improvement

The audit team made site visits to several schools in the district. We found commonly used areas of certain school buildings well kept.

The city of Salem borrowed $8.8 million in June, 1996 for school renovations projects. This was part of a $39 million school project and represented the city's portion. Also the city is planning for $72 million in school construction costs. This will include a new building for the Federal Street School and renovations including additions to three more elementary schools and the high school. The cost for the high school renovations will be approximately $25 million and will be reimbursed by the state at a rate of 63%. The remaining cost of $47 million will be reimbursed by the state at a rate of 90%.

25. Curriculum Development

Development of the curriculum to align with the DOE Curriculum Frameworks began in SPS in 1996 with a curriculum development and implementation timeline. The district created Curriculum/Instruction/Assessment Committees and a Curriculum Council to create, refine and implement Curriculum Guidelines. Scope and Sequence Charts that identify strands, benchmarks and assessments were created to address these curriculum guidelines. A time line and implementation plan for offering professional development for staff was also introduced.

SPS purchased programs to further enhance their curriculum and teaching. Two such programs were called Enhancing Professional Practice - A Framework for Teaching, and Pathwise. Both programs provide a compilation of knowledge that constitutes good teacher training by offering concrete information about what educators need to "know and be able to do" in order to deliver instruction in the best way possible. Enhancing Professional Practice - A Framework for Teaching is used to improve teaching and/or administrative practices, to assess the work of other professionals and to meet the needs of students. SPS staff developed a district handbook that includes sample documents, worksheets and articles for each of twenty-two components of teaching and teacher responsibility areas. The district has certified Pathwise trainers that serve as mentors to new staff utilizing these programs.

26. Saltonstall and Federal Street Schools

The Saltonstall is a year round school made up of six to seven week learning sessions. It is said to be the first of its kind in New England, one of 2,300 extended year schools across the country. It specializes in science and technology. The students' year is 190 days, the teachers' year is 200 days and the school day is an hour longer than the other elementary schools in the system. That equates to 270 additional hours or the

equivalent of more than 36 days added to the schedule. Classrooms are divided into K-1, 2-3, and 4-5 (multi-age grouping) where the students spend two years with the same teacher. A team of teachers, professors at Salem State College, and parents planned concepts behind the school and its programs for two years before opening. The principal was hired a year in advance to oversee the construction of the building and the philosophy of the school. Saltonstall has 146 networked Power Macintosh 5200 computers and is the Internet access for the city. SPS has a city wide choice plan that officials feel that before students enter a classroom for the first time, families make a commitment to the school's mission and to its teachers. Saltonstall has a partnership with Salem State College, the Peabody Essex Museum and various business partners.

The Federal Street School is noted for its Two-Way Bilingual Program. In the classrooms students whose first languages are both English and Spanish read, write and study content in both languages. In 1992, the Federal Street School was chosen from many state-wide applicants to be part of a national Accelerated Schools Network. Schools in this network receive support and expertise from the Massachusetts Department of Education. It unites both English-speakers and Spanish-speakers academically. The program follows academic instruction as outlined by SPS curriculum. The goal of the Two Way program is to develop bilingual and biliterate students by the end of the fifth grade.

IV. Employee Survey

The audit team conducted a confidential survey of all employees of SPS to provide a forum for teachers and staff to express their opinions on education in SPS. Approximately 565 questionnaires were delivered to school staff and 206 responses were received and tabulated, a response rate of 36.4 percent. Areas covered by the survey include:

1. education reform;
2. education goals and objectives;
3. curriculum;
4. planning;
5. communications and mission statements;
6. budget process;
7. professional development;
8. supplies;
9. facilities;
10. computers and other education technology.

Appendix E shows the teachers' answers to the survey questions.

The survey results indicate that today education reform is taken seriously in Salem. Seventy-six percent of teachers think that education reform issues are considered when their own school plans are made and 71 percent think that also applies to district wide plans. Eighty-seven percent believe that the school district is taking positive steps to improve education and 64 percent state that their job has changed because of education reform.

Seventy percent of teachers are clear about the school district's goals and objectives while 65 percent are clear about how goals relate to their jobs. Fifty-seven percent feel that they have a role in developing their own goals and objectives and 57 percent confirm that there are indicators used to measure their progress toward their goals and objectives.

The survey also indicates that 27 percent of the teachers do not think that an increase in school funding is tied directly to improvements in education. Forty-nine percent of teachers think that the improvements in education at the school would have occurred without education reform.

Forty-three percent believe that the curriculum is coherent and sequential. Forty-nine percent believe that the curriculum now in use in their school will improve student test scores while 36 percent think it will not. Seventy-nine percent feel that there is a coherent, on-going effort within SPS to keep curriculum current and 80 percent feel that teachers play an important role in reviewing and revising the curriculum. More than half, 65 percent, believe that the curriculum does not impact test scores as much as how a subject is taught by a teacher.

V. Superintendent's Statement - Education Reform

As part of this review, the Superintendent was asked to submit a brief statement expressing his point of view with respect to three areas:

1. school district progress and education reform since 1993
2. barriers to education reform
3. plans over the next three to five years

The Superintendent's statement is included in *Appendix F*.

VI. Appendix

Appendix A1	School Committee Program Budget
Appendix B1	Foundation Budget Line Items Targets and Expenditures FY95-FY97 - Table
Appendix B2 - 3	Foundation Budget Line Items Targets and Expenditures FY95-FY97 - Graph
Appendix C	Mass. Educational Assessment Program (MEAP) Summary prepared by DOE
Appendix D1 - 3	Mass. Educational Assessment Program (MEAP) Summary Scores for Grades 4, 8 and 10 (prepared by DOE staff)
Appendix E	Employee Survey Results
Appendix F	Superintendent's Statement on Education Reform Accomplishments, Barriers and Goals
Appendix G	Comparison of MCAS Average Scaled Scores
Appendix H	Auditee's Response

Salem Public Schools Appendix A
School Committee Program Budget FY89-97
(in thousands of dollars)

				FY93-FY97		
	FY89	FY93	FY97	$ Incr.	% Incr.	% of Total
Superintendent's Office	$452	$679	$696	$17	2.6%	0.3%
Bilingual	$487	$944	$1,564	$620	65.7%	9.4%
SPED	$2,914	$3,369	$4,713	$1,344	39.9%	20.3%
Library Services	$117	$251	$351	$100	39.7%	1.5%
Guidance Services	$499	$479	$553	$74	15.4%	1.1%
Athletics	$168	$165	$207	$42	25.5%	0.6%
Teaching:Pre-School	$0	$0	$33	$33	-	0.5%
Teaching: Elementary	$2,980	$3,673	$4,916	$1,243	33.8%	18.7%
Teaching: Middle School	$1,927	$2,189	$2,603	$414	18.9%	6.2%
Teaching: High School	$2,483	$3,001	$3,249	$248	8.3%	3.7%
sub-total	$12,025	$14,750	$18,885	$4,135	28.0%	62.4%
Other Costs						
School Committee	$12	$43	$32	($11)	-26.2%	-0.2%
Contingency	$0	$0	$300	$300	-	4.5%
Principals' Offices	$521	$838	$1,397	$559	66.8%	8.4%
Supervision	$658	$392	$471	$79	20.2%	1.2%
Teaching: Aternative Education	$0	$0	$127	$127	-	1.9%
Professional Development	$13	$69	$103	$35	50.2%	0.5%
Teaching: Undistributed	$502	$372	$423	$51	13.7%	0.8%
Technology	$103	$90	$313	$223	247.2%	3.4%
Attendance	$12	$14	$33	$19	138.0%	0.3%
Health Services	$250	$271	$296	$25	9.4%	0.4%
Transportation	$609	$661	$933	$272	41.2%	4.1%
Student Activities	$46	$54	$68	$14	25.2%	0.2%
Operations & Maintenance	$2,241	$2,206	$2,756	$550	25.0%	8.3%
Insurance Services	$165	$150	$170	$20	13.3%	0.3%
Rental/Lease/Bldgs.	$49	$103	$180	$77	74.3%	1.2%
Other Fixed Costs	$0	$0	$105	$105	-	1.6%
Civic Activities	$0	$0	$0	$0	-	0.0%
Aquisition of Motor Vehicles	$73	$0	$50	$50	-	0.8%
sub-total	$5,254	$5,262	$7,755	$2,494	47.4%	37.6%
Total	**$17,279**	**$20,012**	**$26,640**	**$6,628**	**33.1%**	**100.0%**

Note: Budget data obtained fron SPS records

Appendix B1

Salem Public Schools

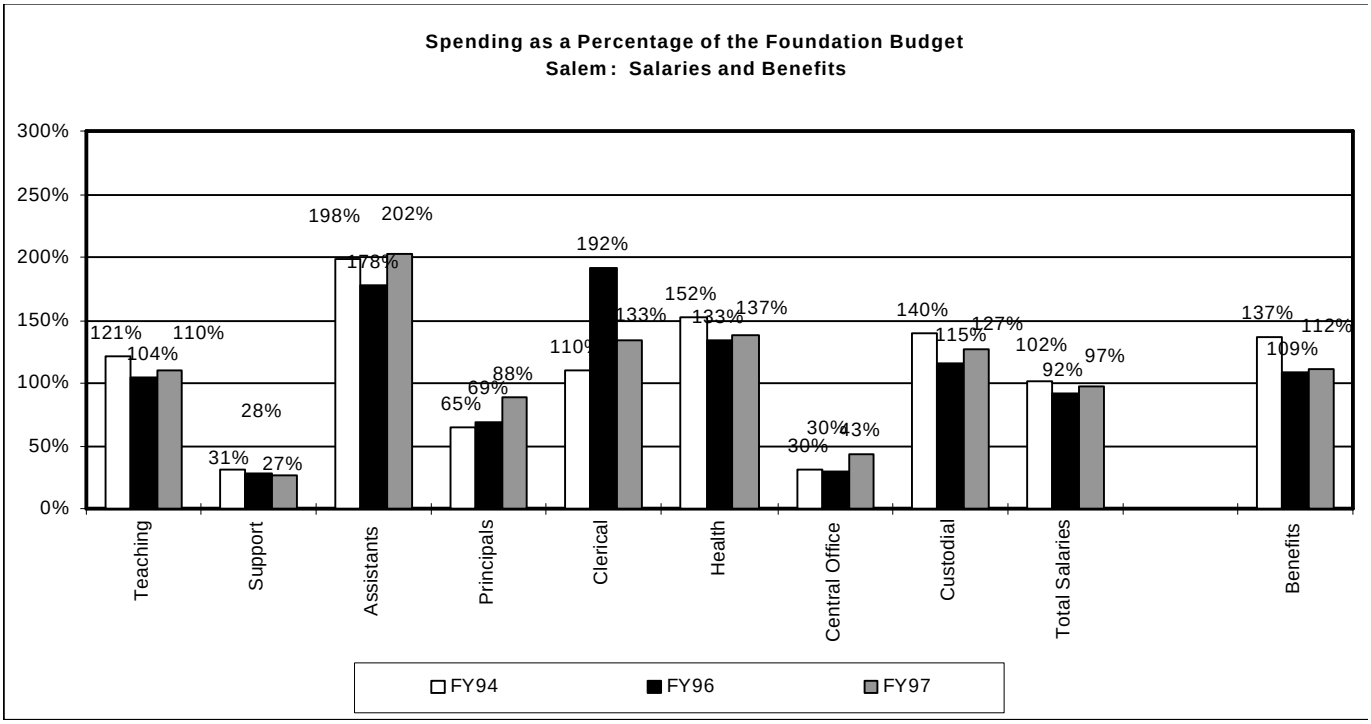
Net School Spending According to Foundation Budget Categories

(in thousands of dollars)

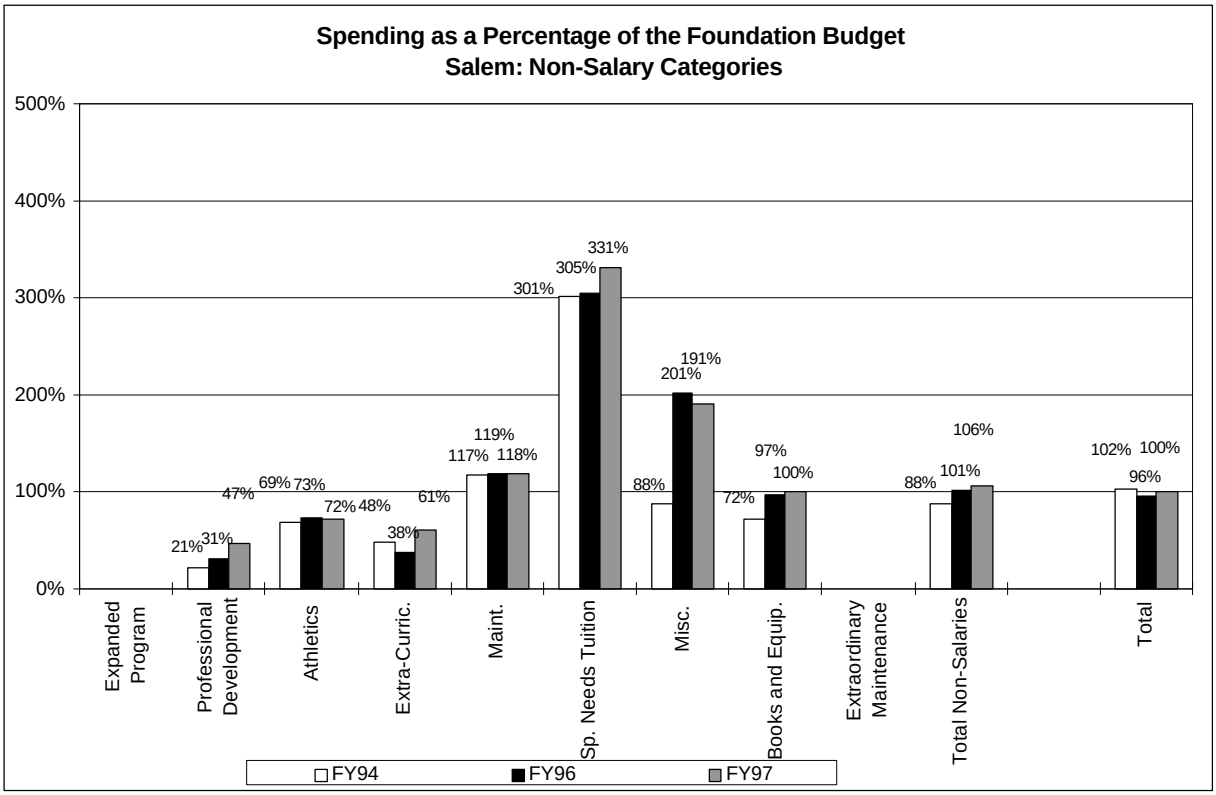
	Reported Expenditures			Foundation Budget			Variance Expend. over(under) Foundation		
	FY94	FY96	FY97	FY94	FY96	FY97	FY94	FY96	FY97
Teaching Salaries	$12,526	$13,306	$14,195	$ 10,377	$12,808	$12,883	$2,149	$498	$1,312
Support Salaries	$838	$879	$887	$2,689	$3,196	$3,290	($1,851)	($2,317)	($2,403)
Assistants' Salaries	$865	$953	$1,122	$437	$535	$555	$428	$418	$567
Principals' Salaries	$553	$685	$895	$855	$990	$1,014	($302)	($305)	($119)
Clerical Salaries	$556	$1,128	$804	$505	$589	$604	$52	$539	$199
Health Salaries	$286	$297	$316	$188	$223	$230	$97	$74	$87
Central Office Salaries	$248	$281	$421	$814	$949	$975	($566)	($668)	($554)
Custodial Salaries	$1,203	$1,209	$1,355	$860	$1,053	$1,064	$343	$156	$291
Total Salaries	$17,075	$18,737	$19,995	$16,725	$20,342	$20,614	$351	($1,604)	($619)
0									
Benefits	$3,197	$3,092	$3,218	$2,329	$2,836	$2,879	$868	$256	$338
Expanded Program	$0	$0	$0	$323	$548	$521	($323)	($548)	($521)
Professional Development	$84	$147	$229	$392	$480	$485	($308)	($333)	($256)
Athletics	$186	$195	$194	$268	$268	$268	($82)	($73)	($74)
Extra-Curricular	$64	$54	$90	$132	$144	$148	($68)	($90)	($58)
Maintenance	$1,336	$1,665	$1,678	$1,142	$1,402	$1,417	$194	$263	$261
Special Needs Tuition	$1,695	$1,987	$2,204	$563	$651	$665	$1,132	$1,336	$1,539
Miscellaneous	$360	$960	$937	$410	$478	$491	($50)	$482	$446
Books and Equipment	$923	$1,434	$1,508	$1,285	$1,477	$1,513	($362)	($43)	($5)
Extraordinary Maintenance	$0	$0	$0	$756	$927	$936	($756)	($927)	($936)
Total Non-Salaries	$4,649	$6,443	$6,840	$5,272	$6,374	$6,445	($623)	$69	$395
							$0	$0	$0
Total	$24,921	$28,272	$30,053	$24,326	$29,552	$29,938	$596	($1,280)	$114
Revenues	$0	$0	$0						
Net School Spending	$24,921	$28,272	$30,053	$24,326	$29,552	$29,938	$596	($1,280)	$114

Note: Data obtained from DOE

Appendix B2


Spending as a Percentage of the Foundation Budget
Salem: Salaries and Benefits
300%
250%
200%
150%
100%
50%
0%
121%
104%
110%
31%
28%
27%
198%
178%
202%
65%
69%
88%
110%
192%
133%
152%
133%
137%
30%
30%
43%
140%
115%
127%
102%
92%
97%
137%
109%
112%
Teaching
Support
Assistants
Principals
Clerical
Health
Central Office
Custodial
Total Salaries
Benefits
FY94
FY96
FY97

Appendix B3


Spending as a Percentage of the Foundation Budget
Salem: Non-Salary Categories
500%
400%
300%
200%
100%
0%
21%
31%
47%
69%
73%
72%
48%
38%
61%
117%
119%
118%
301%
305%
331%
88%
201%
191%
72%
97%
100%
88%
101%
106%
102%
96%
100%
Expanded Program
Professional Development
Athletics
Extra-Curric.
Maint.
Sp. Needs Tuition
Misc.
Books and Equip.
Extraordinary Maintenance
Total Non-Salaries
Total
FY94
FY96
FY97

Appendix C

Salem Public Schools
Massachusetts Educational Assessment Program (MEAP) Scores

	Grade	1988	1990	1992	1994	1996	1988-96 Change	1996 State Average	1996 SPS over/(under) State Avg.
Reading									
	4	1330	1290	1370	1370	1310	-20	1350	-40
	8	1270	1280	1270	1290	1310	40	1380	-70
	10	N/A	N/A	N/A	1240	1260		1310	-50
Math									
	4	1380	1340	1410	1380	1320	-60	1330	-10
	8	1290	1260	1300	1270	1260	-30	1330	-70
	10	N/A	N/A	N/A	1270	1250		1310	-60
Science									
	4	1320	1300	1370	1360	1320	0	1360	-40
	8	1290	1260	1290	1240	1220	-70	1330	-110
	10	N/A	N/A	N/A	1240	1240		1310	-70
Social Studies									
	4	1310	1300	1370	1360	1320	10	1340	-20
	8	1280	1250	1270	1250	1260	-20	1320	-60
	10	N/A	N/A	N/A	1250	1250		1300	-50

Note: NA indicates that test was not given to all grades in all years. Data obtained from DOE

Appendix D

MEAP SCORES - SALEM

The Massachusetts Educational Assessment Program was a biennial curriculum assessment that tested reading, mathematics, science and social studies at grades 4, 8 and 12 in 1988; in 1994 the secondary grade tested was moved from grade 12 to grade 10. The last administration of this program was 1996. The purpose of MEAP was twofold: to provide data for comparisons; and to provide schools and districts with information that could be used to improve curriculum and instruction.

MEAP reports scores in two ways: scaled scores which range from 1000 to 1600; and proficiency levels which are reported as percentages of students in each level. In 1988, the state average for the scaled scores was determined to be 1300 in all subjects. In subsequent administrations, the state average has risen. Scaled scores are relative to the state average and allow for longitudinal comparisons as well as comparisons between districts. Open-ended question results account for 30% of the total scaled score; multiple choice questions account for the remaining 70% of the scaled scores. A change of fifty or more points in a scaled score is considered educationally significant. This means that there is a noticeable difference in the behaviors and responses of students in a classroom.

In 1992, MEAP began to use proficiency levels as another means of reporting test results. Proficiency levels are descriptive statistics based on external absolutes--the proficiency levels are not relative to other proficiency levels in the state, but based on how students perform relative to external criteria. The proficiency levels range from Below Level 1 (which means that the student did not answer the questions so we do not have enough information on which to make a judgement) to Level 4, the highest level.

GRADE 4

Scaled Scores

- The scaled scores for fourth grade reading increased and decreased across the five administrations of the test in Salem starting with 1330 in 1988 and closing with 1310 in 1996. The highest scaled score attained was 1370 in 1992 and 1994; the lowest was 1310 in 1996.

- The scaled scores for fourth grade mathematics rose and then fell over the five administrations starting with 1380 in 1988 and ending with 1320 in 1996. The highest score for mathematics was 1410 in 1992; the lowest score was 1320 in 1996.

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- The scaled scores for fourth grade science started at 1320 in 1988 and ended with 1320 in 1996. The highest scaled score was 1370 in 1992; the lowest was 1320 in 1988 and 1996.

- The scaled scores for fourth grade social studies started at 1310 in 1988 and increased to end at 1320 in 1996. The highest score attained was 1370 in 1992, the lowest was 1300 in 1990.

- In 1996, fourth graders in Salem scored within their comparison score bands in all subjects. A comparison score band is a range of scores that permits a school to compare its results to what it would have scored if it had scored at the average level for its socioeconomic background. The comparison score band for fourth grade reading was 1300-1340 in 1996. The score bands show a slight variation for different subjects because the state average for each subject is different.

Proficiency Levels

- In reading, the percentage of students scoring at or Below Level1 increased from 39% in 1992 to 41% in 1996. Also, the percentage at Level 2 increased from 29% in 1992 to 41% in 1996. The top levels, 3 and 4, decreased from 31% in 1992 to 18% in 1996.

- The percentage of fourth graders scoring at or below Level 1 in mathematics increased from 30% in 1992 to 35% in 1996 while the percentage scoring in Level 2 increased from 35% to 50% between 1992 and 1996. In 1992, 35% of the fourth graders scored at or above Level 3 while in 1996, 15% scored there.

- Thirty-nine percent of the Salem fourth graders scored at or below Level 1 in 1992 in science while 41% scored in the two lowest categories in 1996. In 1992, 31% scored at Level 2 and in 1996, 53% achieved a score of Level 2. A decrease from 30% to 11% occurred at Levels 3 and 4 between 1992 and 1996.

- Thirty-nine percent of the Salem fourth graders scored at or below Level 1 in 1992 in social studies while in 1996, 38% fell into the same categories in social studies. Level 2 increased from 34% in 1992 to 47% in 1996. In 1992, 27% of the fourth graders scored at levels 3 and 4 in social studies while in 1996, 14% scored at levels 3 and 4.

- Appendix D

GRADE 8

Scaled Scores

Reading scores for eighth graders have increased from 1270 in 1988 to 1310 in 1996. The highest reading score attained by Salem eighth graders was 1310 which they achieved in 1996. The lowest reading score they received was 1270 in 1988 and 1992.

- Scaled scores for eighth grade mathematics have decreased from 1290 in 1988 to 1260 in 1996. The highest eighth grade mathematics score was 1300 in 1992 and the lowest was 1260 in 1990 and 1996.

- Science scaled scores for Salem eighth graders have dropped starting at 1290 in 1988 and ending with 1220 in 1996. They had a high of 1290 in 1988 and 1992 and a low of 1260 in 1990 and 1996.

- Social studies scaled scores have dropped from 1280 in 1988 to 1260 in 1996. The lowest social studies scaled score was 1250 in 1990 and 1994.

- In 1996, eighth graders in Salem scored within their comparison score bands except in science where they scored ten points below the band.

Proficiency Levels

In 1992, 52% of the eighth graders scored in the bottom two proficiency levels, e.g. Below Level 1 and Level 1, in reading. In 1996, 41% of the Salem eighth graders fell into these categories. The percentage of students scoring at Level 2 increased from 20% in 1992 to 38% in 1996. The percentages of Salem eighth graders at Levels 3 and 4 in reading were 28% in 1992 and 21% in 1996.

In mathematics, 53% of the eighth graders scored at Level 1 or Below Level 1 in 1992. In 1996, 49% scored in those same categories. The percent of students scoring at Level 2 increased from 26% in 1992 to 39% in 1996. Twenty percent of the Salem eighth graders scored at Levels 3 and 4 in 1992 while 11% scored at levels 3 and 4 in 1996.

Fifty-five percent of the Salem eighth graders scored at Level 1 or Below Level 1 in science in 1992. In 1996, 57% of the eighth graders scored at the two lowest levels. The percent of students scoring in Level 2 rose from 22% in 1992 to 32% in 1996 At the two highest levels, 3 and 4, the percent decreased from 24% in 1992 to 11% in 1996.

In 1992, 55% of the eighth graders in Salem scored at Level 1 or Below Level 1 in social studies; in 1996, 51% of the eighth graders scored there. The percent of students achieving Level 2 in social studies increased from 21% in 1992 to 32% in 1996. In 1992, 24% of the Salem eighth graders scored in Levels 3 and 4; in 1996, 16% of the eighth graders scored there.

GRADE 10

Scaled Scores

Massachusetts began testing tenth graders in 1994. This report will only deal with tenth grade scores or those scores that have occurred since the Education Reform Law of 1993. Please note that only two years of scores are available so the changes made over five administrations at grades 4 and 8 will not be evident in two administrations.

- Scaled scores for reading at grade 10 rose from 1240 in 1994 to 1260 in 1996.
- Tenth grade scaled scores for mathematics decreased from 1270 in 1994 and to 1250 in 1996.
- Science scaled scores remained the same for tenth graders. Students scored 1240 in 1994 and 1996.
- In social studies, tenth graders scored 1250 in 1994 and in 1996.
- In 1996, tenth graders at Salem scored within their comparison score bands in mathematics, science and social studies, and scored slightly above their score bands in reading.

Proficiency Levels

- Sophomores scoring in Level 1 and Below Level 1 in reading dropped from 55% in 1994 to 50% in 1996. The percent achieving Level 2 increased from 26% in 1994 to 28% in 1996. Nineteen percent of the tenth graders scored in Level 3 or Level 4 in 1994, and 22% of the tenth graders scored in Levels 3 and 4 in 1996.

Appendix D

- In mathematics, 52% of the sophomores scored at Level 1 or Below Level 1 in 1994. In 1996, 52% of the sophomores scored at Level 1 or Below Level 1. In 1994, 28% scored at Level 2 in Mathematics; in 1996, 32% scored at Level 2 in mathematics. Twenty percent of the sophomores scored in the two highest levels in 1994 while 16% of the sophomores scored at Level 3 and Level 4 in 1996.

- In 1994, 56% of the Salem tenth graders scored at Level 1 or Below Level 1 in Science. In 1996, 53% of the sophomores scored there. Twenty-eight percent of the tenth graders achieved Level 2 in 1994 while 32% achieved Level 2 in 1996. The percentage of students who scored in Level 3 and Level 4 was 16% 1994 and 15% in 1996.

- In social studies, 60% of the tenth graders scored at Level 1 or Below Level 1 in 1994 while in 1996, 52% of the sophomores scored in the two bottom levels. Students scoring in Level 2 increased from 21% in 1994 to 34% 1996. Students achieving the highest levels, Levels 3 and 4, decreased slightly from 19% in 1994 to 15% in 1996.

Appendix D

GRADE 4 SCALED SCORES AND COMPARISON SCORE BANDS

Subject	1988 Total Score	1990 Total Score	1992 Total Score	1994 Total Score	1996 Total Score	1996 Score band
READING	1330	1290	1370	1370	1310	1300-1340
MATHEMATICS	1380	1340	1410	1380	1320	1290-1330
SCIENCE	1320	1300	1370	1360	1320	1300-1350
SOCIAL STUDIES	1310	1300	1370	1360	1320	1290-1340

GRADE 4 PERCENTAGES OF STUDENTS AT EACH PROFICIENCY LEVEL

SUBJECT	**92 <1**	**92 1**	**92 2**	**92 3**	**92 4**	***94 <1***	***94 1***	***94 2***	***94 3***	***94 4***	**96 <1**	**96 1**	**96 2**	**96 3**	**96 4**
READING	**6**	**33**	**29**	**26**	**5**	***3***	***36***	***38***	***14***	***10***	**6**	**35**	**41**	**17**	**1**
MATHEMATICS	**3**	**27**	**35**	**31**	**4**	***1***	***28***	***51***	***17***	***4***	**2**	**33**	**50**	**15**	**0**
SCIENCE	**5**	**34**	**31**	**28**	**2**	***4***	***28***	***52***	***12***	***4***	**3**	**33**	**53**	**9**	**2**
SOCIAL STUDIES	**7**	**32**	**34**	**23**	**4**	***2***	***32***	***44***	***19***	***4***	**3**	**35**	**47**	**13**	**1**

Appendix D

GRADE 8 SCALED SCORES AND COMPARISON SCORE BANDS

Subject	1988 Total Score	1990 Total Score	1992 Total Score	1994 Total Score	1996 Total Score	1996 Score band
READING	1270	1280	1270	1290	1310	1280-1330
MATHEMATICS	1290	1260	1300	1270	1260	1230-1280
SCIENCE	1290	1260	1290	1240	1220	1230-1280
SOCIAL STUDIES	1280	1250	1270	1250	1260	1220-1270

GRADE 8 PERCENTAGES OF STUDENTS AT EACH PROFICIENCY LEVEL

SUBJECT	**92 <1**	**92 1**	**92 2**	**92 3**	**92 4**	***94 <1***	***94 1***	***94 2***	***94 3***	***94 4***	**96 <1**	**96 1**	**96 2**	**96 3**	**96 4**
READING	**18**	**34**	**20**	**24**	**4**	***15***	***35***	***28***	***13***	***9***	**11**	**30**	**38**	**16**	**5**
MATHEMATICS	**10**	**43**	**26**	**18**	**2**	***13***	***38***	***31***	***14***	***3***	**11**	**38**	**39**	**9**	**2**
SCIENCE	**8**	**47**	**22**	**20**	**4**	***16***	***38***	***33***	***8***	***5***	**14**	**43**	**32**	**8**	**2**
SOCIAL STUDIES	**8**	**47**	**21**	**21**	**3**	***14***	***41***	***29***	***12***	***3***	**12**	**39**	**32**	**13**	**3**

Appendix D

GRADE 10 SCALED SCORES AND COMPARISON SCORE BANDS

Subject	1994 Total Score	1996 Total Score	1996 Score band
READING	1240	1260	1200-1250
MATHEMATICS	1270	1250	1200-1260
SCIENCE	1240	1240	1210-1270
SOCIAL STUDIES	1250	1250	1200-1260

GRADE 10 PERCENTAGES OF STUDENTS AT EACH PROFICIENCY LEVEL

SUBJECT	1994 <1	1994 1	1994 2	1994 3	1994 4	1996 <1	1996 1	1996 2	1996 3	1996 4
READING	22	33	26	12	7	23	27	28	14	8
MATHEMATICS	19	33	28	13	7	14	38	32	12	4
SCIENCE	16	40	28	10	6	11	42	32	14	1
SOCIAL STUDIES	20	40	21	12	7	20	32	34	10	5

Appendix E

EMPLOYEE SURVEY - SALEM

Teachers

Note: Percentages may not add to 100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

1	Education Reform	1&2		4 &5		3
1.a.	Are you familiar with the issues of Education Reform, the Law passed in 1993?	84%		6%		10%
1.b.	Do you feel you have a good understanding of the purpose and the goals of the law?	72%		9%		19%
1.c.	Do you feel that there is a lot of confusion about what Education Reform is all about?	55%		22%		23%
1.d.	Do you feel the issues of Education Reform are considered when school district plans are made?	71%		9%		20%
1.e.	Do you feel the issues of Education Reform are considered when school-based plans are made?	76%		7%		17%
1.f.	In your opinion is the school district taking positive steps to improve education?	87%		6%		7%
1.g.	Do you feel your job has changed because of Education Reform?	64%		19%		18%
1.h.	Do you think there has been an improvement in student achievement in your school due to Education Reform?	30%		22%		48%
1.i.	Do you think the improvements in education at the school would have happened without Education Reform?	49%		19%		32%
1.j.	Have you perceived an increase in school funding tied directly to improvements in education in your district?	38%		27%		36%

2	Educational Goals and Objectives	1&2		4 &5		3
2.a.	Are the school administration's goals and objectives generally clear and understandable?	70%		15%		14%
2.b.	Are you clear about the school district's goals and objectives as they relate to your own job?	65%		17%		18%
2.c.	Are there indicators issued to measure progress toward goals and objectives generally?	62%		13%		25%
2.d.	Are there indicators used to measure your progress toward goals and objectives?	57%		16%		27%
2.e.	Do you have a role in developing these goals and objectives?	57%		26%		17%

3	Curriculum	1&2		4 &5		3
3.a.	Do you believe that your district's curriculum is coherent and sequential?	43%		35%		22%
3.b.	Do you believe that your curriculum is challenging and tied to preparing students for life after secondary school?	67%		13%		21%
3.c.	Is there a coherent, on-going effort within the district to keep curriculum current with evolving trends and best practices in pedagogy and educational research?	79%		8%		14%

Appendix E

EMPLOYEE SURVEY - SALEM

Teachers

Note: Percentages may not add to 100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

3.d.	Do teachers play an important role in reviewing and revising curriculum in the district?	80%		9%		11%
3.e.	Will the curriculum now in use in your school improve student test scores?	49%		15%		36%
3.f.	Do you believe that the curriculum content does not impact test scores as much as how a subject is taught by a teacher?	65%		16%		19%

4	**Planning**	**1&2**		**4 &5**		**3**
4.a.	Is the planning for important issues (e.g. curriculum, budgetary, etc.) within the district a top-down process?	70%		18%		12%
4.a.1.	If the answer is "Definitely yes" (1) or "Generally yes" (2), is there an important role for teachers and professional staff in the planning process?	61%		21%		17%
4.b.	If staff does not have an important role in developing plans, are decisions made by the central office/school committee explained so that you can understand the basis for the decision/policy?	39%		23%		38%

5	**Communications and Mission Statement**	**1&2**		**4 &5**		**3**
5.a.	Is there adequate on-going communication between teachers and district administrators? In other words, do you think that you know what is going on in the district?	51%		26%		22%
5.b.	Is there adequate communication between you and your superiors?	65%		17%		17%
5.c.	Is there a mission statement in place for your school district?	89%		1%		10%
5.d.	Is there a mission statement in place for your school?	84%		5%		11%
5.e.	Does the mission statement define how the school is run, and how students are taught?	61%		14%		25%
5.f.	Are these mission statements applied in the operation of the school and the teaching of students?	63%		14%		24%

Appendix E

EMPLOYEE SURVEY - SALEM

Teachers

Note: Percentages may not add to 100% due to rounding

Rating Scale		
Yes/No Questions		**Opinion**
yes	**1&2**	**Good to Excellent**
No	**4 &5**	**Not good, inadequate**
Not sure, one way or the other	**3**	**OK - could be better, could be worse**

6	Budget Process	1&2		4 &5		3
6.a.	Do you understand your school budget process?	47%		32%		20%
6.b	Do you understand how the budget process impacts your department?	61%		21%		18%
6.c.	Is the school budgeting process fair and equitable?	27%		30%		42%
6.d.	Are budgetary needs solicited and adequately addressed in the budget process?	35%		29%		36%
6.e.	Once the budget is approved and implemented, does the allocation and use of funds match the publicly stated purposes?	41%		12%		47%
6.f.	Given the circumstances, the school department seems to be doing the best it can with in the school budget process.	48%		18%		33%
6.g.	Are there deficiencies in this process?	44%		14%		42%

7	Professional Development	1&2		4 &5		3
7.a.	Is there an adequate professional development program in your school?	54%		31%		15%
7.b.	Is the program designed to meet school needs and tied to the new frameworks and assessments?	60%		21%		19%
7.c.	Is the program designed to change the content of pedagogy in classrooms?	47%		22%		31%
7.d.	Are there deficiencies in the professional development program?	46%		27%		27%
7.e.	Did you participate in the professional development program in 1996/97?	83%		12%		5%
7.f.	Professional development is making a difference and will improve education in my school district.	56%		21%		23%

8	Supplies	1&2		4 &5		3
8.a.	Have you generally received sufficient and appropriate supplies to do your job?	48%		40%		12%
8.b.	Have you generally received sufficient and appropriate basic educational supplies (e.g. chalk, paper, pens, pencils, etc.) to do your job?	75%		20%		6%
8.c.	Have you generally been supplied with a sufficient number of a current edition of textbooks?	36%		53%		11%
8.d.	Are students given a copy of these textbooks to keep at home during the year?	2%		92%		6%
8.e.	Have you generally been supplied with sufficient ancillary curriculum materials (e.g. current maps, lab supplies, videos, etc.)?	31%		49%		21%
8.f.	Is the process for obtaining supplies and materials effective, time sensitive and responsive to your classroom needs?	32%		46%		22%

Appendix E

EMPLOYEE SURVEY - SALEM

Teachers

Note: Percentages may not add to 100% due to rounding

		Rating Scale				
		Yes/No Questions				Opinion
		yes		1&2		Good to Excellent
		No		4 &5		Not good, inadequate
		Not sure, one way or the other		3		OK - could be better, could be worse
9	**Facilities**	**1&2**		**4 &5**		**3**
9.a.	How would you rate the overall state of school facilities (e.g. cleanliness, security, maintenance, structural integrity)?	55%		35%		9%
9.b.	How would you rate the overall state of classrooms, labs, and other teaching rooms/areas?	58%		29%		13%
9.c.	How would you rate the overall state of the common areas (e.g. hallways, stairwells, and cafeteria)?	62%		26%		12%
9.d.	How would you rate the overall state of the areas outside of the building (e.g. playgrounds, walk-ways and grounds)?	61%		26%		12%
9.e.	Would you agree with the following statement: "The school administration makes an effort to provide a clean and safe working environment."	73%		16%		11%
10	**Computers and other Educational Technology**	**1&2**		**4 &5**		**3**
10.a.	Are the usage of computers and other technological tools a significant part of the management practices at the school?	63%		19%		19%
10.b.	Are the usage of computers and other technological tools a significant part of the instructional practices at the school?	50%		29%		21%
10.c.	In terms of student usage, are computers generally available only in a computer laboratory setting or library/media center?	38%		55%		7%
10.d.	How many computers are located in your classroom?	Avg. of 2.5				
10.e.	Do you have a school computer provided for and dedicated for your usage?	38%		58%		4%
10.f.	Is there a school computer provided for and shared by you and other teachers?	59%		35%		6%
10.g.	Are there computers available for and used on a regular basis by students?	73%		18%		9%
10.h.	About how many minutes a week does each student use a computer? (Estimated) min.	Avg. of 53 minutes				
10.i.	Is the number of available computers sufficient for the number of students?	18%		72%		10%
10.j.	Are the computers in good working order?	65%		16%		19%
10.k.	Are the software packages in the computers uniform and consistent with the instructional level to be provided?	52%		20%		27%
10.l.	Is there a policy or program providing for computer training for teachers on software and computers used by students?	76%		13%		11%

Appendix F

SUPERINTENDENT'S STATEMENT ON EDUCATION REFORM IN THE SALEM PUBLIC SCHOOLS

- *BARRIERS*

A discussion of school district progress must begin with a brief history of the tenure of leadership in the Salem Public Schools. The Director of Curriculum resigned in August of 1994, and a position with responsibility for addressing the implementation of the Massachusetts Curriculum Frameworks district-wide was not again in place until an Assistant Superintendent of Curriculum was employed in November of 1996. Significant and effective work progressed at the individual school building level that addressed the Frameworks during this two year hiatus; however, the absence of a central office focus on kindergarten through twelfth grade Framework implementation until FY97 delayed systematic and system-wide approaches to curriculum, instruction, and assessment.

In June of 1995 the Assistant Superintendent of the Salem Public Schools retired; in June of 1996 the Superintendent left the employ of the district. In June of 1998, his replacement left the Salem Public Schools. Midwav through that FY98 school year the new Superintendent relinquished his role, and an Interim Superintendent was appointed. The present Superintendent assumed this position in August of 1998. Within a four year period since the onset of education reform, five of six elementary school principals retired and a new elementary school was opened. One of the replacement principals has since resigned and a second replacement principal recently retired. At Salem High School, there have been four principals since FY95.

Lack of consistent leadership must be identified as an **historical barrier** to education reform in the Salem Public Schools. Additionally, ever-increasing Special Education costs have had significant impact on the ability of the School District to redirect funds toward other areas of need. Existing union contracts, coupled with limited fiscal resources, have impacted the amount of time that high school staff, particularly, but all staff, in general, are available for professional development initiatives. Continuing reverberations from a teacher strike in FY95, and a decision by the City Council to cut S300,000 from the current school budget have also been hindrances. Salem Public Schools, as most school districts in the Commonwealth, have significant difficulties in acquiring sufficient and competent substitute teacher staff and regular teaching staff in specialized areas such as bilingual education.

PROGRESS

That said, despite the barriers to education reform, significant school district progress has been accomplished since 1993. For example, a new, year-around, state-of-the-art elementary school focused on Mathematics, Science, and Technology was created. This school, **the Saltonstall School, opened in** September of 1995. Extensive renovation / rebuilding projects at **Bentley Elementary School, Collins Middle School,** and the Saltonstall left Salem with some of the more attractive and efficient educational facilities in the Commonwealth. Additionally, intra-district controlled choice at the elementary level had been established (prior to education reform) to address racial balance. A highly respected Two Way Bilingual Program was established at the **Federal Street School,** and a second Two Way Bilingual Program is in its second year at the **Bentley Elementary School.** In addition, a FLES program (Foreign Language in the Elementary School) has been established at **the Bentley Elementary School.** Since education reform, the Early Childhood Center, a state-of-the-art facility, was established that replaced out-dated and out-moded facilities, and pre-school services in the Salem Public Schools have been expanded with three additional classrooms offering a total of six sessions for fourteen students each. Two years ago pre-school services were offered at **Saltonstall Elementary School,** and last year they were offered at the Bates Elementary School. Salem has offered full-day kindergarten since FY92; since Education Reform that program has continued to evolve. In FY98 teachers piloted a K/1 Literacy Inventory that gives professionals baseline information on English speaking and Spanish speaking students. In FY99 the K/1 Literacy Inventory was fully implemented for both instructional and assessment purposes.

Other improvements since Education Reform include: the implementation of alternative programs at Collins Middle School and Salem High School; the establishment of a full-service-vice Health Clinic at Salem High School; peer counseling and conflict resolution programs at **Collins Middle School** and **Salem High School**; expanded services for teen parents at **Salem High School**; and the significant expansion of inclusionary models for the delivery of Special Education Services district-wide. Curriculum/Instruction Assessment Initiatives implemented at the district level since FY97 are outlined on the attached. There is no question that under the Educational Reform Act, the Salem Public Schools, even in the face of inconsistent district leadership, has received funding that allowed creation and maintenance of quality programs and led to the initiation of significant changes toward improvement. Salem Public Schools exceeded the net school spending requirement each year since the passage of the Reform Act; and in the past few years has been close to the foundation target.

THE FUTURE

Plans over the next three to five years include the on-going implementation of Curriculum/ Instruction / Assessment initiatives related to the Massachusetts Frameworks and the Massachusetts Comprehensive Assessment System (MCAS). Additionally, a massive S72,000,000 program in facility, improvement is currently under way, which includes the building of a completely new facility for the **Federal Street** and **Carlton Elementary Schools** and significant renovation of the **Bates and Witchcraft Elementary Schools** and **Salem High School** The Salem Public Schools Technology Plan will be fully implemented resulting in district-wide (WAN) networking and a ratio of one computer for every five students and one computer for every professional staff member. A community school will be established during the evening hours at **Salem High School** and a Director of Pupil Personnel Services planned to be in place to improve the delivery of special education and guidance services to students. Additionally, a Director of Secondary Education will be in place on February 1, 1999, with responsible for the ongoing creation and implementation of appropriate curriculum, instruction, and assessments, grade six through twelve. A full time night school for students in difficulty is planned. Also, Professional Development Academies in topics such as science instruction and Research for Better Teaching are planned for implementation in the Summer of 1999.

- **CREDITS**

That education reform has been embraced so aggressively and effectively in the absence of consistent leadership, as outlined in the beginning a paragraphs of this statement, is a testament to the caliber of educators serving the children enrolled in the Salem Public Schools. The stability and improvement initiatives that are in process and will continue with present district and principal leadership foretell ever increasing levels of achievement for Salem's students. The commitment to school reform by a staunchly pro-education, newly elected Mayor and the same commitment by highly skilled, well-motivated School Committee members are major positive developments that also bode well for the future of the Salem Public Schools.

Herbert W. Levine, Ph.D.
Superintendent of Schools

SALEM PUBLIC SCHOOLS
CURRICULUM / INSTRUCTION / ASSESSMENT INITIATIVES - PA

FY97	FY98 CURRICULUM /	FY99 STAFF	FY00 DEVELOPMENT	FY01
Language Arts; Science: and World Languages **CREATE PHASE 1**	Language Arts:Science and World Languages **CREATE PHASE 2** Mathematics: Social Studies; Fine, Applied, and Performing Arts: **CREATE PHASE 1**	Language Arts; Science and World Language REFINE Mathematics: Social Studies; Fine, Applied, and Performing Arts: **CREATE PHASE 2**	Language Arts; Science and World Languages; **IMPLEMENTATION STAGE A** Mathematics; Social Studies; Fine, Applied and Performing Arts; **REFINE**	Language Arts; Science and World Languages: **IMPLEMENTATION B** Mathematics: Social Studies Applied, and Performing Ar **IMPLEMENTATION STA A**
	INSTRUCTION /	**STAFF DEVELOPMENT**		
All committees begin by reading (International, national, and state) seminal documents in the particular discipline. Processes for Curriculum/ Instruction/ Assessment Development Outlined in Attachment A. Train 8 Mentors in Salem State Program; assign Mentors / Mentees ratio 1:5	Train 18 in-house Staff Developers / Tutors in First Steps Begin Purchasing Program for First Steps materials K-12 & Wiggleworks (K-20 Offer Staff Development in First Steps at building and district level Reinstitute Reading Recovery. Train 2nd Reading Recovery Teacher Leader and Teacher Leader in Spanish RR; train 11 RR teachers. Secure budget commitment for the purchase of literacy instructional materials. Implement Read Science Facilitators & Read Technology Facilitators at Elementary Level Establish Professional Development Council; begin to approve components and offer PDP / Inservice Courses Continue Mentor Program; train in Pathwise, maintain ratios	Train two additional MS Tutors in First Steps Continue purchasing program in First Steps & Wiggleworks Appoint two in house Literacy Staff Developers 2nd Year of Descubriendo Teacher Training; train 3 more Salem RR teachers; training for other districts Purchase literacy instrc. materials Secure budget commitment for Science instructional materials Require use of Mos. of Science Kits grades 1 -5; provide staff development Create common assessments Science / Math 8/9/10. Create performance assessments that address grade level benchmarks in Science K - 5. Establish criteria for administration of K-5 Performance Assessments in Reading and Writing Institute 1:1 Mentor/ Mentee ratio	Continue with Reading Recovery / Descurbriendo and First Steps training Continue First Steps & Wiggleworks purchasing program Institute Science lab in 1 additional elementary school Offer AIMS training in Math/Science to 40 elementary teachers Train one in house AIMS staff developer (yr. 1 of 2 trng) Offer Understanding & Analyzing Teaching to all Dist. administrators & curriculum leaders Secure funding for Mathematics and Social Studies inst. materials Continue to create common assessments K-12 in Science; begin to create common asssesments in Mathematics	

SALEM PUBLIC SCHOOLS
CURRICULUM / INSTRUCTION / ASSESSMENT INITIATIVES - Pg 2

Curriculum Staff Development

FY97	FY98	FY99	FY00	FY01
• Include SMART (specific, measurable appropriate, rigorous, and time bound) goals in all School Improvement Plans Field test CTBS's Terra Nova and Supera in selected grade levels (at grade 10 instead of IOWAS) • Administer IOWAS	• Administer Performance Assessment in Reading/Writing to all English speaking students, K-12 • Include district-wide student achievement literacy (SMART) goal in all School Improvement Plans • Establish ranges in levels of literacy at each grade for English speaking students K-8 • Administer Terra Nova and Supera in spring to grade 3: in fall to grades 6&9 (Reading, Language, Mathematics, Science, and Social Studies) • Administer IOWAS in spring to grade 3: MCAS in spring to grades 4, 8 &10. • Create in-house performance assessments in Reading/Writing in Spanish for grades 1-5. • Begin use of Assessment Portfolios for students at selected grade levels • Begin to record individual student's literacy development with First Steps continua. • Create & field-test K/1 Literacy Inventory (English and Spanish)	• Create District Improvement Plan • Desegregate all student achievement data by SPED, bilingual, and free/reduced lunch • Provide training on the planning of instructional programs using information from disaggregated student achievement data • Define process for peer review / collaboration on the acquisition of school and district level student achievement goals • Implement system-wide approach to the monitoring of individual student literacy development using First Steps continua • Administer Spanish Performance Assessments in Reading/ Writing to student K-5 • Develop Spanish Performance Assessment in Reading /Writing 6-12 • Implement Pre & Post Assessments of all K/1 students on Literacy Inventory	• Create district-wide electronic data base for all student ac achievement indicators (English and Spanish), including SPS Literacy Phase Descriptions, First Steps Continua, IOWAS, Terra Nova, Supera, Performance Assessments in Reading/ Writing, Science Mathematics, Social Studies, and World Languages • Continue ongoing review of student achievement goals in all School Improvement Plans and District Improvement Plans and the accomplishment of those goals	

Attachment A

Curriculum
Processes of Curriculum/Instruction/ Assessment Committees

CREATE

1. Create committee by selecting broad based membership.
2. Review national standards documents.
3. Review state frameworks.
4. Review national and state curriculum documents of quality, i.e. curricula commended by national professional organizations
5. Agree on philosophical beliefs underlying Curriculum Guidelines document, i.e., relevant components from national and state documents to be included.
6. Agree on Standards Statements that will be adopted by the district.
7. Review State Curriculum Frameworks and align specified student outcomes with defined Standards Statements
8. Arrange anticipated student outcomes according to defined categories. If the Curriculum Guidelines document is ordered on a continuum arrange hierarchically. If the Curriculum Guidelines document is ordered by grade levels, arrange student outcomes accordingly.
9. Collect feedback from grade appropriate teachers and publish draft document
10. Incorporate feedback from grade appropriate teachers and publish draft document as approved by discipline specific Curriculum/Instruction/ Assessment Committee and Curriculum Council for review by school-wide community.

REFINE

11. Allow minimum of three month review period by faculty members. School Council members, parents and community to determine consensus on ordering of outcomes.
12. Revise document after input on ordering of outcomes.
13. Seek approval from Curriculum Council and publish endorsed Curriculum Guidelines.
14. Create Scope and Sequence Charts that identify Strands, Benchmarks, and appropriate assessments that address district Curriculum Guidelines
15. Seek approval from Curriculum Council, and publish endorsed Scope and Sequence Charts and sample grade level assessments.
16. Create time line and implementation plan for district-wide assessments of Curriculum Guidelines, as approved by Curriculum Council.
17. Gather recommendations from teachers, principals, and directors on range (grade levels, language/literacy levels) and types of instructional materials that need to be purchased for implementation of Curriculum.
18. Create timeline and implementation plan for the purchase of recommended instructional materials, as approved by Curriculum Council.
19. Gather recommendations from teacher's principals and directors on professional development as approved by Curriculum Council.
20. Create time line and implementation plan for the offering of recommended professional development, as approved by Curriculum Council.
21. Make recommendations to School Committee on instructional materials purchases.
22. Make recommendations to Professional Development Council on professional development offerings.

IMPLEMENTATION - STAGE A

23. Build broad-based educator and community member awareness of content of Curriculum Guidelines.
24. Acquire additional instructional materials as required for ongoing implementation of Curriculum Guidelines.
25. Provide on-going professional development to support continuing implementation of Curriculum Guidelines.
26. Implement district-wide assessments addressing Curriculum Guidelines as recommended by Committee and approved by Curriculum Council.
27. Monitor and report assessment results regularly at Curriculum Council, at schools, at School Councils, at District Council, and at School Committee.

IMPLEMENTATION - STAGE B

28. Evaluate assessment results regularly to determine recommendations for alterations in instructional program: these recommendations to come from Curriculum Council; school staffs, School Councils and District Council, and eventually approved by specific discipline Committee and Curriculum Council.
29. Develop School Report Cards at school level which report to the community at large on student assessments in all curriculum areas.
30. Agree at School Council and District Council level on School District Report Card that compiles information from all schools on student assessments in all curriculum areas; such report card to be approved by School Committee.

Appendix G

Comparison of MCAS Average Scaled Scores

All Students	Salem Average Scaled Score	State Average Scaled Score	Variance to State Avg.
Grade 4:			
English Language Arts	227	230	-3
Mathematics	228	234	-6
Science & Technology	234	238	-4
Grade 8:			
English Language Arts	232	237	-5
Mathematics	218	227	-9
Science & Technology	216	225	-9
Grade 10:			
English Language Arts	229	230	-1
Mathematics	219	222	-3
Science & Technology	222	225	-3
All Students attending this district for Three Years or			
Grade 4:			
English Language Arts	229	232	-3
Mathematics	230	235	-5
Science & Technology	236	239	-3
Grade 8:			
English Language Arts	234	238	-4
Mathematics	220	228	-8
Science & Technology	218	227	-9
Grade 10:			
English Language Arts	231	234	-3
Mathematics	220	225	-5
Science & Technology	223	228	-5

Note: Data provided by DOE

The Salem Public Schools
City of Salem

Dr. Herbert W. Levine, Superintendent

February 2, 1999

Mr. Dieter H. Wahl, Director of Education Audits
Mass Dept. of Revenue
PO Box 9655
Boston, MA 02114-9655

Dear Mr. Wahl,

Once again, I would like to thank you and your team for the professional way in which you have handled the entire DOR investigatory process and report regarding Ed Reform spending in the City of Salem. Each and every one of the team has been pleasant, professional, competent and enjoyable to work with. True to the nature of the entire experience, the corrections conference was equally well done. We are quite satisfied in Salem with the results of the conference and accept, in full, the draft that was most recently sent dated January 25, 1999 for review.

I do, therefore, as the Superintendent of Schools of the City of Salem, fully endorse as the final draft that copy which arrived in my office on Friday, January 29, 1999. I look forward to the hearing before the full board and once again, please convey to your team our gratitude and thanks for a job well done. I thank you personally for your efforts in coordinating and directing what can be a complex and challenging task.

Very truly yours,

Herbert W. Levine, Ph. D.
Superintendent of Schools

HWL/bf

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ACKNOWLEDGMENTS

This report was prepared by the staff of the Education Audit Bureau, Department of Revenue, Division of Local Services.

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