Innovations in Education

OVERVIEW

Thanks to the strong support of the Mayor, City Council, and School Committee, and effective Superintendent leadership, the Boston Public Schools (BPS) has made considerable progress over the past fifteen years. Guided by two five-year reform plans, Focus On Children and Focus On Children II, the district has adopted a "whole school improvement" approach. This approach pursues the goal of closing the achievement and access gaps to ensure that all students achieve at high levels. The cornerstone of both Focus On Children plans is a commitment to raising student performance by improving instruction in every classroom of every school.

Boston's approach to transforming a large urban school district has produced impressive results. Student performance on the Massachusetts Comprehensive Assessment System (MCAS) exams has risen steadily across all grades and in all subject areas. In 2006, the district won the distinguished Broad Prize for Urban Education, the highest national award presented to a big city school district.

The Boston reform plan includes several key strategies to improve student achievement. To provide students with a successful beginning to their educational careers, the district has prioritized early childhood education, including the opening of new early education centers and full-day kindergarten for four- and five-year-olds. To prepare older students for college and career success, Boston has reorganized all of its high schools into smaller, more personalized learning environments.

Since her appointment as Superintendent of the Boston Public Schools in August 2007, Dr. Carol R. Johnson has developed an ambitious agenda for the next chapter in the Boston Public Schools' history. Dr. Johnson is committed to eliminating achievement and access gaps by creating and expanding opportunities for all students. In

January 2008, she presented to the Boston School Committee and the community an "Acceleration Agenda" that outlines key priorities for ensuring the success of all children, as well as a reorganization of the district's central offices to strengthen academic supports for schools.

BPS Operating Budget

The Boston Public Schools' FY09 budget, totaling \$832.0 million, represents a \$36.5 million increase over the FY08 appropriation. This budget reflects the Mayor's continued commitment to education. Despite fiscal challenges, education remains a top priority for the City of Boston.

Despite continuing pressure resulting from increasing health insurance and energy costs, the FY09 budget provides targeted support for top education priorities, including:

- Expansion of full-day Kindergarten 1 (K1) programs for four- year-olds;
- Start-up costs for new and expanding K-8 schools:
- Funds to align literacy curriculum across the district;
- Introduction of Advanced Placement classes for four hundred students in ten schools;
- Planning and initial implementation efforts to establish an International Baccalaureate program in two schools;
- Enrichment opportunities for non-Advanced Work Class schools, music and arts programs; and
- Strategies to support Graduation for All, including a Newcomers Academy for immigrant students and support for English Language Learners, credit recovery programs, and funding for a new alternative education program or pilot school.

Developing a balanced FY09 budget that funds priorities and covers fixed cost increases required the Boston Public Schools to increase revenue, identify efficiencies, and make targeted reductions

to central departments. The Boston Public Schools' management team has also begun a strategic planning process that will engage in a multi-year review of enrollment, strategic use of facilities, and efficiencies possible in major service areas. By September 2008, BPS plans to present a comprehensive review of facilities and programs to ensure an equitable distribution of quality educational offerings across the system.

BPS STUDENTS

Student Enrollment

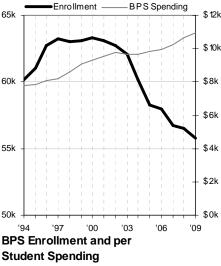
As of January 2008, 56,524 students were enrolled in the Boston Public Schools. This enrollment level represents a decrease of 239 students from the 56,763 students enrolled in February 2007. The January 2008 enrollment represents a decrease of about 10.8% (6,811 students) from the most recent enrollment peak of 63,335 reached in December 1999 (See Figure 1).

The enrollment projection of 55,797 students in FY09 anticipates a 1.3% decrease from the FY08 enrollment overall. The Boston Public Schools projects a 1.8% decrease in the number of regular education students from the actual enrollment level in January 2008. Special education enrollment is expected to increase by about 1% from the January 2008 enrollment level. Bilingual education/Sheltered English Instruction (SEI) enrollment is projected to increase by about 0.5% from the January 2008 level.

Student enrollment is a key factor in the Boston Public Schools budget. During the budgeting process, BPS projects enrollment levels for each program, grade, and school. The projected enrollment at each school for the upcoming school year then determines the allocation of resources at the school level.

Student Diversity

The BPS student population is racially and ethnically diverse. In FY08, the student body was 41% Black, 35% Hispanic, 14% White, 9% Asian, 1% multi-racial, non-Hispanic, and less than 1% other. 74% of BPS students are eligible to receive free and reduced-price meals in school (64% free, 10% reduced).



FY94 - FY09 adjusted to 2000 dollars Figure 1

The Boston Public Schools seeks to ensure equal educational opportunities and prevent discrimination and inequalities based on racial, ethnic, or socio-economic status, gender, sexual orientation, or any other reasons.

PROGRAMS AND SERVICES

Currently, 79.1% of Boston Public Schools students are in regular education programs (including vocational and advanced work, and mainstream special education), 10.6% are in bilingual education, and 10.4% are in substantially separate special education programs.

Regular Education

Regular education programs at the Boston Public Schools include grades 1 through 12, kindergarten, and early learning opportunities. BPS programs range from early learning to high school programs, from classical education to technology, and from advanced work classes to remedial and alternative education. In addition, adult basic education and evening high school programs are available for Boston's adult population.

English Language Learners

The Boston Public Schools, through its Office of Language Learning and Support Services (OLLSS), ensures that English Language Learners (ELL)/Limited English Proficient (LEP) students acquire proficiency in English while achieving the same standards as their fluent English-speaking peers. There are approximately 10,094 ELL/LEP students in the Boston Public Schools. In educating ELLs. Boston Public Schools identifies those children who qualify for ELL services and explains program options to their families. Families then choose the program they believe will best meet their child's educational needs. These programs include Sheltered English Immersion programs, Two-Way Immersion, and Transitional Bilingual Education. (Families may also opt out of an assignment to an ELL program.) All ELL programs provide access to the same rigorous curriculum that students in general education receive.

Because there is an ELL student in nearly every classroom in Boston's schools, the Boston Public Schools strives to increase the number of highly qualified teachers of English Language Learners. The Boston Public Schools is involved in targeted efforts to increase the numbers of ELL teachers. including partnerships with the Massachusetts Department of Education, the University of Massachusetts Boston, Boston College, and the Boston Plan for Excellence. OLLSS also offers all BPS teachers opportunities to participate in professional development regarding ELL. Nearly 4,000 professional and paraprofessional staff members have participated in trainings on second language learning and teaching, sheltering content instruction, assessment of speaking and listening, and teaching reading and writing to ELLs.

During FY09, OLLSS will focus on:

- Increasing the number of English as a Second Language (ESL) certified teachers through partnerships;
- Implementing a multi-year professional development plan focused on enhancing instructional practices in schools;
- Emphasizing the diagnostic and prescriptive assessment of ELL/LEP students to inform instruction and intervention;

- Improving the flow of information to families and community groups who work with ELLs regarding available programs;
- Increasing the role of OLLSS in interacting with community organizations to better serve ELL families;
- Expanding opportunities for ELL families to be meaningfully involved in their children's education;
- Increasing the number of grade levels assessed for academic English proficiency and native language literacy by the Newcomer Assessment Center from 9th-12th grades to 6th-12th grades; and
- Supporting supplemental programs that engage ELL students beyond the academic day through partnerships with community organizations.

Special Education

The Boston Public Schools provides special education services in both public schools and special education private schools to approximately 11,661 students. In keeping with BPS's goal to enable all students to achieve high standards, BPS's special education services are geared towards mitigating barriers to teaching and learning so that all students can reach citywide learning standards, graduate from high school, have the tools to choose post-secondary education and/or employment, and contribute to the community. All special education services are provided in accordance with the Individuals with Disabilities Education Act (IDEA), Massachusetts State Regulations (CMR 28), and Boston School Committee policies.

Special education teachers work with students with disabilities to meet the goals and objectives specified in their Individualized Educational Plans (IEPs). Speech and language pathologists, occupational therapists, adaptive physical education teachers, and other specialists also provide services as determined through the IEP process.

BPS strives to provide appropriate services to students with disabilities and to serve more students within regular education settings. While many special education students receive instruction in regular education classrooms and resource rooms, approximately 43% of students with disabilities are educated in substantially

separate settings to successfully meet their special education needs.

In addition to in-district placements in mainstream or substantially separate placements, BPS is responsible for the educational services of approximately 445 students in out-of-district placements. Students receive out-of-district placements when it is determined that their needs cannot be met in a public school setting, and that a private day school or private residential school is required to meet their educational goals and objectives. BPS is currently fully or partly responsible for paying for services for 392 of these students. Costs range from \$26,761 per year to \$267,395 per year. Tuition rates are established by the Commonwealth of Massachusetts Rate Setting Commission.

Student/School Support Services

Students in all programs take advantage of a wide range of support services in the schools. These support services create a continuum of support for students with and without disabilities. The Unified Student Services Team provides prevention services focused on improving school climate and increasing staff capacity to deal with a broad range of issues, direct services provided to students either in groups or individually, and crisis services. The Unified Student Services Team collaborates with human services and community agencies to supplement the support services BPS offers.

ALTERNATIVE SCHOOL DESIGNS

Pilot Schools

Innovation is essential to continuous school improvement. In recognition of this fact, BPS and the Boston Teachers Union (BTU) collaborated in 1994 to create pilot schools that could serve as laboratories for innovative ideas in quality instruction. Pilot schools, exempt from the BTU contract and School Committee rules and regulations, can test innovative educational ideas that can later be introduced to the entire BPS community. In February 2006, BPS and the BTU agreed to significantly expand the number of pilot schools over the next few years.

Pilot school students' test scores on national and state tests have shown consistent improvement.

Reports by the Center for Collaborative Education have suggested that the flexibility pilot schools have been given with regard to budget, staffing and scheduling has had a positive impact on instruction, the educational environment, post-secondary outcomes and most importantly, student achievement.

As of FY09, eighteen pilot schools will be in operation, serving an estimated 6,261 students. These pilot schools were created through a request for proposals process.

Boston's pilot schools include: Fenway High School, Young Achievers Science and Math K-8 School, Lyndon K-8 School, Greater Egleston Community High School, Mission Hill K-8 School, The Harbor School, New Mission High School, Boston Arts Academy, Quincy Upper School, TechBoston Academy, Boston Community Leadership Academy, Orchard Gardens K-8 School, Frederick Pilot Middle School, Another Course to College, Lee Academy, Mason Elementary School, Baldwin Early Learning Center, and Gardner Extended Services School.

Horace Mann Charter Schools

The City of Boston has two Horace Mann charter schools that will serve an estimated 570 students in FY09. These schools, the Health Careers Academy and the Boston Day and Evening Academy, were originally founded as pilot schools and were designated as Horace Mann charter schools in 1999.

A Horace Mann charter school represents all or part of a public school operated under a formal charter approved by the local school committee and local bargaining agent and granted by the Commonwealth of Massachusetts. Charters are granted for five years and are renewable. Charter schools must comply with state regulations on testing and assessments, and must measure their progress against the goals specified in their charter and produce a formal annual report. In addition, site visits are used to assess each charter school's progress.

Horace Mann charter schools submit a budget request to the Superintendent and School Committee each year. The cost of Horace Mann charter schools is included in the BPS operating budget. In accordance with the Massachusetts law governing charter schools, a Horace Mann charter school's budget allocation must be consistent with the allocation to other public schools in the district.

Commonwealth Charter Schools

In accordance with the Education Reform Act of 1993, Commonwealth charter schools are public schools established by charters granted by the Board of Education independent of local school committees. Commonwealth charter schools differ from pilot schools and Horace Mann charter schools in that the granting of their charters does not require the approval of the local school committee or school unions, and they do not submit an annual budget request to the local school committee. The sending district of the student attending the Commonwealth charter school bears the cost of their education. Tuition costs for charter school students who live in Boston are paid by the City of Boston through a state assessment separate from the BPS operating budget.

In FY08, approximately 4,841 Boston students attended Commonwealth charter schools. In FY09, enrollment of Boston students in charter schools is expected to increase to approximately 5,254. (For more information on charter school funding, see Revenue Estimates and Analysis)

EXTERNAL RESOURCES

External funds are critical to the success of the Boston Public Schools. They are targeted for specific purposes that enhance teaching and learning and are part of a strategic all-funds approach to budgeting. External funds are provided through formula grants (called entitlements), competitive grants, reimbursement accounts, and other grants, primarily from state and federal sources. About 80% of external funding comes from federal sources.

Approximately 20% is from state aid and grants. Less than one-half of one percent of external funding comes from private funds.

BPS expects to receive \$120.8 million in external funds in FY09, an amount equal to 12.0% of its all-

funds budget. The FY09 budget for external funds represents a decrease of approximately \$9.1 million or 7.0% from the FY08 budget. At the time of this writing, BPS was in the process of applying for grants that may be awarded for FY09, but are not yet guaranteed. As a result, the FY09 external funds estimate is probably understated.

Federal Aid

Federal and state aid to the Boston Public Schools has varied over the past few fiscal years. The Boston Public Schools' level of federal funding dropped in FY04 when the federal government began using 2000 Census figures in aid formulas, rose in FY05, and leveled off in FY06. Federal aid dropped in FY07 and FY08 due to cuts in federal education program budgets.

In FY09, BPS expects to experience another drop in federal funding. A number of factors contribute to the drop in Boston's federal support. These include a general reduction in federal grants in order to maintain level or slightly increased funding for Title I and IDEA, a continuing redistribution of federal dollars away from the Northeast to other sections of the country based on census data, and a continued trend of declining enrollment.

The Boston Public Schools' primary source of federal education funding is the No Child Left Behind Act (NCLB). NCLB, established during the cyclical reauthorization of the Elementary and Secondary Education Act (ESEA) in 2002, promises resources geared toward improving the quality of education for every child. NCLB funds come with substantial new programmatic requirements including targeting of disadvantaged students, greater choice for parents, flexibility for states and districts, accountability, and scientifically-based instructional strategies and academic content.

State Aid

State assistance to the City of Boston and the Boston Public Schools dropped sharply in FY04, remained the same in FY05, and has increased modestly in FY06, FY07 and FY08. In FY09, the City of Boston and the Boston Public Schools expect a 2.6% increase in state education aid. However, net of charter school assessments the increase will be less than 1%.

BPS's primary source of state aid is Chapter 70 education aid. The state began distributing dedicated education aid after the enactment of the state's comprehensive school reform law, the Education Reform Act of 1993.

The school funding system in Massachusetts includes a mandated local level of spending (local contribution), state aid to support a minimum level of spending or "foundation budget," and establishes required annual local spending increases (municipal revenue growth factor). The City has consistently met these requirements, and contributed beyond the level of funding required. (See Figure 2 for changes in school spending and Chapter 70 aid levels.)

Additionally, the state provides important aid to mitigate the financial costs of educating students with disabilities. With "circuit breaker" reimbursements, the state shares the cost of educating students with disabilities once the cost to educate those students exceeds a threshold amount. "Circuit breaker" aid was enacted in 2000 and implemented in 2004.

Prior to FY05 the Commonwealth provided annual funds to offset the cost of school transportation. The City received \$9.1 million in FY04 for the cost of student transportation, a cost that has since been absorbed by the City.

(Please see the Revenue Estimates Section for more detail on school aid.)

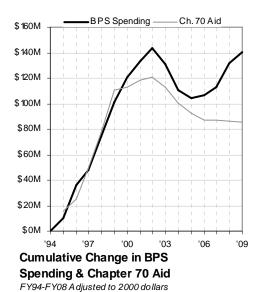


Figure 2

Private Partnerships

The Boston Public Schools, in collaboration with several non-profit partners, has been very successful in leveraging grants and donations from private foundations, corporations, and occasionally individuals to support its educational mission. In FY09, BPS will benefit from major grants from foundations as well as partnerships with local organizations. These grants support early learning, small schools and small learning communities at the high school level, efforts to improve human resources functions, and more.

With supporting grants from the Barr Foundation, approximately \$407,950 is expected in private funds to support early childhood education in FY09. This funding will primarily support five Kindergarten 1 classroom coaching positions. Some funds will also be earmarked for the development of a parent guide that will provide information to parents about supporting their child's development and an evaluation of early childhood playgroups. The Boston Public Schools expects that the Barr Foundation's contribution to early learning may increase by an additional \$150,000 in FY09.

The Bill and Melinda Gates Foundation has made a substantial contribution to support the work of BPS in transitioning toward small schools as part of their high school renewal and small school initiatives. Through this four-year, \$13.7 million grant, the Boston Public Schools expects to have approximately \$1.8 million available to support small school development and implementation in FY09. Gates Foundation funds were awarded through an intermediary, Jobs for the Future, which in turn makes funds available to school awardees through the Boston Educational Development Foundation (BEDF).

The Boston Public Schools Office of Human Resources has been very successful in securing private foundation resources to improve customer service and enhance BPS's ability to recruit and retain outstanding educators. Over the past four years, \$3.7 million in private funds have been raised to support the "HR reinvention," including \$359,000 for FY09. In particular, the Broad Foundation and an anonymous local foundation have been generous in their support of BPS's efforts to upgrade its information systems and

develop state-of-the-art technology-based recruitment and staffing tools.

The Boston Public Schools will receive financial and in-kind contributions from several local organizations in FY09. In addition to acting as fiscal agent for the Gates grants, the non-profit Boston Educational Development Foundation (BEDF) serves as a fiscal agent for relatively small donations awarded to individual schools by corporate partners, foundations, or individual donors. As of February 2008, BEDF's non-Gates Foundation fundraising totals \$10.8 million dollars.

BPS has a long-running tradition of working with numerous independent organizations to help bring additional resources, expertise, and guidance to Boston's youth and BPS students in particular. BPS seeks to have each school build a partnership not only with a college or university, but also with a business or foundation, arts or cultural organization, and health or human services provider. Through the Step-Up program, five area universities have made a commitment of resources totaling \$10 million over five years. These resources will be used to support underperforming schools.

PERFORMANCE INDICATORS AND STANDARDS

Overview

BPS is committed to using performance indicators and standards to promote continuous improvement in teaching and learning in every classroom and every school. Federal and state funding guidelines also require BPS to track student progress. Changes in federal and state law over the past several years have changed the district's role with respect to accountability. (Performance Indicator & Standards data can be found in the Education chapter in Volume 2 of the City of Boston FY09 Budget.)

Under the No Child Left Behind Act (NCLB), federal regulations define the specific criteria for which schools will be held accountable, and on which sanctions and/or rewards are based. NCLB requires that states set standards for achievement and implement testing for students to see whether those standards are being attained, not only by the

population as a whole, but also by student subgroups. Subgroups include students with disabilities, students with limited English proficiency, and students from all major ethnic and racial groups. At the state level, a provision in the Massachusetts Education Reform Act of 1993 stipulated that all students from the class of 2003 forward must pass the Massachusetts Comprehensive Assessment System (MCAS) in order to receive a high school diploma.

Following are descriptions of the performance indicators that BPS currently uses in accordance with federal and state law.

Adequate Yearly Progress

Adequate Yearly Progress (AYP) is the amount of improvement toward student proficiency that a school or district must demonstrate each year, on average, to close performance gaps and have all students performing at proficient or advanced levels in English language arts and mathematics by 2014. AYP is determined separately for English language arts and mathematics.

The amount of progress that is deemed to be "adequate" depends on a school's or district's performance level relative to state performance targets for each rating cycle, and the extent to which a school has improved relative to its baseline for that rating period. Previously, a rating cycle represented a two-year period over which MCAS performance was averaged. Beginning in 2007, improvement is determined in a yearly cycle; i.e., current performance is compared to that of the prior year. In 2007, a school can meet AYP if:

1. Performance is at or above the State Performance Target (composite performance index of 76.5 or higher for mathematics; 85.4 or higher for English Language Arts) or 2. The school meets or exceeds the Improvement Target for all students overall and for all subgroups.

MCAS Tests: Distributions

The Massachusetts Comprehensive Assessment System (MCAS) is a statewide standardized test that measures student performance and serves to seek educational accountability from their respective school systems. MCAS data present the percentages of students at each school that fall into each of the four MCAS Performance Levels.

Level 1 denotes "failing," Level 2 denotes "needs improvement," Level 3 denotes "proficient," and Level 4 denotes "advanced."

In the analyses of MCAS scores, percentages are based on the total number of students required to take the test. This includes regular education students, students with disabilities tested with standard accommodations, and limited English proficient (LEP) students. BPS expects that the percentage of students in Level 1 will continuously decrease and the percentages of students in Levels 3 and 4 will increase.

Daily Student Attendance

Student attendance is an indicator of student exposure to school instruction. It is calculated as the average daily attendance divided by the average daily membership based on data provided by each school to the Records Management Unit. High rates of student attendance are a basic requirement underlying school effectiveness. BPS expects student attendance to continuously improve.

Dropouts

The dropout rate is regarded as a significant indicator of a school's effectiveness. According to state guidelines established in FY92, students in grades 6-12 are counted as dropouts if they leave school during the year from July 1 to June 30 for any reason other than transfer, graduation, death, or expulsion with an option to return. BPS expects the dropout rate to continuously decline.

Promotions

Promotion rates are intended to reflect academic proficiency year-to-year during the standard school year, Therefore, promotion rates are calculated as the percentage of students promoted to the next grade as of June. They do not include those students who are promoted during the summer. Promotions represent an achievement both for students and for their schools. It should be noted that the more rigorous promotion policy now in place encourages an end to social promotions. BPS expects that promotion rates will continuously improve.

FORMAL BUDGET PROCEDURES

Governance

The seven-member Boston School Committee is appointed by the Mayor to staggered appointment terms and serves as the policy-making body of the Boston Public Schools. This structure was affirmed by the voters of the City of Boston in a referendum held in November 1996. The School Committee appoints a Superintendent who serves as the chief executive officer of the Boston Public Schools. The Superintendent, who is responsible for the management and supervision of the public schools, reports directly to the School Committee and also serves as a member of the Mayor's cabinet. At each school, site councils, consisting of the building administrator, parents, teachers, representatives from collaborating institutions, and a student (at the high school level), assist principals and headmasters in decision-making processes.

The Operating Budget Process

The operating budget serves as a financial plan for carrying out the educational mission of the school system. The operating budget is developed in accordance with the goals and objectives approved by the School Committee and with extensive input from principals, headmasters, school site councils, the Superintendent's leadership team, and the larger school community. The budget reflects the goals that the BPS community seeks to achieve during the next fiscal year.

The public school operating budget is developed under the following statutory schedule:

- The Superintendent is required to submit to the School Committee a proposed budget for the next fiscal year by the first Wednesday in February.
- The School Committee is required to submit to the Mayor estimates of the next fiscal year's operating budget by the fourth Wednesday in February.
- The School Committee is required to take "definite action" on the proposed budget by the fourth Wednesday in March. The School Committee may adopt, reject, reduce, or increase any item in the Superintendent's recommended operating budget. If the

School Committee fails to take action on the Superintendent's recommended operating budget by the fourth Wednesday in March, the budget recommended by the Superintendent is automatically and officially approved.

- After School Committee approval of the next fiscal year's annual budget, the Superintendent submits the budget to the Mayor who may approve or reduce the total recommended budget, but who may not allocate among expenditures.
- The Mayor must submit the school's operating budget to the City Council for appropriation.
- The City Council shall vote on the total amount of the appropriations requested by the Mayor, but neither the Mayor nor City Council shall allocate the appropriations among accounts.

CAPITAL IMPROVEMENTS

The City's capital planning process supports the Mayor's commitment to education and youth achievement in all neighborhoods across the city. The goals of the capital plan ensure that Boston's educational facilities are equipped to meet the needs of the City's families. Capital expenditures for schools between FY03 and FY07 totaled \$217.5 million. FY08 capital expenditures for schools are estimated at \$52.8 million.

The FY09-13 capital plan includes \$260.1 million for school facilities. In FY09, \$28.7 million in new authorization is proposed. The proposed capital plan includes the following:

- Construction of an addition at Burke High School in Dorchester. The addition will house a new gym and a full-service neighborhood branch library;
- Construction to re-open the Hemenway School in Hyde Park;
- Renovation of the Roosevelt School building in Hyde Park to form an expanded K-8 program with the Hemenway School;
- Major facility upgrades to roofs, masonry, HVAC systems and windows to provide healthier and more efficient schools;

- Accreditation repairs at the ACC/BCLA and O'Bryant: and
- Construction of three new school yards and maintaining equipment installed during prior projects in continued support of the Schoolyard Initiative.

In addition to these highlights, the FY09-FY13 capital plan includes additional maintenance projects for fire alarm replacement, classroom renovations and other internal/external repairs at schools across the City. Project-level detail on capital expenditures can be found in the Education section of Volume 2 of the FY09 Budget.

Capital investment in high schools has resulted in all schools either maintaining or improving their accreditation status over the past year.

The School Building Assistance (SBA) program, administered by the Massachusetts School Building Authority, is an important revenue source for school renovation and construction. The SBA program reimburses municipalities for some of the costs associated with these capital projects. The SBA program will reimburse the City of Boston for 90% of the construction costs for the Burke High School project. Future projects will be reimbursed at a lower percentage. For the period FY09-13 total payments from the state are estimated at \$55.9 million.