

# Executive Summary



## CMSi Curriculum Audit™ Milton-Union Exempted Village School District

July 2021

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# Executive Summary Table of Contents


Introduction: .....	I
District Background .....	I
System Purpose for Conducting the Audit.....	I
CMSi Audit History .....	II
Audit Scope of Work.....	III
Milton-Union Exempted Village School District Strengths .....	IV
Key Focus Areas.....	VII
What We Found.....	VIII
Key Recommendations .....	XIII



## **This document is comprised of two sections:**

The Executive Summary provides an overview of the audit findings and recommendations in a short, graphic format.

The Full Report gives a more complete discussion of audit methodology and discusses the findings and recommendations at length. The Full Report also presents the extensive data analyzed and an explanation of what those data demonstrated in the context of the audit.



# MUEVSD CURRICULUM AUDIT by the numbers

Site Visit Date:  
March 10-12, 2021

# 25

interviews conducted  
with staff, administrators,  
board members, and  
parents



# 103

documents collected  
for review



# 41

classrooms observed



# 129

survey responses from parents,  
teachers, and administrators



# 78

student work  
artifacts evaluated

# Introduction: The CMSi Curriculum Audit



This document constitutes the Executive Summary of a Curriculum Audit of the Milton-Union Exempted Village School District in West Milton, Ohio. A Curriculum Audit is designed to reveal the extent to which leaders and personnel of a school district have developed and implemented a coordinated, valid, and comprehensive system to manage the design, development, implementation, evaluation, and support of curriculum. Curriculum is defined as the set of learnings students are expected to master over the course of their years in the district. The system to manage this curriculum, when implemented effectively and in alignment with the district’s vision for student engagement, will yield improved student learning and achievement over time if all its related processes and components are operating in coordination with one another. Effective curriculum management results as well in increased efficiency and assures district taxpayers that all fiscal support is optimized within the conditions under which the district functions.

## District Background

Milton-Union Exempted Village School District spans 46 square miles, and the current educational complex includes interconnected buildings for Milton-Union Elementary School, Lowry Learning Center, Milton-Union Middle School, Milton-Union High School, and a

separate building located on the same property that houses district personnel and is used for board of education meetings. The tax rate per \$1,000 of assessed valuation was \$66.80 for fiscal year 2020, and the school district levies a 1.25%, dual purpose, earned income tax. Dr. Brad Ritchey has been the superintendent for the past five years, and the five members of the Milton-Union Exempted Village School District Board of Education are Ben Dehus, Jessica Brumbaugh, Lori Ginn Parsons, Beth Stasiak, and Doug Thompson. The district has had consistent enrollment over the past four years, decreasing by only one student over that period. According to the National Center for Education Statistics (NCES) District Demographic Dashboard 2014-18, the students in Milton-Union Exempted Village School District are 99% White and 1% two or more races; 100% of students speak only the English language at home, and 8% of families have income below poverty level.

## System Purpose for Conducting the Audit

Auditors were presented with information that the district authorized two different audits in 2019 to determine organizational performance in curriculum, instruction, and equity. Following the receipt of the findings from those audits, the district has provided professional development to staff members that supports further integration of standards-based learning

and student access to meaningful instruction and content. The district administrative team seeks to further gauge district and building progress in these areas through the CMSi audit process. District officials stated that students are underperforming, and according to the previous audit findings, poverty is also a major variable for Milton-Union students and families. In striving for equity, access, and to meet the unique needs of all kids, the district seeks to engage routinely in the cyclical process of continuous improvement for learners, families, and community members. The Milton-Union Exempted Village School District seeks to identify, create, and use the systems and infrastructure required to support students across the learning continuum, including through interventions, supports, and opportunities for growth and enrichment. The district is approaching these audit findings as an opportunity to benchmark progress, identify next steps, and focus efforts and resources to maximize efficiency and production.

**“It feels like this is such fertile ground with less than 1,500 students and 90 staff.”—District Administrator**

## **CMSi Audit History**

The Curriculum Management Audit has established itself as a process of integrity and candor in assessing public school districts. Over the last 40 years, it has become recognized internationally as an important, viable, and valid tool for the improvement of educational

institutions and for the improvement of curriculum design and delivery.

The Curriculum Audit represents a “systems” approach to educational improvement, that is, it considers the system as a whole rather than a collection of separate, discrete parts. Auditors closely examine and evaluate the interrelationships of system departments, levels, and related processes and their impact on overall quality of the organization in accomplishing its primary purpose: improving student learning.

The audit process was developed by Dr. Fenwick W. English and first implemented in 1979 in the Columbus Public School District in Columbus, Ohio. The audit is based upon generally-accepted concepts pertaining to effective instruction and curricular design and delivery, some of which have been popularly referred to as the “effective schools research.” An audit is an independent examination of four data sources: documents, interviews, online surveys, and site visits. These are gathered and triangulated to reveal the extent to which a school district is meeting its goals and objectives related to improving student learning and achievement. The process culminates in a comprehensive written report to district leaders that summarizes district strengths, findings, and the auditors’ recommended actions for improvement.

Curriculum management audits have been performed in hundreds of school systems in more than 46 states, the District of Columbia, and several other countries, including Canada, Saudi Arabia, New Zealand, Bangladesh, Malaysia, and Bermuda. Details about the methodology employed in the audit process and biographical information about the audit team are covered in the Appendices.

## Audit Scope of Work

The audit's scope is centered on curriculum and instruction, and any aspect of operations of a school system that enhances or hinders its design and/or delivery. The audit is an intensive, focused, "snapshot" evaluation of how well a school system such as Milton-Union Exempted Village School District has been able to set valid directions for pupil accomplishment and well-being, concentrate its resources to accomplish those directions, and improve its performance, however contextually defined or measured, over time.

The Curriculum Management Audit does not examine any aspect of school system operations unless it pertains to the design and delivery of curriculum. For example, auditors would not examine the cafeteria function unless students were going hungry and, therefore, were not learning. In some cases, ancillary findings in a Curriculum Audit are so interconnected with the capability of a school system to attain its central objectives that they become major, interactive forces that, if not addressed, will severely compromise the ability of the school system to be successful with its students.

The Curriculum Audit centers its focus on the main business of schools: teaching, curriculum, and learning. Auditors use five focus areas against which to compare, verify, and comment upon a district's existing curricular management practices. The focus areas reflect an ideal management system, but not an unattainable one. They describe working characteristics that any complex work organization should possess in achieving stated organizational goals while being responsive to the unique needs of its clients.

A school system that is using its financial and human resources for the greatest benefit of its students is able to establish clear objectives, examine alternatives, select and implement alternatives, measure results as they develop against established objectives, and adjust its efforts so that it achieves its objectives.

The five focus areas employed in the CMSi Curriculum Audit™ are:

- 1 District Vision and Accountability:** The school district has a clear vision and demonstrates its control of resources, programs, and personnel.
- 2 Curriculum:** The school district has established clear and valid objectives for students and clientele.
- 3 Consistency and Equity:** The school district has demonstrated internal consistency and rational equity in its program development and implementation.
- 4 Feedback:** The school district has used the results from district-designed or adopted assessments to adjust, improve, or terminate ineffective practices or programs.
- 5 Productivity:** The school district has improved its productivity and efficiency, particularly in the use of resources.

The auditors report where and how district practices, policies, and processes have met or not met the criteria and expectations related to each focus area, and specific action steps are recommended in a separate section for rectifying areas needing improvement. These findings and corresponding recommendations are reported in detail in the full report.



# Milton-Union Exempted Village School District Strengths

The Milton-Union Exempted Village School District in West Milton, OH, serves over 1,500 students across three schools. The auditors noted several areas of strength in the district:

**1** Proud Heritage and Historical Connection to West Milton and Union Townships

**2** Consistent Student Annual Enrollment

**3** LEED Certified Gold Rated Educational Facility with Interconnected Schools

**4** 1:1 Technology at All Schools

**5** Stable Administrative Leadership

**6** Numerous Grants Awarded to District

**“We are 1:1 with technology in the district.”—Building Administrator**



## 1 Proud Heritage and Historical Connection to West Milton and Union Townships

Milton-Union Exempted Village School District is located in Miami County, Ohio, and includes the townships of West Milton, Union, Laura, Potsdam, Ludlow Falls, Kessler, Nashville, and Garland. Union Township was formed in 1807 as one of the earliest townships in Miami County and is crossed by both the Stillwater River and Ludlow Creek where Ludlow Falls is located. The village of West Milton also dates back to 1807, and the earliest documented Milton-Union High School alumni are Alice Hart and Retta Kellogg in 1883. Early schools in the Milton-Union Exempted Village School District included the Garland Country School, Laura School, Potsdam School, Ludlow Falls School, West Milton School (1850-1908), McKinley Building (1909), and Milton-Union High School (1909 to present). The village of West Milton had an approximate population of 4,828 in 2019.

**“We have done Universal Design for Learning (UDL) training that is about instructional strategies. We did get training from SpringBoard.”—Teacher**

## 2 Consistent Student Annual Enrollment

Milton-Union Exempted Village School District has had consistent enrollment over the past four years. In documents provided to auditors, district enrollment was listed as 1,510 students in fiscal year 2018, 1,503 students in fiscal year 2019, 1,509 students in fiscal year 2020, and 1,509 students in fiscal year 2021. Milton-Union High School is listed as having 471 students, Milton-Union Middle School is listed as having

347 students, and Milton-Union Elementary School is listed as having 651 students enrolled. Auditors noted that district enrollment has only decreased by one student over the past four years.

## 3 LEED Certified Gold Rated Educational Facility with Interconnected Schools

The current educational facility covers 210,919 square feet and includes interconnected buildings for Milton-Union Elementary School, Lowry Learning Center, Milton-Union Middle School, Milton-Union High School, and a separate building also located on the same property that houses district personnel and is used for board of education meetings. The building was completed in 2012, built under LEED version 3.0, and achieved Gold rating. The tax rate per \$1,000 of assessed valuation was \$66.80 for fiscal year 2020, and the school district levies a 1.25%, dual purpose, earned income tax. Of the 1.25%, 1.15% is used to provide the local portion of a school facilities project that replaced all existing school facilities within the district with a new kindergarten through grade 12 building on one site, including debt retirement and the required maintenance fund. The remaining .10% of the total levy amount is used for general operating purposes.



## 4 1:1 Technology at All Schools

The Milton-Union Exempted Village School District provides all students and staff members with technology devices to aid in student learning and increase work efficiency. Each classroom has equal access to the same technology that is available throughout the building and is accentuated by centrally located Lowry Learning Center to provide additional support, technology, and resources to both students and staff.

**“We got the Striving Readers grant, and it was a three-year grant cycle. That provided us a literacy coach and professional development on the Letters program.”—Building Administrator**

## 5 Stable Administrative Leadership

Dr. Brad Ritchey has served as the superintendent of the Milton-Union Exempted Village School District for the past five years from 2016-2021. Prior to his leadership, Virginia Rammel served as superintendent for the nine-year span between 2007 and 2016. Auditors noted that having two superintendents over this 14-year period represents stability in the district and an improved ability to ensure district initiatives have appropriate follow through.

**“Every grade level has the same type of technology device. We have SMART boards, white boards, and document cameras as well as DVD players.”—Teacher**

## 6 Numerous Grants Awarded to District

The Milton-Union Exempted Village School District submits grant applications each year and has been awarded a variety of grants to assist student learning. These grants include the Striving Readers Grant to help improve student literacy and the School Quality Improvement Grant to increase educator capacity within the school building. Furthermore, these grants have also helped to fund textbooks, technology, and professional development sessions for staff.



# Key Focus Areas

1

**District Vision and Accountability:** Vision is foundational for establishing a framework for all decision making throughout the district and for ensuring that those decisions move the district in the same direction, toward its established mission and goals. These goals and expectations must be clearly defined in policy to establish the parameters within which decisions across the various levels, departments, and campuses/schools are made. A functional organizational structure is also needed to assure that all personnel have defined responsibilities that don't overlap and to assure accountability at all levels. Accountability is an important part of coordinating efforts and supporting efficacy across the system.

2

**Curriculum:** Written curriculum, as the most critical tool to support high quality teaching and learning, is essential in not only defining high levels of student learning, but also in supporting teachers with suggestions on how to deliver differentiated, student-centered instruction that is responsive to needs, backgrounds, and perspectives. A strong curriculum assists teachers in meeting the needs of their students more effectively by prioritizing and defining in measurable terms the essential learnings, and providing the formative assessment tools needed to diagnose and monitor student learning. Strong written curriculum also supports equity, by clarifying for teachers what on-level learning looks like.

3

**Consistency and Equity:** All students in the system should have equal access to programs and services, and no students should be excluded from the regular classroom environment at rates that aren't commensurate with their peers. Equity refers to students being treated in accordance with need, rather than the same as everyone else. Allocating resources and supports equitably is necessary if all students are to be equally successful, academically. Under Consistency and Equity, auditors also examine the degree to which the educational program and its supporting programs, such as ELL, Special Education, or Gifted, are defined and implemented with consistency across the system.

4

**Feedback:** Within the context of student learning expectations and a clear vision for how students should be engaged and demonstrate their learning in the classroom, having aligned assessments that measure progress and provide feedback on strengths and weaknesses of the system is of prime importance. The audit expects school systems to provide common, aligned formative assessment tools that provide teachers and building leaders with clear and specific feedback regarding student progress and learning needs. There must also be a coordinated system in place whereby data are collected, interpreted, and accessible by teachers so they have valid information from which to plan instruction.

5

**Productivity:** When all aspects of system operations are functional and effective, there should be evidence of productivity within existing financial constraints. Over time, as the system improves and each department and school within the district has stronger components that work in coordination, these systems improve leaders' efforts to allocate resources more effectively and adjust programming so that ineffective initiatives are terminated or modified in accordance with data. Support systems necessary to effective operations are also clearly tied to district goals and vision and district facilities are likewise supportive of the educational program.

## What We Found

The site visit for the Milton-Union Exempted Village School District audit was conducted March 10-12, 2021, by two CMSi auditors. The audit team also included one off-site auditor. Their biographical sketches are provided in **Appendix A**. The auditors analyzed over 103 different documents, many with multiple editions (e.g., board policies, administrative guidelines, curriculum documents) prior to, during, and after the site visit. A copy of the list of documents is provided in **Appendix C**. While in the district, the auditors visited 41 classrooms in three schools and personally interviewed approximately 25 district stakeholders, including the superintendent, district administrators, principals, assistant principals, counselors, teachers, instructional support staff, and parents. Due to the pandemic and social distancing requirements, a portion of the interviews were held via Zoom. The auditors also administered online parent, teacher, and administrator surveys prior to, during, and after the site visit, for which they received 81, 40, and 8 responses, respectively.

**“We need additional assessment tools in Math.”  
—Teacher**

The auditors triangulated information from these sources of data to arrive at 11 findings and 5 recommendations based on the 5 audit focus areas. The findings provide the Milton-Union Exempted Village School District with specific details about the current and potential barriers and challenges that internal stakeholders face in their efforts to move the district toward achieving its mission and goals, centered on student learning. The recommendations provide detailed action steps for removing those barriers. [Note: Each of the recommendations covers multiple findings. All recommendations should be completed in one to four years.]

**“The district does not provide ‘district-developed curriculum.’ They provide state standards.”—Teacher**

A summary of the audit findings under the five focus areas included in the Milton-Union Exempted Village School District full report follows.

### **Focus Area One: District Vision and Accountability**

When reviewing the status of Milton-Union Exempted Village School District in relationship to the principles of **Focus Area One**, which addresses system control and oversight, the auditors found the Milton-Union Exempted Village School District board policies and administrative guidelines were compliant with state requirements but did not include clear expectations for student learning and engagement and a vision for academic excellence. Policies did not address the systems needed to manage the alignment of curriculum across the system, nor include expectations for improving the overall educational program. The district does not have a formal procedure



for distributing newly created and revised policies and administrative guidelines to promote awareness of changes in expectation (see **Finding 1.1**).

The Milton-Union Exempted Village School District has an organizational chart, although policy does not require it. The current organizational chart meets or partially meets several principles for sound organizational management, but teachers need to be included to assure that the line function is accurately represented. Additionally, current job descriptions are adequate in most areas except in specifying clear linkages to curriculum (see **Finding 1.2**).

**“Looking at state tests, we are fairly average in terms of component and letter grades on the state report card.”—District Administrator**

### **Focus Area Two: Curriculum**

Under **Focus Area Two**, the auditors examined direction provided by Milton-Union Exempted Village School District for teaching and learning. They looked for systematic curriculum management planning, representation of curriculum offerings in high quality curriculum guides, and clear alignment of the written, taught, and tested curriculum.

The auditors found that Milton-Union Exempted Village School District needs a comprehensive written plan to coordinate the development, implementation, monitoring, evaluation, and revision of the curriculum. Although some elements of curriculum management planning were identified, they lack the specificity to provide needed direction for the design and delivery of the curriculum to achieve the district’s student achievement goals (see **Finding 2.1**).

Auditors also found that there is not enough curriculum available to teachers to support effective and aligned instruction; overall, 4% of total course offerings have written curriculum in grades K-12 (see **Exhibit 2.2.5**).

**“We need to get on the same page with the curriculum. Everyone has created their own fiefdom.”—District Administrator**

### **Focus Area Three: Consistency and Equity**

Under **Focus Area Three**, the auditors looked for predictable consistency in curriculum and curriculum delivery; equality of course access and opportunities; and the allocation of resources to areas of greatest need.

The auditors observed in 41 classrooms and found that current instructional practices were characterized by low cognition and limited differentiation in whole-class, teacher-centered classrooms. The Milton-Union Exempted Village School District also has no formalized process to monitor and support classroom instruction and to build instructional capacity (see **Finding 3.1**).

Through the analysis of 78 artifacts, the auditors found that 70% aligned to the content of the Ohio Learning Standards. However, when classroom work artifacts were examined for context and cognition, auditors found that only one English language arts artifact utilized higher-order skills, and all subject areas utilized Real World context to a minimal degree (see **Finding 3.2**).

Auditors found the Milton-Union Exempted Village School District does provide professional development, but has no written plan to coordinate all offerings and assure that professional development is effectively improving student learning. Auditors noted

that written direction is needed to ensure that professional development is supporting the district’s vision and assuring that needed content is delivered effectively in district classrooms (see **Finding 3.3**).

## “We do not have a core curriculum at the elementary level.”— Building Administrator

### Focus Area 4: Feedback

The key emphasis of **Focus Area Four** is on soliciting feedback on student learning and how the system uses those data. Typically, the information for feedback comes from a variety of student assessments and program evaluation instruments.

The auditors found Milton-Union Exempted Village School District does not have clear written direction to assure comprehensive student assessment and the use of data from those assessments to inform instructional planning. Although the district regularly assesses student achievement, the Milton-Union Exempted Village School District does not have an assessment plan, and district documents do not provide adequate direction for effective student assessment planning (see **Finding 4.1**).

Auditors found a variety of assessments in use in Milton-Union Exempted Village School District, but the scope and alignment of assessment are inadequate to evaluate the effectiveness of the taught curriculum. Overall, the auditors found that English language arts and mathematics are fully assessed in grades K-8, but only 38% of the core courses (K-12) and 9% of the non-core courses (K-12) have common formal

assessments (see **Finding 4.2**). Most of the common assessments in use are not deeply aligned to the Ohio tests.

### Focus Area 5: Productivity

**Focus Area Five** emphasis is on productivity and the relationship between system input and output. A school system with the highest level of productivity is able to demonstrate consistently improved student outcomes, even in the context of diminishing resources.

The auditors found the Milton-Union Exempted Village School District financially sound. However, auditors found financial decision making and budget development do not have any type of cost-benefit analyses and are not adequately linked to program effectiveness to provide maximum educational productivity (see **Finding 5.1**).

Auditors found the Milton-Union Exempted Village School District has moved to a 1:1 environment and has an existing district technology plan that has not been updated to reflect current changes. The lack of an adequate district technology plan has resulted in limited, ineffective use of technology in instructional delivery and student work in all grade levels (see **Finding 5.2**).



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“I would love to have one person in charge of the curriculum K-12 to help with vertical alignment.” (District Administrator)

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“Curriculum is not brought to the board. The curriculum has not changed over the past five years.” (Board Member)

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“We need to have consistency in what is expected in instruction.” (Teacher)

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“The district has no developed or adopted curriculum that I am aware of.” (Building Administrator)

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“We have not worked on improving professional development.” (Building Administrator)

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“There is no uniform grading policy for teachers.” (Building Administrator)

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“We have great technology, but there are only two techs in the whole district to work on technology for the district. They are overwhelmed.” (Teacher)

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# Key Recommendations

The auditors are confident that this audit report will provide the foundation for improvement efforts. However, future progress will depend, in part, on the district leadership's efforts to make the tough decisions incorporated in the audit recommendations, including the willingness of the governing board to allocate additional resources necessary to implement the recommendations.

1

Develop and implement a comprehensive, multi-year plan that establishes the district's vision and expectations and that implements the recommendations in this report.

2

Improve management of district resources and overall accountability through quality board policies and a coordinated organizational structure.

3

Develop and implement quality written curriculum and aligned formative assessments for all content areas taught at all grade levels, guided by a comprehensive curriculum management plan.

4

Develop and implement a district staff development plan that focuses on growth among all employees based on annual district student achievement goals.

5

Revise and implement the district technology plan to enhance student learning and staff productivity.

## Recommendations

### Recommendation 1:

Develop a comprehensive, multi-year implementation plan that addresses the findings and recommendations contained in the Curriculum Audit™ report. Align district decisions and actions toward closing gaps identified in the audit findings.

The Curriculum Audit™ report is a comprehensive document that details the current state of the Milton-Union Exempted Village School District. In order to best move the district forward, district officials need to create an implementation model that focuses all district efforts on desired outcomes in a multi-year plan. This first step is imperative toward achieving the overall district goal of achieving equity and requires appropriate funding allocations within a clear, concise policy framework.

**“We need to work on our scope and sequence. The three buildings are connected, but we are not really connected; we all do our own thing.”—Building Administrator**

### Recommendation 2:

Establish and maintain adequate control over curriculum management with adoption and implementation of curriculum management related board policies and administrative guidelines. Create/revise and maintain an organizational chart and job descriptions that meet the principles of sound organizational management.

The role of a governing board is to establish and maintain control of the foundation of the

district’s work. Well-written policies assure long-term stability of the foundation. Additionally, an organizational chart that conforms to the principles of sound organizational management and job descriptions with clear linkages to duties and evaluation measures are critical to support the goals of the district. Planning and well-written plans coordinated throughout the district provide district leadership with control of district direction and decision making.

**“There is no formal process to identify the best technological academic programs to be used in classes. Teachers just select what they want.”—District Administrator**

### Recommendation 3:

Develop and implement a comprehensive curriculum management plan that coordinates and prioritizes all curriculum management functions and tasks in the district. Develop curriculum guidelines with clear expectations for rigor in instruction as well as in student materials and resources for both core and non-core courses. Develop, adopt, and implement aligned, formative, and diagnostic assessments at all levels to monitor student learning continuously and to inform individualized, differentiated, and effective instruction.

Quality curriculum planning requires a comprehensive curriculum management plan and written curriculum documents to focus the system on efforts to achieve a quality, deeply aligned curriculum with strong delivery and evaluation components. A curriculum management plan provides for instructional resources, strategies, and assessments aligned to the content, context, and cognitive type

for each objective taught. The curriculum management plan should be directed by school board policies and administrative guidelines that delineate processes for curriculum development and review, roles and responsibilities of staff, and procedures for implementing, monitoring, and evaluating the district curriculum.

**“We do not use data to guide our instruction. There is no guidance, support, or monitoring for K-5 assessments.”— District Administrator**

#### **Recommendation 4:**

Develop a district staff development plan that incorporates an emphasis on growth in curriculum design and delivery, effective classroom strategies that align with district expectations, and ongoing professional growth among all employees focused on annual district student achievement goals.

Building capacity for teachers and district/building administrators is essential to continued improvement of teaching and learning for school districts. A comprehensive professional development plan is necessary to accomplish the intended purpose of improving performance and achieving desired student achievement outcomes. Monitoring instructional delivery is a key component of the improvement process for teachers, providing authentic evaluation of professional learning efforts through teacher demonstration via on-the-job application. An effective district has a comprehensive professional development plan, focused professional development opportunities related to district goals, an expectation that new learnings will be utilized in the classroom,

ongoing instructional monitoring to determine fidelity of delivery, and targeted evaluation to determine if the professional learning is achieving desired outcomes.

#### **Recommendation 5:**

Revise and implement a district technology plan that supports the management and equitable use of instructional technology across the district and enhances student learning and staff productivity. Clearly identify expectations for technology usage in classrooms, and provide adequate professional development and oversight to ensure implementation and links to student learning.

Technology is ever evolving, and, as such, a school district’s technology plan must be frequently updated. A revised, updated district technology plan ensures that district resources are allocated appropriately according to guidelines to ensure that technology is not outdated or ineffective. Furthermore, an updated district technology plan helps prepare students for future college and career opportunities. In order to fully utilize available technology, professional development must also be delivered so staff can move from simply using technology as a substitute for traditional methods to augmenting, modifying, and finally redefining what learning can occur with new tools and techniques.





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Full Report

# **CMSi Curriculum Audit™ Milton-Union Exempted Village School District**



**July 2021**

**Dr. Brad Ritchey  
Superintendent**

**7610 Milton-Potsdam Road  
West Milton, Ohio, 45383**





**A Curriculum Audit™**  
**of the**  
**MILTON-UNION EXEMPTED VILLAGE SCHOOL DISTRICT**  
**West Milton, Ohio**

**Date Audit Presented: July 2021**

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# Full Report Table of Contents

Approach .....	1
Findings .....	7
<b>FOCUS AREA 1: The School District Has a Clear Vision and Demonstrates Its Control of Resources, Programs, and Personnel.....</b>	<b>7</b>
What the Auditors Expected to Find in the Milton-Union Exempted Village School District: .....	7
Overview of What the Auditors Found in the Milton-Union Exempted Village School District: .....	8
Finding 1.1: The Milton-Union Exempted Village School District board policies and administrative guidelines do not have adequate specificity to define district vision and expectations and assure accountability for curriculum management and related responsibilities.....	8
Finding 1.2: The organizational chart does not provide sound organizational management of the school system. Job descriptions do not clearly communicate roles and responsibilities associated with curriculum design and delivery.....	27
<b>FOCUS AREA 2: The School District Has Established Clear and Valid Objectives for Students and Clientele. ....</b>	<b>35</b>
What the Auditors Expected to Find in the Milton-Union Exempted Village School District: .....	35
Overview of What the Auditors Found in the Milton-Union Exempted Village School District: .....	35
Finding 2.1: Curriculum planning is needed across the system to direct a consistent and systemic process for designing, implementing, monitoring, evaluating, and revising an aligned curriculum for improved student learning.....	36
Finding 2.2: The scope of the written curriculum is not adequate to provide direction for instructional delivery and student learning.....	40
<b>FOCUS AREA 3: The School District has Demonstrated Internal Consistency and Rational Equity in Its Program Development and Implementation.....</b>	<b>55</b>
What the Auditors Expected to Find in the Milton-Union Exempted Village School District: .....	55
Overview of What the Auditors Found in the Milton-Union Exempted Village School District: .....	56
Finding 3.1: Classroom observations revealed low cognition and limited differentiation in whole-class, teacher-centered classrooms. Some effective strategies that are known to improve student achievement were seen, along with other less effective strategies. Discrepancies appeared in monitoring frequencies as there is no formalized process to monitor classroom instruction to build instructional capacity. ....	56

Finding 3.2: Most classroom artifacts are aligned to the Ohio Learning Standards; the majority of the artifacts require lower cognitive demand and are most frequently of the least engaging context types. ....	72
Finding 3.3: Milton-Union Exempted Village School District needs a comprehensive professional development plan to guide long-range direction, system coordination, and evaluation to link professional development for improved teaching and learning. ....	83
<b>FOCUS AREA 4: The School District Uses the Results from System-Designed and/or -Adopted Assessments to Adjust, Improve, or Terminate Ineffective Practices or Programs.....</b>	<b>89</b>
What the Auditors Expected to Find in the Milton-Union Exempted Village School District: .....	89
Overview of What the Auditors Found in the Milton-Union Exempted Village School District: .....	89
Finding 4.1: Although the district regularly assesses student achievement, the district needs more adequate direction for a comprehensive student assessment program. ....	90
Finding 4.2: The scope of formal student assessment is inadequate to evaluate the taught curriculum.....	96
<b>FOCUS AREA 5: The School District Has Improved Productivity. ....</b>	<b>113</b>
What the Auditors Expected to Find in the Milton-Union Exempted Village School District: .....	113
Overview of What the Auditors Found in the Milton-Union Exempted Village School District: .....	113
Finding 5.1: The district is currently financially sound. Budget development and decision making are not yet fully aligned to the district’s mission, curricular goals, and strategic priorities, nor are there adequate cost-benefit analyses to assure maximum productivity.....	114
Finding 5.2: Milton-Union Exempted Village School District has moved to a 1:1 environment, but an outdated technology plan has resulted in limited, ineffective use of technology in instructional delivery and student work in all grade levels.....	121
<b>Recommendations.....</b>	<b>131</b>
Recommendation 1: Develop a comprehensive, multi-year implementation plan that addresses the findings and recommendations contained in the Curriculum Audit™ report. Align district decisions and actions toward closing gaps identified in the audit findings. ....	131
Recommendation 2: Establish and maintain adequate control over curriculum management with adoption and implementation of curriculum management related board policies and administrative guidelines. Create/revise and maintain an organizational chart and job descriptions that meet the principles of sound organizational management.....	137
Recommendation 3: Develop and implement a comprehensive curriculum management plan that coordinates and prioritizes all curriculum management functions and tasks in the district. Develop curriculum guidelines with clear expectations for rigor in instruction as well as in student materials and resources for both core and	

non-core courses. Develop, adopt, and implement aligned, formative, and diagnostic assessments at all levels to monitor student learning continuously and to inform individualized, differentiated, and effective instruction. ....	140
Recommendation 4: Develop a district staff development plan that incorporates an emphasis on growth in curriculum design and delivery, effective classroom strategies that align with district expectations, and ongoing professional growth among all employees focused on annual district student achievement goals. ....	155
Recommendation 5: Revise and implement a district technology plan to support the management and equitable use of instructional technology across the district and to enhance student learning and staff productivity. Clearly identify expectations for technology usage in classrooms, and provide adequate professional development and oversight to ensure its implementation and links to student learning. ....	158
Appendices.....	161
Appendix A: Auditors’ Biographical Data .....	161
Appendix B: Audit Methodology.....	163
The Model for the Curriculum Audit™ .....	163
A Schematic View of Curricular Quality Control .....	163
Standards for the Auditors .....	164
Data Sources of the Curriculum Audit™ .....	166
Appendix C: List of Documents Reviewed by the Milton-Union Exempted Village School District Audit Team .....	167
Appendix D: Recommended Table of Organization.....	171
Appendix E: Description of Cognitive Types in Bloom’s Taxonomy.....	173



# Table of Exhibits

Exhibit 0.1:	Enrollment Trends, Milton-Union Exempted Village School District, 2000-21 through 2001-21 .....	3
Exhibit 0.2:	Enrollment for Milton-Union Exempted Village School District By School.....	4
Exhibit 0.3:	Demographic Data by Race .....	5
Exhibit 1.1.1:	School Board Policies and Administrative Guidelines .....	10
Exhibit 1.1.2:	Curriculum Management Board Policies and Guidelines Reviewed by the Audit Team.....	11
Exhibit 1.1.3:	Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area One to Determine Quality and Degree of Adequacy .....	13
Exhibit 1.1.4:	Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Two to Determine Quality and Degree of Adequacy .....	16
Exhibit 1.1.5:	Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Three to Determine Quality and Degree of Adequacy .....	18
Exhibit 1.1.6:	Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Four to Determine Quality and Degree of Adequacy .....	21
Exhibit 1.1.7:	Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Five to Determine Quality and Degree of Adequacy .....	23
Exhibit 1.1.8:	Summary Ratings of the Auditors’ Analysis of Board Policy and Administrative Guidelines to Determine Quality and Degree of Adequacy .....	26
Exhibit 1.2.1:	District Organizational Chart.....	28
Exhibit 1.2.2:	Curriculum Management Improvement Model Principles of Sound Organizational Management.....	29
Exhibit 1.2.3:	Curriculum Management Audit Rating Indicators for Job Descriptions.....	31
Exhibit 1.2.4:	Auditors’ Assessment of Job Descriptions Using Audit Criteria and Indicators.....	32
Exhibit 2.1.1:	Tightly-held vs. Loosely-held Curriculum Management Functions and Components.....	37
Exhibit 2.1.2:	Key Curriculum Planning Documents and Other Sources Reviewed by Auditors ....	38
Exhibit 2.1.3:	Curriculum Management Plan Characteristics and Auditors’ Assessment of District Approach.....	38
Exhibit 2.2.1:	Documents Reviewed in Identifying Scope of Written Curriculum .....	40
Exhibit 2.2.2:	Scope of K-5 Written Curriculum by Subject Area and Grade Level.....	41
Exhibit 2.2.3:	Scope of 6-8 Written Curriculum by Subject Area and Grade Level.....	42
Exhibit 2.2.4:	Scope of 9-12 Written Curriculum by Subject Area and Grade Level.....	43

Exhibit 2.2.5:	Scope of the Written Curriculum Summary: Kindergarten through Grade 12 .....	51
Exhibit 2.2.6:	Scope of the Written Curriculum Summary: K-12 Content Area.....	52
Exhibit 3.1.1:	Percentage of Students Oriented to Work.....	58
Exhibit 3.1.2:	Explanation of Recorded Classroom Teacher Behaviors, Student Behaviors, and Student Groupings .....	58
Exhibit 3.1.3:	Predominant Teacher Instructional Behaviors Observed by Auditors .....	60
Exhibit 3.1.4:	Dominant Student Learning Behaviors Observed by Auditors.....	61
Exhibit 3.1.5:	Predominant Student Grouping Observed by Auditors .....	62
Exhibit 3.1.6:	Descriptions of Effective Instructional Strategies.....	62
Exhibit 3.1.7:	Effective Instructional Strategies Observed by Auditors .....	64
Exhibit 3.1.8:	Description of Cognitive Types in Blooms Revised Taxonomy.....	65
Exhibit 3.1.9:	Cognitive Types Observed During Classroom Observations of Instruction .....	66
Exhibit 3.1.10:	Types of Differentiation Observed by Auditors .....	67
Exhibit 3.1.11:	Teacher Responses to Survey Asking If a Wide Range of Abilities Exists in Classrooms.....	67
Exhibit 3.1.12:	Teacher Responses to Survey Asking if Classroom Instruction Meets the Needs of Each Student .....	68
Exhibit 3.1.13:	Teacher Responses to Survey Asking if Differentiation is Necessary to Meet the Needs of Students.....	68
Exhibit 3.1.14:	Teacher Responses to Survey Asking if Teachers Have the Knowledge, Tools, and Support to Effectively Differentiate Instruction .....	69
Exhibit 3.1.15:	Frequency of Classroom Visitations by Campus Administrators as Reported by Teachers .....	70
Exhibit 3.1.16:	Usefulness of Feedback Provided During Classroom Visitations as Reported by Teachers .....	71
Exhibit 3.2.1:	Classroom Artifact Content Alignment to the Ohio Learning Standards for the Four Core Subject Areas by Grade Span – K-5, 6-8, and 9-12.....	74
Exhibit 3.2.2:	Classroom Artifact Content Alignment to the Ohio Learning Standards for English Language Arts, Mathematics, Science, and Social Studies, Grades K-12 .....	75
Exhibit 3.2.3:	Cognitive Analysis of K-5 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies .....	76
Exhibit 3.2.4:	Cognitive Analysis of 6-8 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies .....	77
Exhibit 3.2.5:	Cognitive Analysis of 9-12 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies .....	78
Exhibit 3.2.6:	Cognitive Analysis Summary of All Artifacts for All Subject Areas K-12 .....	79

Exhibit 3.2.7:	Context Types.....	80
Exhibit 3.2.8:	Classroom Artifact Context Analysis, Grades K-5, English Language Arts, Mathematics, Science, and Social Studies .....	81
Exhibit 3.2.9:	Classroom Artifact Context Analysis, Grades 6-8, English Language Arts, Mathematics, Science, and Social Studies .....	81
Exhibit 3.2.10:	Classroom Artifact Context Analysis, Grades 9-12, English Language Arts, Mathematics, Science, and Social Studies .....	82
Exhibit 3.2.11:	Classroom Artifact Context Analysis by Subject Areas, Grades K-12.....	82
Exhibit 3.3.1:	Characteristics of Quality Professional Development Policy, Plans, and Programs.....	85
Exhibit 3.3.2:	Teacher Responses to Trainings and Support Most Needed to Improve Their Teaching.....	86
Exhibit 3.3.3:	Teacher Responses to Quality and Relevance of Professional Development.....	86
Exhibit 3.3.4:	Teacher Responses to Focus of Professional Learning This Year .....	87
Exhibit 4.1.1:	Key District Documents Found to Guide Planning for Student and Program Evaluation .....	90
Exhibit 4.1.2:	Characteristics of a Comprehensive Student Assessment Plan and Program Evaluation Planning and Auditors’ Assessment of District’s Approach.....	91
Exhibit 4.1.3:	Job Descriptions Referencing Student Assessment.....	94
Exhibit 4.2.1:	Key District Documents Related to Assessment Scope .....	97
Exhibit 4.2.2:	Tests Administered in Grades K-5.....	98
Exhibit 4.2.3:	Tests Administered in Grades 6-12.....	99
Exhibit 4.2.4:	Scope of Assessment in Grades K-5 .....	101
Exhibit 4.2.5:	Scope of Assessment in Grades 6-8 .....	102
Exhibit 4.2.6:	Scope of Assessment in Grades 9-12 .....	103
Exhibit 4.2.7:	Scope of Assessment in Grades K-12 .....	111
Exhibit 5.1.1:	Documents and Other Sources Related to Budget Development Reviewed by Auditors.....	115
Exhibit 5.1.2:	Total Net Position.....	116
Exhibit 5.1.3:	Revenues Versus Expenditures for General Fund .....	117
Exhibit 5.1.4:	Revenues Versus Expenditures for All Funds .....	117
Exhibit 5.1.5:	Beginning Fund Balance Versus Ending Fund Balance for General Fund.....	118
Exhibit 5.1.6:	District’s Financial Solvency Ratios for General Fund .....	118
Exhibit 5.1.7:	District’s Financial Solvency Ratios for All Funds .....	119

Exhibit 5.1.8:	The Total Amount Budgeted for Instruction Versus the Actual Total Expenditures .....	119
Exhibit 5.1.9:	Percentage of Total Expenditures Spent on Instruction .....	120
Exhibit 5.1.10:	Components of a Performance-based Budget and Adequacy of Use in the Budget Development Process .....	120
Exhibit 5.2.1:	Quality Criteria for Instructional Technology Programs and Auditors' Ratings .....	122
Exhibit 5.2.2:	Definitions of Technology Usage .....	125
Exhibit 5.2.3:	Active/Passive Use of Technology .....	125
Exhibit 5.2.4:	Level Definitions of SAMR Model.....	126
Exhibit 5.2.5:	SAMR Model Observed for Teachers .....	126
Exhibit 5.2.6:	Types of Technology Used by Teachers .....	127
Exhibit 5.2.7:	Approximate Number of Students Using Technology .....	127
Exhibit 5.2.8:	Observed Tasks Students Were Performing with Technology .....	128
Exhibit 5.2.9:	Teacher Response to Availability of Technology to Support Student Learning .....	128
Exhibit 5.2.10:	Teacher Response to Technology Referenced in Curriculum for the Grade/Course.....	129
Exhibit R.3.1:	Mastery Learning Model.....	150



# Table of Photographs

History of Milton-Union Exempted Village School District in hallway .....	5
Instructional learning targets for students displayed on board .....	36
Math teacher using manipulatives at the small group table .....	52
Math classroom number line and word wall.....	69
Biology teacher showing a DNA model .....	73
Teacher providing feedback at the small group table .....	100
Solar panels on roof of building .....	116
English teacher using SMART Board to teach both in person and virtual students .....	124



# Approach






## Central Question for the Audit

To what extent has the Milton-Union Exempted Village School District established a coordinated, valid, and comprehensive system to manage the design, development, implementation, and evaluation of curriculum?

## Focus Areas

The auditors have developed five focus areas based on the feedback and data requested by district leaders.

Following are the five areas, with the specific feedback requested:

	<p><b>District Vision and Accountability</b></p> <p>The school district has a clear vision and demonstrates its control of resources, programs, and personnel.</p>
	<p><b>Curriculum</b></p> <p>The school district has established clear and valid objectives for students and clientele.</p>
	<p><b>Consistency and Equity</b></p> <p>The school district has demonstrated internal consistency and rational equity in its program development and implementation.</p>
	<p><b>Feedback</b></p> <p>The school district has used the results from district-designed or adopted assessments to adjust, improve, or terminate ineffective practices or programs.</p>
	<p><b>Productivity</b></p> <p>The school district has improved its productivity and efficiency, particularly in the use of resources.</p>

## ***District Background***

Milton-Union Exempted Village School District spans 46 square miles and includes three schools. It is located in Miami County, Ohio and includes the townships of West Milton, Union, Laura, Potsdam, Ludlow Falls, Kessler, Nashville, and Garland. Union Township was formed in 1807 as one of the earliest townships in Miami County and is crossed by both the Stillwater River and Ludlow Creek upon which Ludlow Falls is located. The village of West Milton also dates back to 1807, and the earliest documented Milton-Union High School Alumni are Alice Hart and Retta Kellogg in 1883. Early schools in the Milton-Union Exempted Village School District included the Garland Country School, Laura School, Potsdam School, Ludlow Falls School, West Milton School (1850-1908), McKinley Building (1909), and Milton-Union High School. The village of West Milton had an approximate population of 4,828 in 2019. The current educational facility covers 210,919 square feet and includes interconnected buildings for Milton-Union Elementary School, Lowry Learning Center, Milton-Union Middle School, Milton-Union High School, and a separate building also located on the same property that houses district personnel and is used for meetings by board of education members. The building was completed in 2012, built under LEED version 3.0, and achieved a Gold rating. The tax rate per \$1,000 of assessed valuation was \$66.80 for fiscal year 2020, and the school district levies a 1.25%, dual purpose, earned income tax levy. Of the 1.25%, 1.15% is used to provide the local portion of a school facilities project that replaced all existing school facilities within the district with a new kindergarten through grade 12 building on one site, including debt retirement and the required maintenance fund. The remaining .10% of the total levy amount is used for general operating purposes.

## **School District Organization and Governance**

The governing board of education for Milton-Union Exempted Village School District is made up of five members. The board receives its authority primarily from two policies: *Board Policy 0120 Authority* and *Board Policy 0122 Board Powers*.

The members of the Milton-Union Exempted Village School District Board of Education, their title, and total years of service at the time of the audit were:

- Ben Dehus – Board President – Member since 2018 – 3 years
- Jessica Brumbaugh – Board Vice President – Member since 2016 – 5 years
- Lori Ginn Parsons – Board Member – Member since 2016 – 5 years
- Beth Stasiak – Board Member – Member since 2020 – 1 year
- Doug Thompson – Board Member – Member since 2018 – 3 years

Auditors noted that Jessica Brumbaugh had the most experience of all board members and that Beth Stasiak is the most recent board member.

Dr. Brad Ritchey was superintendent of Milton-Union Exempted Village School District at the time of the audit. District officials provided a list of superintendents that included only Dr. Brad Ritchey, who has been the superintendent since 2016, and the previous superintendent, Virginia Rammel, who served from 2007-2016. Auditors noted that Virginia Rammel served as superintendent for nine years, and Dr. Brad Ritchey has served for the past five years.

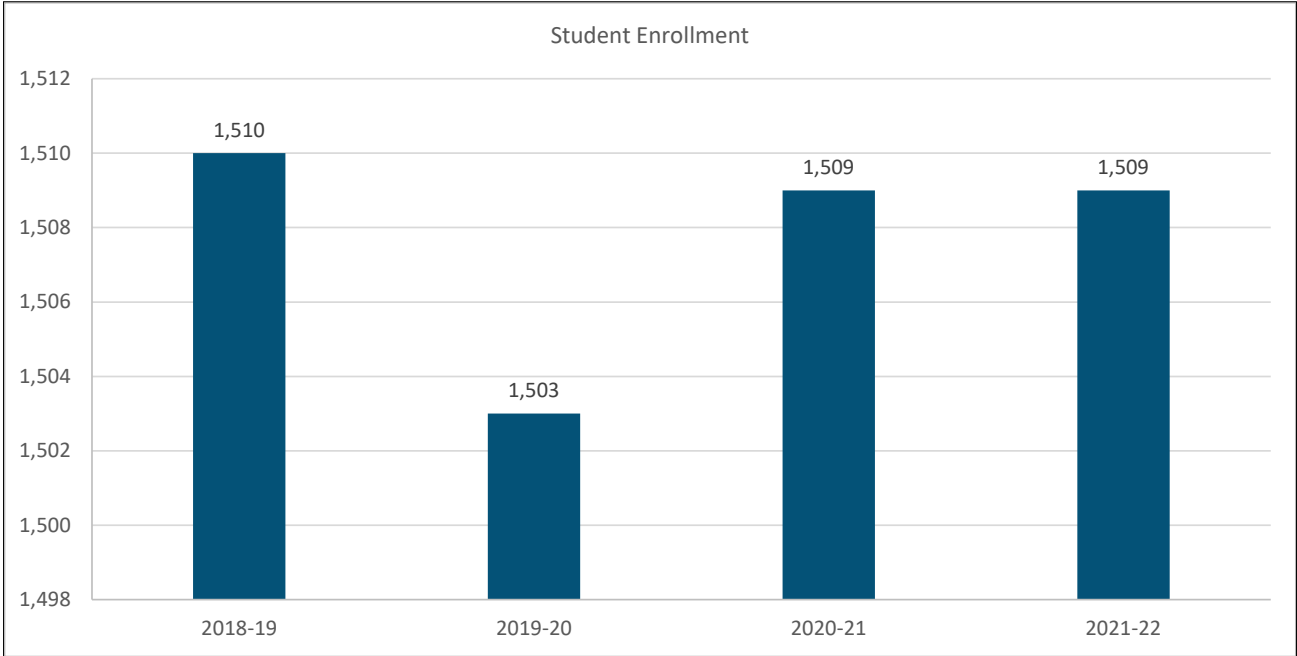
**Enrollment and Demographics**

Milton-Union Exempted Village School District has had consistent enrollment over the past four years. In documents provided to auditors, district enrollment was listed as 1,510 students in fiscal year 2018, 1,503 students in fiscal year 2019, 1,509 students in fiscal year 2020, and 1,509 students in fiscal year 2021. Milton-Union High School is listed as having 471 students, Milton-Union Middle School is listed as having 347 students, and Milton-Union Elementary School is listed as having 651 students enrolled. According to the National Center for Education Statistics (NCES) District Demographic Dashboard 2014-18, the students in Milton-Union Exempted Village School District are 99% White, and 1% two or more races; 100% of students speak only the English language at home, and 8% of families have income below the poverty level. Auditors noted that district enrollment has only decreased by one student over the past four years.

**Enrollment**

Milton-Union Exempted Village School District has seen steady enrollment over the past years. **Exhibit 0.1** displays enrollment numbers provided to auditors by the district.

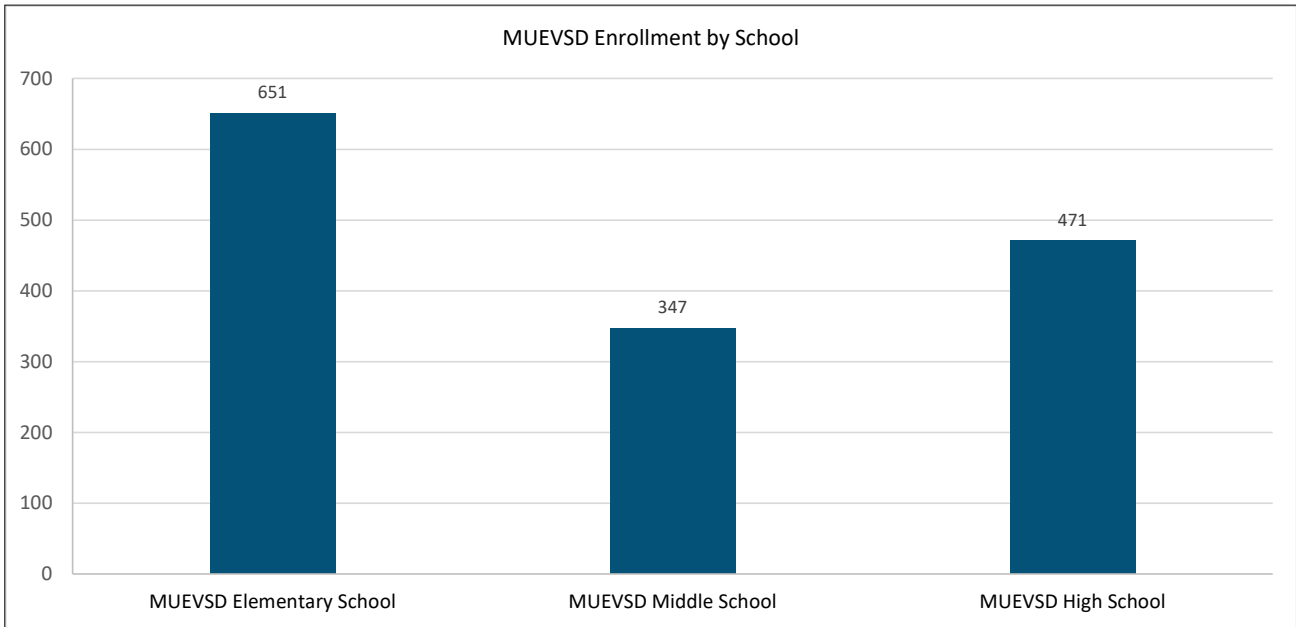
**Exhibit 0.1: Enrollment Trends, Milton-Union Exempted Village School District, 2000-21 through 2001-21**



As can be noted from **Exhibit 0.1**, enrollment numbers for Milton-Union Exempted Village School District have varied by a total of seven students over the past few school years.

**Exhibit 0.2** displays enrollment by school provided to auditors by the district.

**Exhibit 0.2: Enrollment for Milton-Union Exempted Village School District By School**

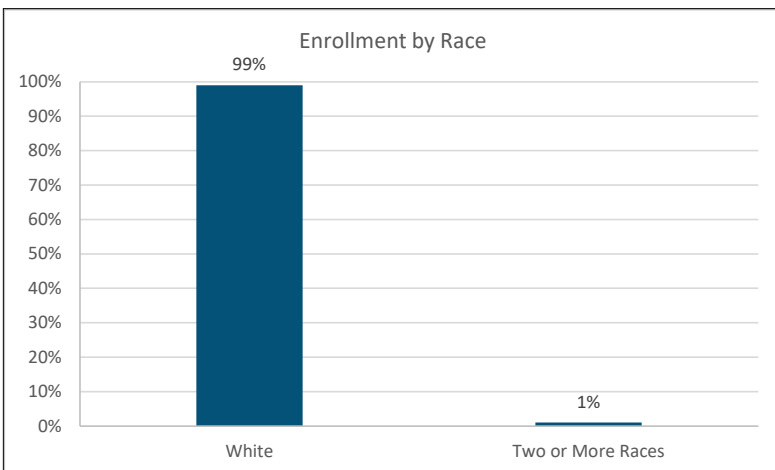


As can be noted in **Exhibit 0.2**, Milton-Union Exempted Village Elementary School has the most with 651 students and Milton-Union Exempted Village Middle School has the least with 347 students.

**Demographics**

In a review of the latest demographic data provided to auditors, Milton-Union Exempted Village School District serves a population almost entirely identified as White. **Exhibit 0.3** shows the demographic data for the 2020-21 school year.

**Exhibit 0.3: Demographic Data by Race**



As can be noted in **Exhibit 0.3**, 99% of the student body in the 2020-21 school year identified as White.



*History of Milton-Union Exempted Village School District in hallway*





## Findings

### FOCUS AREA 1: The School District Has a Clear Vision and Demonstrates Its Control of Resources, Programs, and Personnel.

Quality control is the fundamental element of a well-managed educational program. It is one of the major premises of local educational control within any state’s educational system.

The critical premise involved is that, via the will of the electorate, a local school board establishes local priorities within state laws and regulations. A school district’s accountability rests with the school board and the public.

Through the development of an effective policy framework, a local school board provides the focus for management and accountability to be established for administrative and instructional staffs, as well as for its own responsibility. Such a framework enables the district to create meaningful assessments and use student learning data as a critical factor in determining the overall success of the educational program.

Although educational program control and accountability are often shared among different components of a school district, ultimately fundamental control of and responsibility for a district and its operations rests with the school board and top-level administrative staff.

#### What the Auditors Expected to Find in the Milton-Union Exempted Village School District:

**Focus Area One:  
District Vision and  
Accountability**

Under Focus Area One, auditors review the scope and quality of policy (governance) across the school system. A school system meeting Curriculum Management Audit™ Focus Area One is able to demonstrate its control of resources, programs, and personnel.

**Common indicators**

- A clearly defined vision for instructional delivery and student engagement in district classrooms that is congruent with best practice;
- A curriculum policy framework that:
  - Is centrally defined and adopted by the school board,
  - Establishes an operational framework for management that permits accountability,
  - Reflects state requirements and local program goals,
  - Reflects the necessity to use achievement data to improve school system operations, and
  - Defines and directs change and innovation within the school system to permit focus of its resources on priority goals, objectives, and mission;
- A curriculum that is centrally defined and adopted by the board;
- A functional administrative structure that coordinates and facilitates the design and delivery of the system’s curriculum (programs and services) and achievement of goals;
- A direct, uninterrupted line of authority from governing board to the superintendent/chief executive officer and other central office officials to principals and classroom teachers; and
- Organizational development efforts that are focused to improve system effectiveness.

## Overview of What the Auditors Found in the Milton-Union Exempted Village School District:

This section is an overview of the findings that follow in the area of **Focus Area One**. Details follow within separate findings.

The auditors found the Milton-Union Exempted Village School District is compliant with state requirements for policy, but existing policies and regulations do not provide enough direction for decision making related to curriculum design and delivery. The auditors also found that the district does not have a formal procedure for distributing newly created and revised policies and administrative guidelines to promote awareness of changes in district expectations.

Although MUEVSD has an organizational chart, the auditors found no policy that requires the development of an organizational chart to ensure proper assignment and management of responsibilities. The auditors did find that job descriptions for the positions on the chart were adequate or strong on most criteria except on their linkage to curriculum responsibilities. The current organizational chart meets most audit criteria for sound organizational management, but did not include teachers and does not always keep line and staff positions separate.

**Finding 1.1: The Milton-Union Exempted Village School District board policies and administrative guidelines do not have adequate specificity to define district vision and expectations and assure accountability for curriculum management and related responsibilities.**

Through policy development and implementation, school boards establish and maintain fundamental control over all aspects of the school district, including curriculum management. Administrative guidelines developed by the superintendent clarify policies or provide detail for policy implementation. Together, these documents provide a framework for consistency for administrators and faculty and serve as a common reference for decision making in the design and delivery of the written, taught, and tested curriculum. When policies and administrative guidelines are absent, outdated, vague, or ignored, decision making is left to individuals and may not reflect the intent of the board.

To determine adequacy of the Milton-Union Exempted Village School District (MUEVSD) board policies and administrative guidelines, the auditors reviewed the district's board policy and administrative guidelines, board meeting minutes for the past 12 months, the Master Contract between the Milton-Union Education Association and the Milton-Union Exempted Village School, and the Master Contract between the Milton-Union Exempted Village Board of Education and the Ohio Association of Public School Employees. They also interviewed board members and administrators regarding policy adoption and revision, development of administrative guidelines, and the use of policies and guidelines as reference documents.

Overall, the auditors found the Milton-Union Exempted Village School District board policies and administrative guidelines are compliant in meeting state requirements, but do not outline specific expectations for student learning that would provide the needed framework for decision making district-wide. Several audit criteria were addressed in general terms and received partial credit, but few policies and guidelines had the specificity required to fully meet audit criteria. The auditors also found that the district does not have an established process for distributing newly created and revised policies and administrative guidelines to promote awareness of changes in district expectations.

District policy should establish direction for a cycle of formal adoption and revision of board policy and administrative guidelines. The Milton-Union Exempted Village School District *Board Policy 0131: Legislative* reflects the legal authority for Ohio governing bodies to adopt policies:

“The Board of Education shall make such rules and regulations as are necessary for its governance and the governance of its employees and students of its grounds or premises by adopting bylaws and policies for the organization and operation of the Board and this School District and shall be bound to follow such bylaws and policies.”

*Board Policy 0118: Philosophy of the Board* affirms its intent to “establish policies and make decisions on the basis of declared educational philosophy and goals.” *Board Policy 0171: Review of Policy* requires the board to evaluate the implementation and effectiveness of the policies, relying on internal and external stakeholders to provide evidence of policy effectiveness. *Board Policy 1210: Board Superintendent Relationship* states that the board shall not originate or change policy that has not been recommended by the superintendent.

The superintendent is charged with designing and implementing administrative guidelines in *Board Policy 1230.01: Development of Administrative Guidelines*. Such guidelines are an extension of the policy manual and binding upon all employees and students.

### **Milton-Union Education Association Agreement**

Auditors learned that the district has two union agreements: 1) Master Contract between the Milton-Union Education Association and the Milton-Union Exempted Village Schools (teachers and some other professional employees), and 2) Master Contract between the Milton-Union Exempted Village Board of Education and the Ohio Association of Public School Employees (support personnel). Neither master contract specifically addresses school board policy making or the superintendent’s management authority; however, both contracts state that the board is not required to bargain on such subjects reserved to the management and direction of the governmental unit except as “affect wages, hours, terms and conditions of employment, and the continuation, modification, or deletion of any existing provision of a collective bargaining agreement.” Both contracts have effective dates of July 1, 2019, through June 30, 2022.

### **Policy and Administrative Guideline Development, Revision, and Adoption**

The Milton-Union Exempted Village School District subscribes to the Neola Policy Services. Draft policies, almost all of which reflect statutory and/or case law, are submitted to the district for leadership and board review and adoption. The district administration leadership review policy drafts and then submit to the board for review. Policy adoption is then a two-meeting process; however, adoption at a single meeting is allowed in emergency situations.

Neola also submits draft administrative guidelines to the district for consideration. Draft guidelines are submitted to the district administration. If the district chooses to accept an administrative guideline draft as written, or revise it to meet the district’s specific needs, the final draft is presented to the superintendent for consideration and approval.

**Adequacy of Board Policies and Administrative Guidelines**

Ohio school board policies are divided into 10 major classifications, identified by a 4-digit numerical code. Subclassification of related topics under each heading is based on logical sequence and numerical subcoding.

- 0000 – Bylaws
- 1000 – Administration
- 2000 – Program
- 3000 – Professional Staff
- 4000 – Classified Staff
- 5000 – Students
- 6000 – Finances
- 7000 – Property
- 8000 – Operations
- 9000 – Relations

**Exhibit 1.1.1** displays by category the number of policies and administrative guidelines found in the Milton-Union Exempted Village School District (MUEVSD) official online policy manual.

**Exhibit 1.1.1: School Board Policies and Administrative Guidelines**

Category	0000 Bylaws	1000 Administration	2000 Program	3000 Prof Staff	4000 Classified Staff	5000 Students	6000 Finances	7000 Property	8000 Operations	9000 Relations	Totals
<b>Policy</b>	51	35	58	54	52	77	43	34	50	16	<b>470</b>
<b>Guideline</b>	0	11	58	40	36	73	18	31	63	14	<b>344</b>
<b>Total</b>	<b>51</b>	<b>46</b>	<b>116</b>	<b>94</b>	<b>88</b>	<b>150</b>	<b>61</b>	<b>65</b>	<b>113</b>	<b>30</b>	<b>814</b>

As noted in **Exhibit 1.1.1**, MUEVSD was governed by 470 policies and 344 administrative guidelines at the time of the on-site visit.

By using the board policy title index and the search engine incorporated within the online policy service, auditors reviewed all policies and guidelines for those that relate to the most relevant curriculum management functions. The auditors selected 51 of the 470 board policies and 18 of the 344 administrative guidelines for in-depth review and analysis. **Exhibit 1.1.2** displays the selected curriculum management related board policies and administrative guidelines, by title and date adopted or last revised.

**Exhibit 1.1.2: Curriculum Management Board Policies and Guidelines Reviewed by the Audit Team**

<b>Policy/ Guideline</b>	<b>Title</b>	<b>Date Adopted/Last Revised</b>
po0118	Philosophy of the Board	12/91
po0131	Legislative	12/18
po1032	Executive	12/91
po0170	Duties	12/91
po0171	Review of Policy	7/04
po1071.1	Review of Policy – Educational Resources	1/06
po1071.2	Review of Policy – Philosophy And Goals	1/06
po1071.3	Review of Policy – Community Relations	1/06
po1100	District-organization	12/91
po1230	Superintendent of Schools	12/91
po1230.01	Development of Administrative Guidelines	12/91
po1240	Evaluation of the Superintendent	12/91
po1400	Job Descriptions	2/05
po1401	Job Descriptions-Superintendent	12/91
po1530	Evaluation of Principals and Other Administrators	10/20
po2105	Mission of the District	11/93
po2110	Philosophy of the District	12/91
po2114	Meeting State Performance Indicators	5/15
po2120	School Improvement	12/91
po2130	District Goals	12/91
po2131	Educational Outcome Goals	12/91
po2132	Educational Process Goals	12/91
po2210	Curriculum Development	11/14
po2211	Competency Based Education	12/91
po2220	Adoption of Courses of Study	12/08
po2250	Innotative Programs	12/91
po2260	Nondiscrimination and Access to Equal Educational Opportunity	12/18
po2260.01	Section 504/ADA Prohibition Against Discrimination Based on Disability	3/19
po2271	College Credit Plus Program	12/18
po2330	Homework	12/91
po2370	Educational Options	12/10
po2510	Adoption of Textbooks	11/14
po2520	Selection of Instructional Materials and Equipment	11/14
po2605	Program Accountability and Evaluation	12/91
po2623	Student Assessment And Academic Intervention Services	5/17
po2623.01	Intervention	7/02
po2623.02	Third Grade Reading Guarantee	11/13
po3120.01	Job Descriptions	2/05

Policy/ Guideline	Title	Date Adopted/Last Revised
po3220	Standards-Based Teacher Evaluation	10/20
po3242	Professional Development and Licensure	11/98
po4242	Staff Development	7/04
po5410	Promotion, Academic Acceleration, Placement, and Retention	12/12
po5420	Reporting Student Progress	12/91
po6210	Fiscal Planning	10/03
po6220	Tax Budget Preparation	11/03
po7100	Facilities Planning	12/91
po7410	Maintenance	12/91
po7440	Facility Security	6/09
po8300	Continuity of Organizational Operations Plan	5/17
po8400	School Safety	5/19
po8410	Crisis Intervention	1/06
ag1400	Revising Job Descriptions for Compliance with ADA/504	11/08
ag1530	Standards-Based Principal Evaluation System	12/16
ag2120	The School Improvement Process	11/08
ag2131	Characteristics of an Effective Statement of Educational Outcomes	11/08
ag2210A	Curriculum Development	11/08
ag2210D	Premises About Learning	11/08
ag2220	Curriculum Guides	11/08
ag2231	Guidelines for Planning Effective Learning Activities	11/08
ag2252	Strategy for Planning a Project (Job, Task, Activity)	11/08
ag2260	Nondiscrimination and Access to Equal Educational Opportunity	4/14
ag2260D	Notice of Nondiscrimination	11/08
ag2510	Selection of Basic Text Materials	11/08
ag2520A	Selection of Instructional Materials and Equipment	11/08
ag2623A	Testing Program	11/08
ag3242C	Six Questions for Determining the Effectiveness of Staff Development Programs	11/08
ag5410	Promotion, Placement, and Retention	11/08
ag5420A	Reporting Student Progress	11/08
ag6220	Budget (Appropriations) Preparation	11/08

As indicated in **Exhibit 1.1.2**, dates of adoption and revision of policies and administrative guidelines range from 1991 to 2020, indicating that some policies have not been revised for 30 years.

Auditors analyzed the documents listed in **Exhibit 1.1.2** for congruence with audit criteria for clear expectations and direction related to curriculum design and delivery, using 26 criteria, each with specific characteristics. The criteria are organized into five categories that mirror the five focus areas of the audit: district vision and accountability, direction, consistency and equity, feedback, and productivity. For each criterion, a score of 0 to 3 points was awarded based on the characteristics of an individual policy or several policies considered together. To meet audit standards, 70% of the total

possible points assigned to a focus area are required. The criteria and results of these analyses, by focus area, are provided in Exhibits 1.1.3 through 1.1.8.

**Exhibit 1.1.3: Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area One to Determine Quality and Degree of Adequacy**

Focus Area One—Provides for District Vision and Accountability Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors’ Rating
<b>1.1: A taught and assessed curriculum that is aligned to the district written curriculum</b>		
<ul style="list-style-type: none"> <li>Requires the taught and assessed curriculum to be aligned to the district’s written curriculum</li> </ul>	po2210, po2220, po2623, ag2210A	
<ul style="list-style-type: none"> <li>Addresses the alignment of the district’s written curriculum with state and national standards for all subject areas and grades (includes electives)</li> </ul>		
<ul style="list-style-type: none"> <li>Directs the district’s written curriculum documents to be more rigorous than state and national standards to facilitate deep alignment in all three dimensions with current and future high-stakes tests</li> </ul>		
<b>1.2: Philosophical statements of the district instructional approach</b>		
<ul style="list-style-type: none"> <li>Has a general philosophical statement of curriculum approach, such as standards-based, competency-based, outcome-based, etc.</li> </ul>	po2110, po2211, ag2131, ag2210D	
<ul style="list-style-type: none"> <li>Directs adherence to mastery learning practices for all content areas and grades involved in local, state, and national accountability</li> </ul>		
<ul style="list-style-type: none"> <li>Directs adherence to mastery learning practices for all grade levels and content areas, including electives</li> </ul>		
<b>1.3: Board adoption of the written curriculum</b>		
<ul style="list-style-type: none"> <li>Requires the annual review of new or revised written curriculum prior to its adoption</li> </ul>	po2210, po2220, ag2210A	Met
<ul style="list-style-type: none"> <li>Directs the annual adoption of new or revised written curriculum for all grade levels and content areas</li> </ul>		Met
<ul style="list-style-type: none"> <li>Directs the periodic review of all curriculum on a planned cycle over several years</li> </ul>		Met
<b>1.4: Accountability for the design and delivery of the district curriculum through roles and responsibilities</b>		
<ul style="list-style-type: none"> <li>Directs job descriptions to include accountability for the design and delivery of the aligned curriculum</li> </ul>	po3120.01, po3220, po1530, po1400, po1230, ag1530	
<ul style="list-style-type: none"> <li>Links professional appraisal processes with specific accountability functions in the job descriptions of central office administrators, building administrators, and regular classroom teachers</li> </ul>		
<ul style="list-style-type: none"> <li>Directs professional appraisal processes to evaluate all staff in terms of gains in student achievement</li> </ul>		

Focus Area One—Provides for District Vision and Accountability Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors' Rating
<b>1.5: Long-range, system-wide planning</b>		
<ul style="list-style-type: none"> <li>As part of the district planning process, policy requires that the superintendent and staff think collectively about the future and that the discussion take some tangible form (allows for flexibility without prescribing a particular template)</li> </ul>	po1230, po2114, po2370, po4242,	Met
<ul style="list-style-type: none"> <li>Requires the development of a system-wide, long-range plan that is updated annually; incorporates system-wide student achievement targets; and is evaluated using both formative and summative measures</li> </ul>	po6210, po6220, po7100, po7410,	
<ul style="list-style-type: none"> <li>Expects school improvement plans to be congruent with the district long-range plan, to incorporate system-wide student achievement targets, and to be evaluated using both formative and summative measures</li> </ul>	po8300, po8400, po8410, ag2120, ag2252	
<b>1.6: Functional decision-making structure</b>		
<ul style="list-style-type: none"> <li>Expects an organizational chart that is annually reviewed, presented to the board, and approved by the superintendent</li> </ul>	po1100, po1400,	
<ul style="list-style-type: none"> <li>Requires that job descriptions for each person listed on the organizational chart be present and updated regularly to ensure that all audit criteria, such as span of control, logical grouping of functions, etc., are met</li> </ul>	po3120.01	
<ul style="list-style-type: none"> <li>Directs and specifies the processes for the formation of decision-making bodies (e.g., cabinet, task forces, committees) in terms of their composition and decision-making responsibilities, to ensure consistency, non-duplication of tasks, and product requirements</li> </ul>		
<b>Focus Area One Characteristics Fully Met</b>		<b>4</b>
<b>Percentage of Points Fully Met (points divided by the number of possible points—18)</b>		<b>22%</b>
Note: One point is awarded for every characteristic met under each criterion for a maximum of 3 points. No points are awarded when policies fail to meet any characteristics.		
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As indicated in **Exhibit 1.1.3**, the MUEVSD board policies supporting **Focus Area 1: District Vision and Accountability** fully met 22% of all characteristics. An explanation of the auditors’ ratings for each criterion follows:

**Criterion 1.1: A taught and assessed curriculum that is aligned to the district written curriculum.**

The auditors found no policy that directly relates to curriculum development or alignment of the written, taught, and tested curriculum. *Board Policy 2210: Curriculum Development* states only that the district curriculum provides instruction in courses required by statute and Ohio Department of Education regulations and is consistent with district philosophy and goals. *Board Policy 2220 Adoption of Courses of Study* requires that each course taught be guided by Ohio’s state-adopted academic content standards but does not address national standards. *Board Policy 2623: Student Assessment and Academic Intervention* indirectly references expected alignment between assessment and state standards in the board’s expectation that “Achievement test” means “a test, aligned with



the Ohio academic standards and model curriculum.” *Administrative Guideline 2210A: Curriculum Development* addresses curriculum development and evaluation but does not reference alignment. The auditors did not find policies that require the district’s written curriculum documents to be more rigorous than state and national standards. No characteristics were fully met for this criterion.

### **Criterion 1.2: Philosophical statements of the district instructional approach**

*Board Policy 2211: Competency Based Education* (adopted in 1991) supports district participation in the “State-established Competency Based Education (CBE) program,” and *Administrative Guideline 2131: Characteristics of an Effective Statement of Educational Outcomes* (adopted in 2008) refers to an outcomes-based curriculum. Administrative guidelines are created to provide clarification for board policy. In this case, however, it creates confusion related to district expectations and direction since *Board Policy 2211* was not revised when *Administrative Guideline 2131* was adopted. The auditors also found that *Board Policy 2110: Philosophy of the District* addresses mastery of essential learning skills but does not include mastery learning practices for all content areas and grade levels. No characteristics were fully met for this criterion.

### **Criterion 1.3: Board adoption of the written curriculum**

*Board Policy 2210: Curriculum Development* defines curriculum as “courses of study, subjects, classes, and organized activities provided by the school” and charges the superintendent with “the development and evaluation of curriculum and the preparation of courses of study.” *Board Policy 2220 :Adoption of Courses of Study* states that no course of study will be taught in the district unless adopted by the board of education. *Administrative Guideline 2210A: Curriculum Development* requires that the Superintendent/Director of Student Services manage and continually evaluate selected areas of the district curriculum. All characteristics were fully met for this criterion.

### **Criterion 1.4: Accountability for the design and delivery of the district curriculum through roles and responsibilities**

*Board Policy 3120.01: Job Descriptions* requires the superintendent to develop and maintain a coordinated set of job descriptions for all personnel. However, auditors found no board policy that requires job descriptions to include accountability for the design and delivery of an aligned curriculum. No characteristics were fully met for this criterion.

### **Criterion 1.5: Long-range, system-wide planning**

Planning is an expectation of the board of education as evidenced in *Administrative Guideline 2252: Strategy for Planning a Project (Job, Task, Activity)*, which provides a six step process for creating an effective plan. In *Board Policy 1230: Superintendent of Schools*, the board charges the superintendent with responsibility to “establish and maintain a written educational plan for the schools of the District consistent with the educational goals adopted by the Board,” and to “ensure proper implementation of the District-wide instructional plan as it applies to each building.” However, an annual update, incorporation of student achievement targets, or formative and summative evaluation are not addressed for the district or school plans. *Board Policy 2114: Meeting State Performance Indicators* requires the superintendent to “develop a plan annually that outlines the steps” the district and eligible school buildings need to take for students to meet or exceed state performance levels. Further, *Administrative Guideline 2120: The School Improvement Process* requires the School Improvement Team at each building to focus on programs and procedures to help the district achieve its educational mission. The policy and administrative guideline do not, however, specifically require a school improvement plan that is congruent with the district long-range plan. The auditors also

found plans and planning referenced in several board policies, including the remaining policies found in **Exhibit 1.1.3, Criterion 1.5**. One characteristic was fully met for this criterion.

**Criterion 1.6: Functional decision-making structure**

*Board Policy 1100: District Organization* gives the superintendent the authority to establish administrative positions required to implement the educational system established by the board. It further states that responsibility flows “from the Superintendent through the administrative staff to the operational personnel.” There is no requirement, however, for an organizational chart that is annually reviewed and presented to the board. The auditors found no policy that requires job descriptions meet the principles of sound organizational management. Further, auditors did not find policies or administrative guidelines detailing decision-making responsibilities. No characteristics were fully met for this criterion.

**Exhibit 1.1.4: Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Two to Determine Quality and Degree of Adequacy**

Focus Area Two—Provides for Curriculum Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors’ Rating
<b>2.1: Written curriculum with aligned, criterion-referenced formative assessments for all subject areas at all grade levels</b>		
<ul style="list-style-type: none"> <li>Requires enough specificity so that all teachers can consistently describe how students will demonstrate mastery of the intended objective</li> </ul>	po2210, po2220, ag2220	
<ul style="list-style-type: none"> <li>Requires formative assessment instruments that align to specific curriculum objectives</li> </ul>		
<ul style="list-style-type: none"> <li>Directs that suggestions be provided to teachers for differentiating curriculum to meet students’ needs as diagnosed by formative assessments</li> </ul>		
<b>2.2: Periodic review/update of the curriculum and aligned resources and assessments</b>		
<ul style="list-style-type: none"> <li>Requires the development of procedures to both formatively and summatively review the written curriculum for all grade levels and content areas</li> </ul>	po2210, ag2623A	
<ul style="list-style-type: none"> <li>Requires the annual review of test banks, benchmark assessments, and other assessment instruments for alignment with the district or state accountability system</li> </ul>		
<ul style="list-style-type: none"> <li>Evaluates assessment instruments for alignment to the district curriculum in all three dimensions: content, context, and cognitive type</li> </ul>		
<b>2.3: Textbook/resource alignment to curriculum and assessment</b>		
<ul style="list-style-type: none"> <li>Requires textbooks/resources to be regularly reviewed and the resource revision/adoption cycle to align with the curriculum revision cycle</li> </ul>	po2510, po2520, ag2520A	
<ul style="list-style-type: none"> <li>Directs review of all new instructional resource materials for content, context, and cognitive type alignment to the district curriculum and assessment</li> </ul>		
<ul style="list-style-type: none"> <li>Directs district staff to identify discrete areas where alignment is missing and provide teachers with supplementary materials to address gaps in alignment (missing content, inadequate contexts, etc.)</li> </ul>		

Focus Area Two—Provides for Curriculum Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors' Rating
<b>2.4: Content area emphasis</b>		
<ul style="list-style-type: none"> <li>Directs the yearly identification of subject areas that require additional emphasis based on a review of assessment results</li> </ul>	ag2623A	
<ul style="list-style-type: none"> <li>Within subject areas, requires identification by administration of specific objectives, contexts, cognitive types, and instructional practices to receive budgetary support</li> </ul>		
<ul style="list-style-type: none"> <li>Requires focused professional development and coaching to support the instructional delivery of identified priorities within content areas</li> </ul>		
<b>2.5: Program integration and alignment to the district's written curriculum</b>		
<ul style="list-style-type: none"> <li>Directs that all subject-related (e.g., reading, Title I) and school-wide (e.g., tutoring, DARE, AVID) programs be reviewed for alignment to the written and assessed curriculum</li> </ul>	po2605, po2210, ag2210A	
<ul style="list-style-type: none"> <li>Requires written procedures for both formative and summative evaluation of all new subject-related and school-wide programs before submission to the board for approval</li> </ul>		
<ul style="list-style-type: none"> <li>Directs administrative staff to prepare annual recommendations for subject-related and school-wide program revision, expansion, or termination based on student achievement</li> </ul>		
<b>Focus Area Two Characteristics Fully Met</b>		<b>0</b>
<b>Percentage of Characteristics Fully Met (points divided by the number of possible points—15)</b>		<b>0%</b>
Note: One point is awarded for every characteristic met under each criterion for a maximum of 3 points. No points are awarded when policies fail to meet any characteristics.		
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As indicated in **Exhibit 1.1.4**, the MUEVSD board policies supporting **Focus Area 2: Curriculum** did not fully meet the characteristics. An explanation of the auditors' ratings for each criterion follows:

**Criterion 2.1: Written curriculum with aligned, criterion-referenced formative assessments for all subject areas at all grade levels**

*Board Policy 2210: Curriculum Development* requires the curriculum be developed, evaluated, and adopted on a continuing basis. *Board Policy 2220: Adoption of Courses of Study* states that each course of study shall “prescribe methods for assessment of student progress and the means for intervention.” *Administrative Guideline 2220: Curriculum Guides* further states that the content of the curriculum should be organized in ways that provide for applied learning of concepts. The auditors found no policies, however, that require specificity to describe how students will demonstrate mastery, formative assessment instruments that align to specific curriculum objectives, or suggestions to teachers for differentiating curriculum based on needs diagnosed by formative assessments. No characteristics were fully met for this criterion.

**Criterion 2.2: Periodic review/update of curriculum and aligned resources and assessments**

*Board Policy 2210: Curriculum Development* states only that the superintendent shall be responsible for the development and evaluation of the curriculum. *Administrative Guideline 2623A: Testing Program*

requires administrators to instruct staff in the use of test results to refine curriculum and improve instructional strategies and resources. The auditors did not, however, find policies that: require the district to develop procedures for formative and summative review of the written curriculum for all grade levels and content areas; require the annual review of test banks, benchmark assessments, and other assessment instruments for alignment with accountability systems; or require evaluation of assessment instruments for alignment to district curriculum in content, context, and cognitive type. No characteristics were fully met for this criterion.

**Criterion 2.3: Textbook/resource alignment to curriculum and assessment**

The auditors found no policies or administrative guidelines that require instructional materials be aligned for content, context, and cognitive type to the district curriculum and assessment; nor directives to provide supplementary materials for areas where alignment is missing. No characteristics were fully met for this criterion.

**Criterion 2.4: Content area emphasis**

The auditors found no board policies or administrative guidelines that address identification of priority content areas based on assessment data. *Administrative Guideline 2623A: Testing Program* lists the purposes of tests and use of assessment data, but does not address establishing budgetary priorities. No points were awarded for this criterion.

**Criterion 2.5: Program integration and alignment to the district’s written curriculum**

*Board Policy 2605: Program Accountability and Evaluation* requires ongoing program evaluation from a broad-based perspective, referencing “program” as the total instructional program. The policy requires the superintendent to “recommend improvements to the educational program based on District evaluation,” but no further details are included. *Board Policy 2210: Curriculum Development* references innovative programs and their evaluative criteria to better accomplish the district’s educational goals but does not provide specific information. *Administrative Guideline 2210A: Curriculum Development* requires the Superintendent/Director of Student Services to establish procedures for effectively evaluating courses of study. Collectively, these three documents do not provide adequate direction for the review of programs prior to selection to ensure alignment to the district’s written and assessed curriculum. No characteristics were fully met for this criterion.

**Exhibit 1.1.5: Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Three to Determine Quality and Degree of Adequacy**

Focus Area Three—Provides for Consistency and Equity		
Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors’ Rating
<b>3.1: Predictability of written curriculum from one grade and/or instructional level to another</b>		
<ul style="list-style-type: none"> <li>Requires the vertical articulation and horizontal coordination of the curriculum within schools</li> </ul>	po2210, ag2210A	
<ul style="list-style-type: none"> <li>Requires vertical articulation across grade levels and horizontal coordination among schools at a given level for all content areas</li> </ul>		
<ul style="list-style-type: none"> <li>Directs the identification of prerequisite skills and their placement in the written curriculum at the appropriate grade/instructional level</li> </ul>		

<b>Focus Area Three—Provides for Consistency and Equity</b> <b>Directs the superintendent or designee to oversee the development of board policy to ensure:</b>		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors' Rating
<b>3.2: Training for staff in the delivery of the curriculum</b>		
<ul style="list-style-type: none"> <li>Directs the development and implementation of a district professional development plan focused on effective curriculum delivery that is congruent with the district long-range plan and annual goal priorities</li> </ul>	po1401, po2132, po3242, ag2210A, ag3242C	
<ul style="list-style-type: none"> <li>Requires a process whereby staff are coached over time in the implementation of professional development initiatives</li> </ul>		
<ul style="list-style-type: none"> <li>Directs the regular evaluation of the impact of professional development on student achievement, using both formative and summative measures</li> </ul>		Met
<b>3.3: Delivery of the adopted district curriculum</b>		
<ul style="list-style-type: none"> <li>Requires all staff to deliver the curriculum as approved by the board</li> </ul>	ag2623A	
<ul style="list-style-type: none"> <li>Requires building principals and all central office staff with curriculum responsibilities to review disaggregated assessment results and identify areas where curriculum delivery may be ineffective</li> </ul>		
<ul style="list-style-type: none"> <li>Requires an annual report for the board regarding the status of curriculum delivery</li> </ul>		Met
<b>3.4: Monitoring the delivery of the district curriculum</b>		
<ul style="list-style-type: none"> <li>Directs building principals to develop and implement a plan to monitor the delivery of the district curriculum on a weekly basis</li> </ul>	None	
<ul style="list-style-type: none"> <li>Directs central office curricular staff to assist the principal in monitoring the delivery of the district curriculum</li> </ul>		
<ul style="list-style-type: none"> <li>Requires periodic school and classroom data-gathering reports from administrators detailing the status of the delivery of the curriculum across the district, with recommendations for the creation of professional development activities or curricular revisions</li> </ul>		
<b>3.5: Equitable student access to the curriculum, instructional resources, and learning environment</b>		
<ul style="list-style-type: none"> <li>Requires equal student access to the curriculum, appropriate instructional materials for a variety of learning levels and modes, and appropriate facilities to support the learning environment necessary to deliver the district curriculum</li> </ul>	po2260, po2260.01, po2271, ag2260	Met
<ul style="list-style-type: none"> <li>Directs the development of procedures for fast-tracking students who lack sufficient prerequisite skills for courses such as AP, honors, etc., but need more challenging content</li> </ul>		
<ul style="list-style-type: none"> <li>Requires an annual review of equity data (such as access, racial isolation, rigor), the subsequent reporting to the board of those data, and the development of a plan for correcting equity issues</li> </ul>		
<b>Focus Area Three Characteristics Fully Met</b>		<b>3</b>
<b>Percentage of Points Met (points divided by the number of possible points—15)</b>		<b>20%</b>
Note: One point is awarded for every characteristic met under each criterion for a maximum of 3 points. No points are awarded when policies fail to meet any characteristics.		
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As indicated in **Exhibit 1.1.5**, the MUEVSD board policies supporting **Focus Area 3: Consistency and Equity** fully met 20% of the characteristics for this area. An explanation of the auditors' ratings for each criterion follows:

**Criterion 3.1: Predictability of written curriculum from one grade and/or instructional level to another**

Neither *Board Policy 2210: Curriculum Development* or *Administrative Guideline 2210A: Curriculum Development* address: vertical articulation and horizontal coordination of curriculum within schools; vertical articulation across grade levels and horizontal coordination among schools at a given level for all content areas; or direct the identification of prerequisite skills and their placement in the written curriculum. No characteristics were fully met for this criterion.

**Criterion 3.2: Training for staff in the delivery of the curriculum**

The auditors found the following policies and administrative guidelines that address training for staff: 1) *Board Policy 1401: Job Description-Superintendent* requires the superintendent to develop in-service training programs for teacher improvement; 2) *Board Policy 2132: Educational Process Goals* references continued professional growth of staff members; 3) *Board Policy 3242: Professional Development and Licensure* directs the superintendent to establish a Professional Development Committee; and 4) *Administrative Regulation 2210A: Curriculum Development* includes a responsibility "develop or advise on in-service programs and seminars needed to strengthen and enrich the District's program." None of the above policies require a plan focused on effective curriculum delivery congruent with the district long-range plan. Nor do they require a process where staff are coached in the implementation of professional development initiatives. *Administrative Guideline 3242C: Six Questions for Determining the Effectiveness of Staff Development Programs* poses five questions for formative reflection and one question that addresses end-of-program evaluation based on the desired end-result. One characteristic was fully met for this criterion.

**Criterion 3.3: Delivery of the adopted district curriculum**

The auditors found no board policies or administrative guidelines that require teachers to deliver the district's adopted curriculum or a required annual report to the board regarding the status of curriculum delivery. *Administrative Guideline 2623A: Testing Program* provides expectations for item analysis and disaggregation of assessment results, stating that "such analysis will aid in designing appropriate learning activities or intervention strategies." One characteristic was fully met for this criterion.

**Criterion 3.4: Monitoring the delivery of the district curriculum**

The auditors found no policies or administrative guidelines that address monitoring the delivery of the district curriculum. No characteristics were fully met for this criterion.

**Criterion 3.5: Equitable student access to the curriculum, instructional resources, and learning environment**

In compliance with Section 504 of the *Rehabilitation Act of 1973*, the *Americans with Disabilities Act of 1990*, and related amendments and revisions, the district's *Board Policy 2260.01: Section 504/ADA Prohibition Against Discrimination Based on Disability* provides assurance that the district will not discriminate against students with disabilities and will "make accessible to qualified individuals with disabilities its facilities, programs, and activities." Equal access is expanded to include all students in *Board Policy 2260: Nondiscrimination and Access to Equal Educational Opportunity* with the directive:

“Equal educational opportunities shall be available to all students, without regard to the Protected Classes, age (unless age is a factor necessary to the normal operation or the achievement of any legitimate objective of the program/activity), place of residence within the boundaries of the District, or social or economic background, to learn through the curriculum offered in this District. Educational programs shall be designed to meet the varying needs of all students.”

*Board Policy 2271: College Credit Plus Program* outlines eligibility requirements for student participation in courses for college credit prior to high school graduation, but the auditors found no reference to accommodating students without prerequisites for enrollment in this or other board policies and administrative guidelines. Further, auditors did not find a requirement for the annual review of equity data and the subsequent development of a plan for inequities. One characteristic was fully met for this criterion.

**Exhibit 1.1.6: Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Four to Determine Quality and Degree of Adequacy**

<b>Focus Area Four—Provides for Feedback</b>		
<b>Directs the superintendent or designee to oversee the development of board policy to ensure:</b>		
<b>Audit Criteria and Characteristics</b>	<b>Relevant Policies and Guidelines</b>	<b>Auditors’ Rating</b>
<b>4.1: A student assessment process</b>		
<ul style="list-style-type: none"> <li>Requires the development and implementation of a district student assessment process that goes beyond the state accountability assessment system and includes both formative and summative measures</li> </ul>	po2623, ag2623A	Met
<ul style="list-style-type: none"> <li>Requires the development and implementation of a district student assessment process that is differentiated to address variations in student achievement (both above and below grade level) and includes both formative and summative assessment measures</li> </ul>		
<ul style="list-style-type: none"> <li>Requires assessment instruments to be more rigorous in content, context, and cognitive type than external, high stakes assessments</li> </ul>		
<b>4.2: A program assessment process</b>		
<ul style="list-style-type: none"> <li>Directs the development and implementation of a district program evaluation process</li> </ul>	po2605, po2623	Met
<ul style="list-style-type: none"> <li>Requires each proposed program to have an evaluation process (including both formative and summative evaluations) before that program is adopted and implemented</li> </ul>		Met
<ul style="list-style-type: none"> <li>Directs the program assessment process to link with district planning initiatives, including site improvement plans and the strategic/long-range plan</li> </ul>		
<b>4.3: Use of data from assessments to determine program and curriculum effectiveness and efficiency</b>		
<ul style="list-style-type: none"> <li>Requires the disaggregation of assessment data at the school, classroom, student subgroup, and student level to determine program and curriculum effectiveness and efficiency</li> </ul>	po2623, ag2623A	Partially Met
<ul style="list-style-type: none"> <li>Requires classroom teachers to track and document individual student mastery in core content areas</li> </ul>		
<ul style="list-style-type: none"> <li>Requires the development of modifications to the curriculum and/or programs as needed in response to disaggregated assessment data to bring about effectiveness and efficiency</li> </ul>		Partially Met

Focus Area Four—Provides for Feedback		
Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors' Rating
<b>4.4: Reports to the board about program effectiveness</b>		
<ul style="list-style-type: none"> <li>Requires yearly reports to the board regarding program effectiveness for all new programs for the first three years of operation</li> </ul>	po2605, po2623	
<ul style="list-style-type: none"> <li>Requires reports to the board every three years for long-term programs</li> </ul>		
<ul style="list-style-type: none"> <li>Requires summative reports to the board every five years for all content areas before any curriculum revisions or major materials acquisition, with the reports delivered prior to the curricular adoption cycle</li> </ul>		
<b>Focus Area Four Characteristics Fully Met</b>		<b>3</b>
<b>Percentage of Points Met (points divided by the number of possible points—12)</b>		<b>25%</b>
Note: One point is awarded for every characteristic met under each criterion for a maximum of 3 points. No points are awarded when policies fail to meet any characteristics.		
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As indicated in **Exhibit 1.1.6**, the MUEVSD board policies supporting **Focus Area Four: Feedback** fully met 25% of the characteristics under the four criteria. An explanation of the auditors’ rating for each criterion follows:

**Criterion 4.1: A student assessment process**

*Board Policy 2623: Student Assessment and Academic Intervention Services* and *Administrative Guideline 2623A: Testing Program* require the superintendent to develop an assessment program that includes state-mandated tests, performance-based tests, and norm-referenced tests. The auditors did not find policies, however, that require the expansion of the assessment program to include differentiation and increased rigor in content, context, and cognitive type. One of the characteristics was fully met for this criterion.

**Criterion 4.2: A program assessment process**

*Board Policy 2605: Program Accountability and Evaluation* states, “The Board of Education believes that effective education includes proper evaluation of the results produced from the educational resources provided by the community and the government.” It also includes a list of elements for the accountability program that includes “clear statements of expectations and purposes for each program with specifications of how their successful achievement will be determined” and “evaluation of each program to assess the extent to which each program’s purposes and objectives are being achieved.” *Board Policy 2623: Student Assessment and Academic Intervention Services* requires program evaluations every five years, with a schedule developed and implemented by the superintendent. The auditors found no policies or administrative guidelines that require the program assessment process to be linked with planning or plans. Two characteristics were fully met for this criterion.

**Criterion 4.3: Use of data from assessments to determine program/curriculum effectiveness and efficiency**

*Administrative Guideline 2623A: Testing Program* includes Suggested Purposes for Various Tests that incorporate “Item Analysis,” “Disaggregation of Results,” and “Use in Remediation and Promotion/Retention.” However, the administrative guideline recommends rather than requires disaggregation



at multiple levels. *Board Policy 2623: Student Assessment and Academic Intervention Services* requires the superintendent to develop procedures for regular collection of student performance data and procedures for using student performance data to evaluate the effectiveness of intervention services. The auditors found no directives referencing teachers’ tracking of student objective mastery. Two characteristics were partially met for this criterion.

**Criterion 4.4: Reports to the board about program effectiveness**

*Board Policy 2605: Program Accountability and Evaluation* directs the superintendent to “maintain a calendar of assessment activities and...make periodic evaluation reports to the board [on findings of the assessment program].” *Board Policy 2623: Student Assessment and Academic Intervention Services* requires program evaluations to be reviewed and updated every five years but does not require the superintendent to report the findings to the board. The auditors found no policies or administrative guidelines regarding reports to the board about program effectiveness at designated intervals. No characteristics were fully met for this criterion..

**Exhibit 1.1.7: Auditors’ Analysis of Board Policy and Administrative Guidelines on Audit Focus Area Five to Determine Quality and Degree of Adequacy**

Focus Area Five—Provides for Productivity Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Guidelines	Auditors’ Rating
<b>5.1: Program-centered budgeting</b>		
<ul style="list-style-type: none"> <li>Directs development of a budget process that requires program evaluation, identification of specific measurable program goals before the budget process begins, and documented costs to ensure that expenditures are aligned within revenues and cost-benefit analysis is facilitated</li> </ul>	po6210, ag6220	
<ul style="list-style-type: none"> <li>Requires adherence to a program-centered budgeting process that includes incremental budgeting based on different program types, delivery, and quality for all curriculum areas (The process provides evidence of tangible connections between allocations and anticipated program outcomes or accomplishments.)</li> </ul>		
<ul style="list-style-type: none"> <li>Directs full implementation of a program-centered budgeting process that includes incremental funding possibilities, a process for evaluating options, and the use of program evaluation data linked to budget allocations (This process enables program budget decisions to be based upon documented results and performance.)</li> </ul>		
<b>5.2: Resource allocation tied to curriculum priorities</b>		
<ul style="list-style-type: none"> <li>Requires a budget that allocates resources according to documented needs, assessment data, and established district curriculum and program goals and priorities</li> </ul>	po2114	
<ul style="list-style-type: none"> <li>Requires a budget that may be multi-year in nature, provides ongoing support for curriculum and program priorities, and connects costs with program expectations and data-based needs</li> </ul>		
<ul style="list-style-type: none"> <li>Directs a budget that provides resources needed to achieve system priorities over time and demonstrates the need for resources based on measurable results and/or performance of programs and activities</li> </ul>		

<b>Focus Area Five—Provides for Productivity</b>		
<b>Directs the superintendent or designee to oversee the development of board policy to ensure:</b>		
<b>Audit Criteria and Characteristics</b>	<b>Relevant Policies and Guidelines</b>	<b>Auditors' Rating</b>
<b>5.3: Environment to support curriculum delivery</b>		
<ul style="list-style-type: none"> <li>Directs facilities that enable teachers to work in an environment that supports adequate delivery of the curriculum</li> </ul>	po6210, po7100,	Met
<ul style="list-style-type: none"> <li>Directs consideration of multi-year facilities planning efforts to adequately support the district curriculum and program priorities</li> </ul>	po7410, po7440,	Met
<ul style="list-style-type: none"> <li>Directs facilities planning linked to future curriculum and instructional trends and to the teaching-learning environment incorporated in the documented system mission and vision statements</li> </ul>	po8300, po8400	Met
<b>5.4: Support systems focused on curriculum design and delivery</b>		
<ul style="list-style-type: none"> <li>Provides a clear connection between district support services and the achievement of the district curriculum design and delivery, and evidence of optimization within the system</li> </ul>	None	
<ul style="list-style-type: none"> <li>Requires formative and summative evaluation practices for each support service to provide data for improving these services and documented evidence of improvement over time</li> </ul>		
<ul style="list-style-type: none"> <li>Requires periodic reports to the board with recommendations for continuing, revising, and/or developing new support services to enhance fulfillment of the mission, including needs-based data</li> </ul>		
<b>5.5: Data-driven decisions for the purpose of increasing student learning</b>		
<ul style="list-style-type: none"> <li>Directs the development of specific requirements for data analysis that lead to improved student learning for the core curriculum areas and electives</li> </ul>	po2605, po2623.02,	Partially Met
<ul style="list-style-type: none"> <li>Directs the development of specific requirements for data analysis that lead to improved student learning for all curriculum areas and grade levels (including electives)</li> </ul>	po5410, ag2623A	
<ul style="list-style-type: none"> <li>Directs the development of specific requirements for data analysis that lead to improved student learning for all operations of the district</li> </ul>		Partially Met
<b>5.6: Change processes for long-term institutionalization of district priority goals</b>		
<ul style="list-style-type: none"> <li>Requires the identification of strategies, grounded in documented assessment of program success or efficacy, to be used by the district to ensure long-term institutionalization of change</li> </ul>	None	
<ul style="list-style-type: none"> <li>Directs the development of school improvement plans that address the use of specific change strategies at the building level to ensure the institutionalization of change and improved results or performance</li> </ul>		
<ul style="list-style-type: none"> <li>Directs that all district, department, and program plans incorporate procedures for change strategies to ensure the institutionalization of change for improvement and include procedures with formative and summative practices that provide data about change implementation and effectiveness</li> </ul>		
<b>Focus Area Five Characteristics Fully Met</b>		<b>3</b>
<b>Percentage of Characteristics Fully Met (points divided by the number of possible points—18)</b>		<b>17%</b>
Note: One point is awarded for every characteristic met under each criterion for a maximum of 3 points. No points are awarded when policies fail to meet any characteristics.		
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As indicated in **Exhibit 1.1.7**, the MUEVSD board policies supporting **Focus Area Five: Productivity** fully met 17% of the characteristics for adequacy. An explanation of the auditors' rating for each criterion is provided as follows:

#### **Criterion 5.1: Program-centered budgeting**

*Board Policy 6210 :Fiscal Planning* requires the board to “plan for the financial needs of the educational program.” *Administrative Guideline 6220: Budget (Appropriations) Preparation* states that the district utilizes a cooperative budgeting system “in which the principals and department supervisors develop throughout the year, a list of items for implementing the instructional program.” The auditors found no guidance in policies or administrative guidelines related to program-centered budgeting. No characteristics were fully met for this criterion.

#### **Criterion 5.2: Resource allocation tied to curriculum priorities**

In *Board Policy 2114: Meeting State Performance Indicators*, the superintendent is directed to estimate the resources needed to implement an annual plan that will facilitate all campuses meeting or exceeding “the performance levels established by the State Board of Education for each of the performance indicators.” The superintendent is also directed to incorporate the estimated costs for implementing the plan into the annual budget proposals submitted to the board. Although these statements link resource allocation to instructional priorities, adequate detail for how this process will occur is missing. Since the auditors found no other board policies or administrative guidelines addressing resource allocation tied to curriculum priorities, no characteristics were considered fully met for this criterion.

#### **Criterion 5.3: Environment to support curriculum delivery**

*Board Policy 7440: Facility Security*, *Board Policy 8300: Continuity of Organizational Operations Plan*, and *Board Policy 8400: School Safety* all include provisions for maintaining a safe learning environment that supports curriculum delivery. *Board Policy 7100: Facilities Planning* communicates the board's commitment to ensure facilities that provide a learning environment that meets the educational needs of the students, as well as the physical requirements best suited to those needs. *Board Policy 6210: Fiscal Planning* requires district administrators to “prepare a long-range year-by-year plan for the maintenance and replacement of facilities and equipment,” while *Board Policy 7410: Maintenance* requires a “long-range program of building modernization.” All characteristics were fully met for this criterion.

#### **Criterion 5.4: Support systems focused on curriculum design and delivery**

The auditors were unable to find board policies or administrative guidelines that communicate an expectation that the overarching goal of district support services is to optimize teaching and learning. No characteristics were fully met for this criterion.

#### **Criterion 5.5: Data-driven decisions for the purpose of increasing student learning**

*Administrative Directive 2623A: Testing Program* includes, “The purpose for giving a test is to use the results to improve learning and to communicate with those concerned about how well a student or group of students are learning.” Item analysis and disaggregation of results are recommended as specific actions in the use of data. *Board Policy 2623.02: Third Grade Reading Guarantee* requires a diagnostic assessment of third grade students' reading skills for determining promotion to fourth grade. *Board Policy 5410: Promotion, Academic Acceleration, Placement, and Retention* requires analysis of various social and educational data in determining promotion in kindergarten-grade 12.

*Board Policy 2605: Program Accountability and Evaluation* addresses clear statements of expectations and determining successful achievement of those expectations but does not specifically refer to data analysis. Although the board policies and administrative guidelines cited clearly indicate the board’s expectations for data-driven decision making in teaching and learning, individually and collectively, they lack the specificity required for credit in the first two elements of this criterion. The auditors found that no reference to data analysis for improved teaching and learning in support departments and other operations within the district. Two characteristics were considered partially met for this criterion.

**Criterion 5.6: Change processes for long-term institutionalization of district priority goals**

The auditors found no board policies or administrative guidelines that directly address the change process for long-term institutionalization. No characteristics were fully met for this criterion.

**Exhibit 1.1.8** provides a summary of the auditors’ ratings of the MUEVSD board policies and administrative guidelines, by focus area:

**Exhibit 1.1.8: Summary Ratings of the Auditors’ Analysis of Board Policy and Administrative Guidelines to Determine Quality and Degree of Adequacy**

Focus Area	Number of Criteria	Number of Characteristics	Characteristics Met	Percentage of Characteristics Fully Met
One: District Vision and Accountability	6	18	4	22%
Two: Curriculum	5	15	0	0%
Three: Consistency and Equity	5	15	3	20%
Four: Feedback	4	12	3	25%
Five: Productivity	6	18	3	17%
<b>Overall Rating For all Criteria</b>	<b>26</b>	<b>78</b>	<b>13</b>	<b>17%</b>

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As indicated in **Exhibit 1.1.8**, a total of 17% of all characteristics across the five criteria were fully met by the policies. Policies were most comprehensive related to assessment and data use, and least comprehensive in relation to curriculum.

**Policy Distribution and Implementation**

After board action is taken on new/revised policies and the administration approves administrative guidelines, policies are shared with district employees. The district has not institutionalized a formal practice for notifying internal users of new and revised policies and administrative guidelines, primarily due to the size of the district. However, policies and guidelines are accessible to internal and external stakeholders via the district’s website. Topics can be researched in both document categories via a word-search engine.

The final issue to be addressed regarding whether board policies and administrative guidelines are providing adequate control over curriculum management functions in the Milton-Union Exempted Village School District is if they are being followed. The auditors interviewed district/building administrators and board members and administered surveys to building administrators to obtain job related data on a number of topics related to the audit. Survey data from building administrators indicate that 100% of those responding (six of eight individuals), agree or strongly agree that district policy provides adequate direction for decision making, showing a strong awareness of policy across

the system. The following quotes regarding direction from board policy and administrative guidelines were noted during on-site interviews:

- “We are up to date on our policies. We work with an outside group twice a year.” (District Administrator)
- “We review the board policies. Most of the policies are adopted from the state.” (Board Member)

Overall, the auditors found that the use of policies and administrative guidelines as valuable documents for routine reference and decision making is perceived by district employees to be adequate to establish control over district resources and programs to provide guidance for accomplishing the board’s expectations, although the auditors did not find sufficient direction in policy for curriculum management functions.

### Summary

The Milton-Union Exempted Village School District has a complete set of board policies and administrative guidelines that meet state and federal expectations (via constitutional guarantees, state and federal statutes, and case law). However, these written guidelines do not clearly communicate the board’s tightly held expectations for instructional effectiveness and student learning. Policy needs greater specificity in communicating the board’s expectations for what is to be done related to curriculum design and delivery, under what conditions, and who is to assume responsibility and accountability for successful implementation. Further, a number of policies have not been updated since 1991—a period of 30 years in which educational expectations and student demographics have changed dramatically. A formal process for communicating adoption and/or revision of policies and administrative guidelines has not been institutionalized.

**Finding 1.2: The organizational chart does not provide sound organizational management of the school system. Job descriptions do not clearly communicate roles and responsibilities associated with curriculum design and delivery.**

Clarity of administrative role relationships is important to an organization in the productive grouping and management of its tasks and functions. A functional and accurate delineation of administrative relationships is generally depicted in graphic form and called either an Organizational Chart or Table of Organization. An organizational chart graphically shows the line of authority and responsibilities from the board of trustees and superintendent to campus principals and classroom teachers for producing successful student learning. The organizational structure should be supported by job descriptions that describe essential qualifications, tasks that must be completed in order for the organization to accomplish its mission—especially design and delivery of curriculum—and document the relationship of one position to another. Without clearly defined organizational relationships, organizational effectiveness can be compromised. Employees may lack or, over time, lose an understanding of their duties and reporting responsibilities. This can lead to gaps in coverage of essential responsibilities or to a duplication of effort.

To determine the quality of the Milton-Union Exempted Village School District’s organizational structure and job descriptions, the auditors reviewed documents and policies; interviewed internal staff, including administrators, teachers, and board members; and conducted surveys of teachers and administrators.

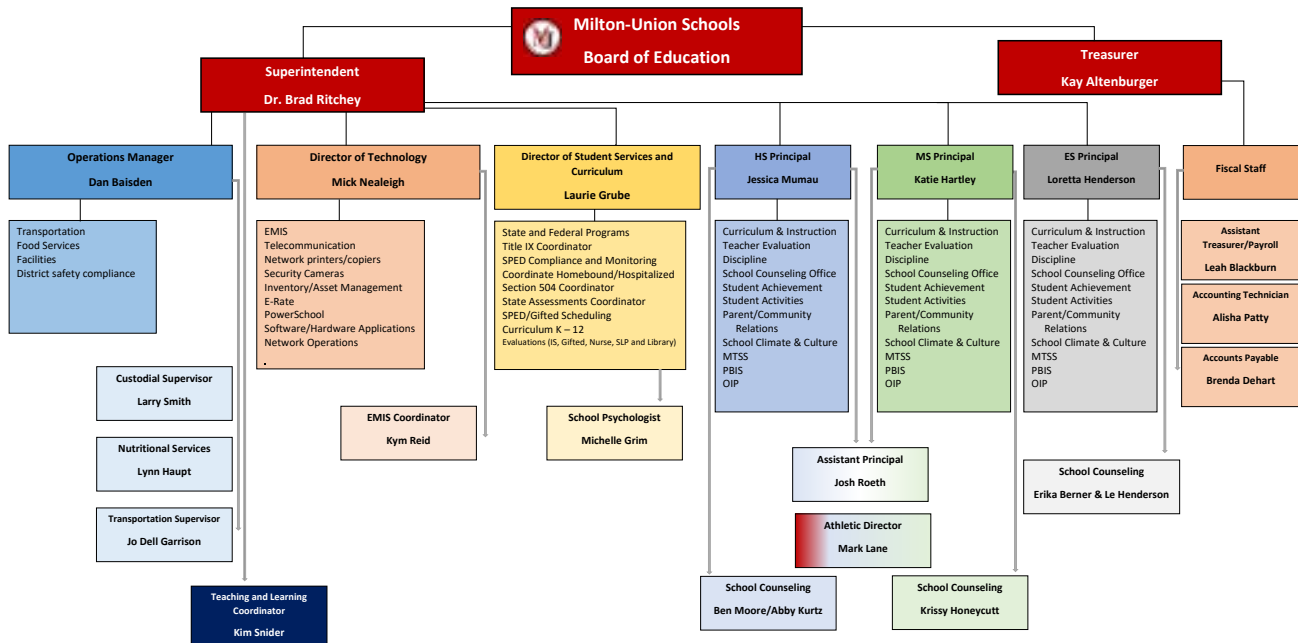
Although the auditors were presented with an organizational chart for MUEVSD, they found that no policy requires the development of an organizational chart to ensure line of authority within the district. The auditors found that the organizational chart does not meet audit standards for sound organizational management. The auditors found board policy that requires the development and revision of job descriptions (see **Finding 1.1, Exhibit 1.3, Criterion 1.6**); the job descriptions, however, do not clearly link the responsibilities of the position to curriculum design, delivery, and evaluation. The remainder of this finding consists of two sections: analysis of the district’s organizational chart and an evaluation of job descriptions.

### Organizational Chart

A table of organization or organizational chart is a graphic depiction of the grouping and relationships of line and staff positions at a designated level (e.g., director) and above in an organization. Each of the positions on an organizational chart should be matched with a detailed job description. The grouping of positions in an organizational chart, according to generally accepted management principles, communicates expectations and promotes productive work relationships among members of the organization. When these principles are violated, the operations of the organization may be compromised by inefficiency as manifested in redundancy, lack of focus, and/or inaction.

The Milton-Union Schools district organization chart is shown in **Exhibit 1.2.1**.

**Exhibit 1.2.1: District Organizational Chart**



The auditors reviewed the MUEVSD organizational chart and other documents and used the Curriculum Audit™ design principles to analyze the organizational structure. These Principles of Sound Organizational Management are presented in **Exhibit 1.2.2**. The audit expectation is that all design principles will be met.

**Exhibit 1.2.2: Curriculum Management Improvement Model Principles of Sound Organizational Management**

Principle	Explanation
<b>Span of Control</b>	The range of superiors to subordinates should be 7-12 as a maximum number of persons who are supervised on a daily face-to-face-basis.
<b>Chain of Command</b>	A person should have only one superior to avoid their being placed in a compromised decision-making situation.
<b>Logical Grouping of Functions</b>	The clustering of similar duties/tasks is employed in order to keep supervisory needs to a minimum (ensuring economy of scale).
<b>Separation of Line and Staff Functions</b>	Those administrators carrying out the primary mission of the district are not confused with those supporting it. In reporting relationships, line administrators report only to other line administrators, never staff administrators. This keeps the line of accountability for the primary mission of the district uncomplicated.
<b>Scalar Relationships</b>	Roles of the same title and remuneration should be depicted graphically on the same general horizontal plane.
<b>Full Inclusion</b>	All persons working within the district carrying out its essential functions should be depicted on the table of organization.
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The auditors’ evaluation of the district’s organizational chart is discussed below.

**Span of Control**

To determine the span of control, auditors counted the number of immediate subordinates shown for each position of the district’s senior leadership team on the organizational chart. The range is from two to seven subordinates. The Superintendent directly supervises seven as noted on the organizational chart, and works closely with 5 board members, bringing his daily interactions to 12 people. This principle was considered met.

**Chain of Command**

Two violations of the chain of command principle were found on the table of organization for MUEVSD. The assistant principal position and the athletic director position are responsible to both the middle school principal and the high school principal, creating the possibility for compromised decision making. This principle was considered not met by the organizational chart.

**Logical Grouping of Functions**

All functions examined by the auditors in the organizational chart were logically grouped. This principle was considered met by the organizational chart.

**Separation of Line and Staff Functions**

A “line function” is one that directly advances the core work of the school district, that of delivering teaching and learning to students. A “staff function” is one that provides services and assistance to other parts of the organization, but is not directly involved in achieving the primary mission of the organization. On the organizational chart, auditors expect to find a direct, uninterrupted line of authority extending from the board, through the superintendent and other central office officials, to campus principals, and classroom teachers. This separation should be visually illustrated with the “line” relationship located at the center of the chart. The MUEVSD does not illustrate clear, uninterrupted line authority for the core business of the institution—teaching and learning. Ideally,

line authority all the way to the teachers on the chart. Teachers, critical in accomplishing the district's core business of teaching and learning, are not depicted on the chart or in the central line of authority. Additionally, the Director of Athletics, a staff position, reports to two line administrators. The organizational chart was not found to have met the principle of separation of line and staff.

### **Scalar Relationships**

Positions that appear at the same horizontal plane or level on the organizational chart are expected to have similar authority and responsibilities and receive similar compensation. This principle is not applied in the current organizational chart, since the chart has differences of scope and degree of responsibility and authority on the same horizontal plane.

- The Operations Manager position is on the same level as the two director positions and the three principal positions.
- Operations supervisors (custodial, nutritional services, transportation) appear on the same level as EMIS coordinator and school psychologist.
- Middle and high school assistant principal appears on the same level with elementary school counselor.
- Middle and high school counselor positions appear below the level of elementary school counselor.
- Athletic director position appears below assistant principal position.

Salary documents were not provided to the auditors to determine if remuneration is comparable for positions on the same plane in the current organizational chart. The district's organizational chart did not meet the principle for scalar relationships.

### **Full Inclusion**

Teachers are omitted from the district organizational chart, resulting in an incomplete line of authority from the superintendent to the point of curriculum delivery in classrooms. The district's organizational chart was found to not fully meet the principle of full inclusion.

In summary, the MUEVSD organizational chart does not provide adequate control of human capital. Policy does not require the district to have or maintain an up-to-date organizational chart. And though the district has a current organizational chart, it does not meet four of the six principles of sound organizational management, including: chain of command, separation of line and staff functions, scalar relationships, and full inclusion.



### Job Descriptions

Job descriptions are clearly written summaries of duties and qualifications of persons employed by the school district. They provide information regarding the necessary background to qualify for specific jobs and how those positions function within the organization. The descriptions should include assignment of supervisory relationships and the critical components of job duties. A clear set of job descriptions supports the district’s internal and external communication by explaining who performs what duties within the organization. Adequately designed job descriptions also simplify graphic depiction of administrative relationships on the organizational chart.

Auditors were provided with 91 job descriptions, with adoption or revision dates ranging from 1989 to current—41 were adopted in 1989, 11 were not dated, and 26 were adopted or revised as recently as 2017. Auditors analyzed 16 job descriptions provided by district personnel. Job descriptions chosen for analysis were those that had a relationship to teaching and learning, though the audit expectation is that all jobs in a district need to link directly to the support of teaching and learning. A job description was not found for the Director of Student Services and Curriculum, one of the most critical positions in the design and delivery of the district’s curriculum.

Auditors rated each job description using the following four criteria:

- Qualifications appropriate for the position, including required and preferred education and/or experience.
- Immediate links in the chain of command: a statement identifying the supervisor and a statement identifying all positions supervised by the position. No employee should have more than one supervisor.
- Functions, duties, and responsibilities—ideally detailed under broad categories.
- Relationship to the curriculum management where relevant (i.e., expectations regarding design, delivery, and/or assessment of the curriculum, relative to the position.

Auditors assigned a rating to each element using five indicators ranging from Missing to Exemplary. The rating indicators are presented in **Exhibit 1.2.3**.

**Exhibit 1.2.3: Curriculum Management Audit Rating Indicators for Job Descriptions**

Rating	Explanation
Missing	No statement made.
Inadequate	A statement made but incomplete and missing sufficient detail.
Adequate	A more or less complete statement usually missing curricular linkages or sufficient detail regarding curricular linkages/alignment.
Strong	A clear and complete statement, including linkages to curriculum where appropriate or, if not appropriate, otherwise quite complete.
Exemplary	A clear, complete statement with inclusive linkages to curriculum indicated in exemplary scope and depth.
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**Exhibit 1.2.4** presents the 16 job descriptions provided by the district and examined by the auditors with their assessment of the adequacy of each job description. For a job description to be considered strong, the four critical elements must be rated as adequate or higher. Job descriptions are sorted alphabetically by position. It should be noted that all job descriptions analyzed by the auditors were dated no earlier than 2017, with the exception of two that were not dated.

**Exhibit 1.2.4: Auditors’ Assessment of Job Descriptions Using Audit Criteria and Indicators**

Title	Date	Qual.	Chain of Command	Duties/ Functions	Link to Curriculum	Overall Adequacy
Assistant Principal	2017	Adeq	Adeq	Adeq	Inadeq	No
Athletic Director	2017	Adeq	Inadeq	Adeq	Missing	No
Director of Technology	2017	Adeq	Adeq	Adeq	Missing	No
EMIS Coordinator	2017	Adeq	Inadeq	Adeq	Missing	No
Gifted Intervention Specialist	2017	Adeq	Adeq	Adeq	Strong	Yes
Instructional Coach-Literacy	None	Adeq	Adeq	Adeq	Strong	Yes
Library/Media Specialist	2017	Adeq	Adeq	Adeq	Adeq	Yes
Operations Manager	None	Adeq	Adeq	Adeq	Missing	No
Principal	2017	Adeq	Adeq	Adeq	Inadeq	No
School Counselor	2017	Adeq	Adeq	Adeq	Adeq	Yes
School Psychologist	2017	Adeq	Adeq	Adeq	Adeq	Yes
Speech/Lang. Pathologist	2017	Adeq	Inadeq	Adeq	Adeq	No
Superintendent	2017	Adeq	Adeq	Adeq	Adeq	Yes
Teacher	2017	Adeq	Adeq	Adeq	Strong	Yes
Teaching & Learning Coord.	2017	Adeq	Adeq	Adeq	Strong	Yes
Treasurer/CFO	2017	Adeq	Adeq	Adeq	Missing	No
<b>Number Adequate or Strong</b>		<b>16</b>	<b>13</b>	<b>16</b>	<b>9</b>	<b>50%</b>
<b>Percent Adequate or Strong</b>		<b>100%</b>	<b>81%</b>	<b>100%</b>	<b>56%</b>	

*Data Source: MUEVSD job descriptions provided to auditors, March 2020.*

As indicated in **Exhibit 1.2.4**, 50% of the job descriptions analyzed by auditors are adequate or strong on all four components. The strongest criteria are the required qualifications and the duties/ functions, with ratings of 100% for adequacy. The lowest rating is for linkage to curriculum, with 56% of job descriptions specifying how the position relates to curriculum management functions.

The following provides insight regarding the auditors’ ratings of the four criteria:

- **Qualifications:** The statement of qualifications was rated as adequate for all 16 (100%) of the job descriptions. Each of the job descriptions included job-related qualifications, including necessary degree(s), licensure, and experience, specific to the particular position.
- **Chain of Command:** The statement of chain of command relationships was rated as adequate for 81% of the job descriptions. The following three job descriptions were rated as inadequate for the reasons noted:
  1. Athletic Director – The job description indicates two supervisors (principal and superintendent); this is also in contrast to the organizational chart that shows both the middle school and high school principals as supervisors, but no link to the superintendent position.
  2. E.M.I.S. Coordinator – The job description indicates the supervisor for this position is the Superintendent; however, the organizational chart depicts the Director of Technology as the supervisor.

3. Speech/Language Pathologist – The job description indicates two supervisors (Principal and Director of Student Services); this is also in contrast to the organizational chart, which shows only the Director of Student Services as the supervisor.
- Duties/Functions: All the selected job descriptions were rated as adequate for duties and functions. The lists of duties in the job descriptions are rated as adequate rather than strong, however, since they are not logically grouped under broad categories (Curriculum, Instruction, Financial/Resources, Community Relations, etc); nor are the “Essential Functions” listed separate from “Other Functions” (list is combined – asterisk delineates “Essential Functions”).
  - Curricular Linkage: Specifying how the position supports the design and delivery of curriculum was rated as adequate or strong for 56% of the job descriptions, the lowest percentage across the four components. Five of the 16 job descriptions were missing any reference to curriculum; 2 were considered inadequate because of vague language; and 9 were found to be adequate or strong for curricular linkage. The following was noted related to key positions and curriculum linkage:
    1. The Assistant Principal and Principal job descriptions included only “administer the educational program in accordance with District policies” and “promote the District’s philosophy and goals in the development, implementation, and continuous improvement of the instructional program in the school.” Both were rated as inadequate.
    2. The Treasurer/CFO job description included no linkage to curriculum. As the position that is responsible for all fiscal management in the district, provision for resources to support the design and delivery of the written curriculum to ensure student achievement was missing.

Relevant comments from interviews with district personnel follow:

- “The Student Services Director is over curriculum.” (District Administrator)
- “I would love to have one person in charge of the curriculum K-12 to help with vertical alignment.” (District Administrator)

In summary, the MUEVSD job descriptions are comprehensive in specifying general qualifications and duties, but not in communicating the roles and responsibilities associated with the design, delivery, and evaluation of curriculum.

### Summary

Although the auditors were presented with an organizational chart for MUEVSD, they found no policy that requires the development of an organizational chart to ensure line of authority within the district. The auditors found that the current organizational chart does not meet audit standards for sound organizational management for the following criteria: chain of command, separation of line and staff, scalar relationships, and full inclusion. The auditors found board policy that requires the development and revision of job descriptions. The job descriptions, however, do not meet audit criteria to provide clear linkages to curriculum in almost half of the documents analyzed by the auditors.



## FOCUS AREA 2: The School District Has Established Clear and Valid Objectives for Students and Clientele.

A school system meeting this audit focus area has established a clear, valid, and measurable set of pupil standards for learning and has set the objectives into a workable framework for their attainment.

Unless objectives are clear and measurable, there cannot be a cohesive effort to improve pupil achievement in the dimensions in which measurement occurs. The lack of clarity and focus denies to a school system’s educators the ability to concentrate scarce resources on priority targets. Instead, resources may be spread too thin and be ineffective in any direction. Objectives are, therefore, essential to attaining local quality control via the school board.

### What the Auditors Expected to Find in the Milton-Union Exempted Village School District:

<p><b>Focus Area Two: Curriculum</b></p> <p>Under Focus Area Two, auditors examine the scope, quality, and alignment of the educational program within the school system. An educational system meeting Focus Area Two demonstrates clearly established learner expectations and definitions of instructional content for effective teaching and learning.</p>	<p><b>Common indicators</b></p> <ul style="list-style-type: none"> <li>• A clearly established, system-wide set of goals and objectives that addresses all programs and courses and is adopted by the school board;</li> <li>• Demonstration that the system is contextually responsive to national, state, and other expectations as evidenced in local initiatives;</li> <li>• Evidence of comprehensive, detailed, short- and long-range curriculum management planning;</li> <li>• Knowledge, local validation, and use of current best curricular practices;</li> <li>• Written curriculum that addresses both current and future needs of students;</li> <li>• Major programmatic initiatives designed to be cohesive;</li> <li>• Provision of explicit direction for the superintendent and professional staff;</li> <li>• A curriculum that is clearly explained to members of the teaching staff and building-level administrators and other supervisory personnel; and</li> <li>• A framework that exists for systemic curricular change.</li> </ul>
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### Overview of What the Auditors Found in the Milton-Union Exempted Village School District:

This section is an overview of the findings that follow in the area of **Focus Area Two**. Details follow within separate findings.

The auditors found the Milton-Union Exempted Village School District does not have a quality curriculum management plan in place to direct a consistent and systemic process for designing, implementing, monitoring, evaluating, and revising an aligned curriculum for improved student learning. Although district leaders do have some policies and administrative regulations that address certain aspects related to curriculum management, the policies provide insufficient oversight to manage the curriculum and bring cohesion to the educational program.

Auditors found the scope of written curriculum is not adequate to provide direction for instructional delivery and student learning. Overall, 4% of total course offerings have written curriculum in grades K-12.

**Finding 2.1: Curriculum planning is needed across the system to direct a consistent and systemic process for designing, implementing, monitoring, evaluating, and revising an aligned curriculum for improved student learning.**

A comprehensive curriculum management plan provides guidelines for designing, delivering, monitoring, and evaluating the school district curriculum. The plan illustrates the procedures district leadership follow to guarantee a viable curriculum for student learning and ensure equitable delivery of instruction across grade levels and content areas. A school district designs the plan to integrate with other curriculum management documents and processes, such as a strategic plan, budget development, staff professional development, assessment plan, monitoring plan, and textbook adoption procedures. A well-designed curriculum management plan supplies the district with both system accountability and quality control.



*Instructional learning targets for students displayed on board*

To effectively manage the design and delivery of curriculum in complex school systems, leaders must devote adequate staffing and resources to the most crucial role in advancing a school district’s mission: defining, developing, implementing, monitoring, evaluating, and revising the written, taught, and assessed curricula. In carrying out this critical role, certain balances must be maintained between tasks best kept at the central office and those best left to the discretion of individual schools. Audit expectations are that functions kept at the central office level are considered tightly-held and non-negotiable to support consistency and focus on district vision and mission. Functions kept at the individual school level are considered flexible, and school leadership, along with faculty and staff,

should determine what these functions look like at each site. The functions left up to school sites, although flexible, must still align with the vision, mission, goals, and expectations of the system. **Exhibit 2.1.1** displays the various functions considered to be tightly-held and loosely-held and shows how loosely-held functions serve as a means to an end.

**Exhibit 2.1.1: Tightly-held vs. Loosely-held Curriculum Management Functions and Components**

Curriculum Management Improvement Model (CMIM) Decision-Making Matrix	
Ends (Curriculum and Aligned Assessments)	Means (Instruction and Program)
<p><b>Tightly-held (Non-negotiable) District Level</b></p> <ul style="list-style-type: none"> <li>• Vision, Mission, Goals</li> <li>• Philosophy and Beliefs</li> <li>• Curriculum Objectives: Standards, Outcomes, Student Expectations, and Objectives</li> <li>• Priority Standards, Outcomes, Student Expectations, and/or Objectives</li> <li>• Assessments: criterion-referenced tests, benchmark assessments, diagnostic assessments, and progress-monitoring tools</li> <li>• Program guidelines, expectations</li> </ul>	<p><b>Loosely-held (Aligned to the Tightly-held but Negotiable by Teacher/Faculty) School/Classroom Level</b></p> <ul style="list-style-type: none"> <li>• Differentiation of when (within the unit, grade level, or course) each student is taught certain objectives while maintaining on-level instruction</li> <li>• Processes, procedures, instructional strategies, or approaches</li> <li>• Resources, materials, textbooks, etc.</li> <li>• Programs (e.g., ELL Program, Sp. Ed. Program, Intervention Programs)</li> <li>• Groupings</li> <li>• Staffing</li> <li>• Informal classroom assessments and school-wide assessments for progress monitoring</li> </ul>
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As noted in **Exhibit 2.1.1**, a district’s written curriculum (which includes clear standards, outcomes, student expectations, and objectives, along with aligned assessments) should be held tightly and consistently implemented across all schools, grade levels, and content areas (see **Finding 1.1**). A district’s instructional program should be aligned to the tightly-held written curriculum and assessments but loosely implemented, allowing schools and teachers to make instructional delivery decisions that best accommodate the students they serve.

To determine the curriculum management planning status in the Milton-Union Exempted Village School District, auditors reviewed curriculum documents provided by the district. Auditors also visited all schools and most classrooms in the district and interviewed board members, district and building administrators, and teachers about curriculum planning and management.

Auditors did not find a comprehensive curriculum management plan. Various elements of a curriculum management plan appear in some district documents; however, there is no clear or detailed expectations for the design of curriculum, nor any clear expectations for what the curriculum development and delivery process should look like. Likewise, district and building administrators exhibited confusion on differences between curriculum and instructional materials adoption. The current curriculum management process speaks to teacher autonomy in adopting instructional materials from vendors to develop a classroom curriculum that may or may not match the district’s needs. Hence, existing district documents do not meet audit criteria for planned curriculum management. The management process utilized is ineffective for attaining maximum quality of both curriculum and instruction for students.

**Exhibit 2.1.2** lists the documents reviewed for components of curriculum planning and management.

**Exhibit 2.1.2: Key Curriculum Planning Documents and Other Sources Reviewed by Auditors**

Document	Date
Milton-Union Exempted Village School District Board Policies	Varied
Milton-Union Exempted Village School District Job Descriptions	Varied
Documents identified as Curriculum Guides and provided by district staff	Varied
Milton-Union Exempted Village School District Textbook Process	N/A
Milton-Union Exempted Village School District Literacy Leadership Meetings	Varied
Milton-Union Exempted Village School District Curriculum Meetings	Varied
Milton-Union Exempted Village School District 5Essentials Report, High School, Middle School, and Elementary School	2020

The information and documents provided to auditors indicated no single district document provides direction and guidance for sound curriculum management. The district does not have any documented processes or requirements for curriculum design, monitoring, evaluation, or implementation of an aligned curriculum.

Auditors look for specific characteristics of a quality comprehensive curriculum management plan to evaluate a school district’s curriculum design, delivery, and assessment approach. Board policies and administrative guidelines provided to auditors pertaining to each of these characteristics do not provide enough specificity to be awarded a rating. These are presented for informational purposes in **Exhibit 2.1.3** because Milton-Union Exempted Village School District has no formal comprehensive curriculum management plan in place.

**Exhibit 2.1.3: Curriculum Management Plan Characteristics and Auditors’ Assessment of District Approach**

Characteristics:
1. Describes the philosophical framework for the design of the curriculum, including such directives as standards-based, results-based, or competency-based; the alignment of the written, taught, and tested curriculum; and the approaches used in delivering the curriculum.
2. Directs how state and national standards will be considered in the curriculum. This includes whether or not to use a backloaded approach, in which the curriculum is derived from high-stakes tested learnings (topological and/or deep alignment), and/or a frontloaded approach, which derives the curriculum from national, state, or local learnings.
3. Defines and directs all steps and stages of curriculum development.
4. Specifies the roles and responsibilities of the board, central office staff members, and school-based staff members in the design, development, and delivery of curriculum.
5. Presents the required format and components of all curriculum, assessments, and instructional guide documents.
6. Requires for every content area a focused set of precise student objectives/student expectations and standards that are reasonable in number so the student has adequate time to master the content.
7. Directs that curriculum documents not only specify the content of the student objectives/student expectations, but also suggest multiple contexts and cognitive types.



<b>Characteristics:</b>
8. Directs curriculum to be designed so that it supports teachers’ differentiation of instructional approaches and selection of student objectives at the right level of difficulty. This ensures that those students who need prerequisite concepts, knowledge, and skills are moved ahead at an accelerated pace, and that students who have already mastered the objectives are also moved ahead at a challenging pace.
9. Identifies the timing, scope, and procedures for a periodic cycle of review of curriculum in all subject areas and at all grade levels.
10. Specifies the overall beliefs and procedures governing the assessment of curriculum effectiveness. This includes curriculum-based diagnostic assessments and rubrics (as needed). Such assessments direct instructional decisions regarding student progress in mastering prerequisite concepts, skills, knowledge, and long-term mastery of the learning.
11. Describes the procedures teachers and administrators will follow in using assessment data to strengthen written curriculum and instructional decision making.
12. Outlines procedures for conducting formative and summative evaluations of programs and their corresponding curriculum content.
13. Requires the design of a comprehensive staff development program linked to curriculum design and its delivery.
14. Presents procedures for monitoring the delivery of curriculum.
15. Establishes a communication plan for the process of curriculum design and delivery.
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The documentation provided to the audit team illustrates confusion over differences between district curriculum, instructional materials, and academic programs. A comprehensive curriculum management plan is needed to direct district decision making and to ensure Milton-Union Exempted Village School District operates effectively to meet all student needs.

Interviews with board members, district and building administrators, and teachers revealed more information about and perceptions of curriculum management and planning in Milton-Union Exempted Village School District. Several individuals made statements regarding the need for a defined curriculum management plan.

- “Curriculum is not brought to the board. The curriculum has not changed over the past five years.” (Board Member)
- “We need to get on the same page with the curriculum. Everyone has created their own fiefdom.” (District Administrator)
- “We need to have consistency in what is expected in instruction.” (Teacher)
- “The district has no developed or adopted curriculum that I am aware of.” (Building Administrator)

**Summary**

Milton-Union Exempted Village School District does not have a comprehensive curriculum management plan in place to direct the design, development, implementation, monitoring, evaluation, and revision of the district’s curriculum. Although district leaders do have some policies and administrative regulations that address certain aspects related to curriculum management, the policies provide insufficient oversight to manage the curriculum and bring cohesion to the educational program as a whole. Clarity and direction are needed to ensure a cohesive system to define, develop, and deliver student learning across the district (see **Recommendation 3**).

**Finding 2.2: The scope of the written curriculum is not adequate to provide direction for instructional delivery and student learning.**

Curriculum documents are the written guides that provide direction and support for teachers in planning classroom instruction. These documents should include information about students’ standards and objectives, prerequisite skills, instructional resources, classroom strategies, and assessment methods and established through district board policy (see **Finding 1.1**). Teachers must rely on other resources for planning and delivering instruction when there is no curriculum document for a subject or content area. These resources may or may not be aligned with the system’s intended curriculum. Also, they may not provide consistency, focus, and equity across schools, grades, and courses. This finding addresses only the scope of the written curriculum.

The curriculum’s scope refers to the extent to which written curriculum documents cover the taught curriculum to guide instruction. If 100% of the four core courses (English language arts, mathematics, science, and social studies) and 70% or more of all the other courses have written curriculum documents, auditors determine that the scope, or coverage, of the written curriculum, is adequate to direct instruction and provide quality control of the system’s curriculum.

To determine the scope of curriculum coverage, auditors reviewed board policies and related curriculum documents. The documents included board policies, job descriptions, and documents identified as district curriculum guides. In addition to the documents, auditors interviewed board members, building administrators, teachers, and district administrators responsible for curriculum development and implementation.

The scope of the curriculum as a comprehensive whole did not meet audit criteria for adequacy. Auditors expect to find a written curriculum for all core area subjects (English language arts, mathematics, science, and social studies) and non-core area subjects in all courses offered at every grade level. At the elementary and middle school level, auditors found no written documents to guide instruction for any of the core area subjects and non-core area subjects. Auditors found written documents to guide instruction for only the English Language Arts courses at the high school level. Overall, 4% of the courses or subject areas had curriculum documents to guide instruction in grades K-12.

**Exhibit 2.2.1: Documents Reviewed in Identifying Scope of Written Curriculum**

Document	Date
Milton-Union Exempted Village School District Board Policies	Varied
Milton-Union Exempted Village School District Job Descriptions	Varied
Documents identified as Curriculum Guides and provided by district staff	Varied

Auditors found few guidelines in additional curriculum-related documents provided by district staff (see **Finding 2.1**).

Auditors found multiple positions in the district responsible for curriculum development and implementation (see **Finding 1.2**).

**Scope of the Written Curriculum**

In reviewing a school system’s written curriculum coverage, the auditors expect to find a written curriculum for all core and non-core area subjects offered at every grade level. Minimum audit expectations are that 100% of the core academic areas (mathematics, English language arts, science, and social studies) and 70% of all non-core area subjects contain written guides. In assessing scope of the written curriculum, auditors did not evaluate the documents for quality.

**Exhibit 2.2.2** shows the auditors’ data regarding the K-5 scope of the Milton-Union Exempted Village School District’s written curriculum. It lists the courses, the grade offered, the number of areas needing a written curriculum, and whether a curriculum exists (noted by an “X”). Middle and high school offerings are addressed in subsequent exhibits and narrative.

**Exhibit 2.2.2: Scope of K-5 Written Curriculum by Subject Area and Grade Level**

Subject	K	1	2	3	4	5	Number of Courses Taught	Number of Courses with Written Curriculum	Percent of Courses with a Written Curriculum
English Language Arts							6	0	0
Mathematics							6	0	0
Science							6	0	0
Social Studies							6	0	0
<b>Total Core Course</b>							<b>24</b>	<b>0</b>	<b>0%</b>
<b>Non-Core Content Area Courses</b>									
Music							6	0	0
Art							6	0	0
Physical Education/Health							6	0	0
Coding							3	0	0
STEM							3	0	0
Keyboarding							3	0	0
<b>Total Non-Core Courses</b>							<b>27</b>	<b>0</b>	<b>0%</b>
<b>Total Core and Non-Core Scope of Written Curriculum K-5</b>							<b>51</b>	<b>0</b>	<b>0%</b>
Key: X = Subjects Taught and Written Curriculum Available; Shaded = Course not taught									
Source: District Curriculum Documents as presented to auditors									

As indicated in **Exhibit 2.2.2**, there are 51 total courses in grades K-5, with 24 identified as core subject courses and 27 identified as non-core subject courses. Given 0% of the total courses provided evidence of a written curriculum, the scope for both core and non-core subject courses is inadequate.

**Exhibit 2.2.3** shows the auditors’ data regarding the written curriculum’s scope for grades 6-8. It lists the courses, the grade offered, the number of areas needing a written curriculum, and whether a curriculum exists (noted by an “X”).

**Exhibit 2.2.3: Scope of 6-8 Written Curriculum by Subject Area and Grade Level**

Subject	6	7	8	Number of Courses Taught	Number of Courses with Written Curriculum
<b>Core Courses</b>					
English Language Arts				3	0
Mathematics				3	0
Science				3	0
Social Studies				3	0
<b>Total Core Courses</b>				<b>12</b>	<b>0</b>
<b>Non-Core Courses</b>					
Physical Education				3	0
Science Connections				2	0
Introduction to STEM				3	0
STEM I				3	0
Tech Tools 6				1	0
Health				3	0
American Music History				2	0
Current Events				2	0
Chorus				3	0
Band				3	0
Art				3	0
Announcements and Media Production				2	0
Drama				1	0
Design and Modeling				2	0
Art Through Fashion				2	0
Career and Agricultural Systems				1	0
Automation and Robotics				1	0
<b>Total Non-Core Courses</b>				<b>37</b>	<b>0</b>
<b>Total Core and Non-Core Courses</b>				<b>49</b>	<b>0</b>
<b>Percent of Total Core and Non-Core Scope of Written Curriculum</b>					<b>0%</b>
Key: X = Subjects Taught and Written Curriculum Available; Shaded = Course not taught					
Source: District Curriculum Documents as presented to auditors					

As noted in **Exhibit 2.2.3**, 49 total courses are offered in grades 6-8, with 12 identified as core area courses and 37 as non-core area courses. None of the courses in grades 6-8 have a written curriculum. Thus, the scope of written curriculum in core and non-core subject courses is inadequate in grades 6-8.

**Exhibit 2.2.4** shows the auditors’ data regarding the 9-12 scope of the written curriculum. It lists the courses, the grade offered, the number of areas needing a written curriculum, and whether a curriculum exists (noted by an “X”).

**Exhibit 2.2.4: Scope of 9-12 Written Curriculum by Subject Area and Grade Level**

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
<b>Core Area</b>			
<b>English Language Arts Face2Face</b>			
CP English 9	X	1	1
English 9	X	1	1
Advanced English 9	X	1	1
CP English 10	X	1	1
English 10	X	1	1
AP Prep/Honors English 10	X	1	1
English 11	X	1	1
CP English 11	X	1	1
Advanced Placement (AP) Language and Composition-11	X	1	1
CP English 12	X	1	1
English 12	X	1	1
Advanced Placement (AP) Language and Composition-12	X	1	1
Yearbook		1	0
Myths and Legends		1	0
Young Adult Lit		1	0
College Bound		1	0
Preparing to be College Bound		1	0
College and Career Explorations		1	0
Creative Writing		1	0
As Seen on T.V. (And Everywhere Else)		1	0
Mystery and Honor		1	0
Debate		1	0
Dystopian Literature		1	0
<b>Total English Language Arts Face2Face</b>		<b>23</b>	<b>12</b>
<b>English Language Arts Credit Recovery</b>			
<b>English Language Arts</b>			
English I		1	0
English I Fundamentals		1	0
English II		1	0
English II Fundamentals		1	0
English III		1	0
English III Fundamentals		1	0
English IV		1	0

**FOCUS AREA TWO**

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
English IV Fundamentals		1	0
<b>Total English Language Arts Credit Recovery</b>		<b>8</b>	<b>0</b>
<b>Total English Language Arts</b>		<b>31</b>	<b>12</b>
<b>Mathematics Face2Face</b>			
Algebra I		1	0
Honors Geometry		1	0
Geometry		1	0
Algebra II		1	0
Pre-Calculus/College Credit Plus		1	0
Elementary Statistics		1	0
A.P. Calculus		1	0
A.P. Statistics		1	0
Consumer Math		1	0
<b>Total Mathematics Face2Face</b>		<b>9</b>	<b>0</b>
<b>Mathematics Credit Recovery</b>			
Algebra I		1	0
Algebra I Fundamentals		1	0
Algebra II		1	0
Algebra II Fundamentals		1	0
Analytic Geometry		1	0
Coordinate Algebra		1	0
Consumer Math		1	0
Geometry		1	0
Geometry Fundamentals		1	0
Math Models with Applications A		1	0
Math Models with Applications B		1	0
Pre-Calculus		1	0
Probability and Statistics		1	0
Probability and Statistics B		1	0
Trigonometry		1	0
<b>Total Mathematics Credit Recovery</b>		<b>15</b>	<b>0</b>
<b>Total Mathematics</b>		<b>24</b>	<b>0</b>
<b>Science Face2Face</b>			
Physical Science		1	0
Accelerated Physical Science		1	0
Biology		1	0
Honors Biology		1	0
Chemistry/College Credit Plus		1	0
Honors Physics		1	0

**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
Human Biology/College Credit Plus		1	0
Earth Science		1	0
A.P. Environmental Science		1	0
<b>Total Science Face2Face</b>		<b>9</b>	<b>0</b>
<b>Science Credit Recovery</b>			
Earth Science- Physical Science		1	0
Biology		1	0
Chemistry		1	0
Earth Science- Physical Science or Earth Science		1	0
Environmental Science		1	0
Integrated Physics and Chemistry		1	0
Physics		1	0
<b>Total Science Credit Recovery</b>		<b>7</b>	<b>0</b>
<b>Total Science</b>		<b>16</b>	<b>0</b>
<b>Social Studies Face2Face</b>			
Modern World History		1	0
Integrated United States History		1	0
Honors Integrated United States History		1	0
Government		1	0
Economics		1	0
Advanced Placement U.S. Government & Politics		1	0
World Cultures		1	0
History through Film		1	0
Current Events		1	0
Geography		1	0
History of Wars and Revolutions		1	0
The Sixties		1	0
The Seventies		1	0
The American Civil War		1	0
World History		1	0
Sports and Cultural History		1	0
American Military History		1	0
History of Rock and Roll		1	0
Psychology		1	0
Sociology		1	0
A.P. Psychology		1	0
<b>Total Social Studies Face2Face</b>		<b>21</b>	<b>0</b>
<b>Social Studies Credit Recovery</b>			
Civil War		1	0

**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
Economics		1	0
Government		1	0
Personal Financial Literacy		1	0
Psychology		1	0
U.S. History Foundations to Present		1	0
Vietnam Era		1	0
World Geography		1	0
World History		1	0
20th Century American History		1	0
<b>Total Social Studies Credit Recovery</b>		<b>10</b>	<b>0</b>
<b>Total Social Studies</b>		<b>31</b>	<b>0</b>
<b>Total Core Area</b>		<b>102</b>	<b>12</b>
<b>Non-Core Area</b>			
<b>Agriculture, Food, Natural Resources Online</b>			
Intro to AFNR		1	0
Agribusiness Systems		1	0
Animal Systems		1	0
Food Products and Processing Systems		1	0
Plant Systems		1	0
Power, Structural, and Technical Systems		1	0
<b>Total Agriculture, Food, Natural Resources</b>		<b>6</b>	<b>0</b>
<b>Architecture and Construction Online</b>			
Intro to Careers in Architecture and Construction		1	0
Construction Careers		1	0
<b>Total Agriculture and Construction</b>		<b>2</b>	<b>0</b>
<b>Arts, A/V Technology and Communications Online</b>			
Intro to Careers in Arts, A/V Technology, and Communications		1	0
<b>Total Arts, A/V Technology and Communications</b>		<b>1</b>	<b>0</b>
<b>Business Online</b>			
Business Computer Information Systems		1	0
Business Law		1	0
Career Management		1	0
Essentials of Business		1	0
Essentials of Communication		1	0
Introduction to Computer Science		1	0
Office 2013 Applications I (Word, P.P., Publisher		1	0
Office 2013 Applications II (Excel and Access)		1	0
Principles of Business and Finance		1	0
Small Business Entrepreneurship		1	0



**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
Technology and Business		1	0
<b>Total Business</b>		<b>11</b>	<b>0</b>
<b>Education and Training Online</b>			
Intro to Careers in Education and Training		1	0
Teaching and Training Careers		1	0
<b>Total Education and Training</b>		<b>2</b>	<b>0</b>
<b>Finance Online</b>			
Banking Services Careers		1	0
Intro to Careers in Finance		1	0
Money Matters A		1	0
Money Matters B		1	0
<b>Total Finance</b>		<b>4</b>	<b>0</b>
<b>Fine Arts/Music Face2Face</b>			
Art I		1	0
Art II		1	0
Art III		1	0
Drawing I and Painting I		1	0
Drawing II and Painting II		1	0
Ceramics and Sculpture, I		1	0
Ceramics and Sculpture II		1	0
Art thru Fashion		1	0
Art History		1	0
Freshman Study Hall		1	0
Band		1	0
Jazz Band		1	0
Color Guard		1	0
A.P. Music Theory		1	0
Show Choir		1	0
<b>Total Fine Arts/Music Face2Face</b>		<b>15</b>	<b>0</b>
<b>Fine Arts Credit Recovery</b>			
Art History		1	0
<b>Total Fine Arts Credit Recovery</b>		<b>1</b>	<b>0</b>
<b>Fine Arts Online</b>			
Digital Arts		1	0
Media Studies		1	0
Music Appreciation		1	0
Music Theory		1	0
<b>Total Fine Arts Online</b>		<b>4</b>	<b>0</b>
<b>Total Fine Arts/Music</b>		<b>20</b>	<b>0</b>

**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
<b>Foreign Languages Face2Face</b>			
Spanish I		1	0
Spanish II		1	0
Spanish III		1	0
Honors Spanish III		1	0
Honors Spanish IV		1	0
<b>Total Foreign Languages Face2Face</b>		<b>5</b>	<b>0</b>
<b>World Language Credit Recovery</b>			
French I		1	0
French II		1	0
Spanish I		1	0
Spanish II		1	0
Spanish III		1	0
<b>Total World Language Credit Recovery</b>		<b>5</b>	<b>0</b>
<b>Total Foreign Languages/World Language</b>		<b>10</b>	<b>0</b>
<b>Government and Public Administration Online</b>			
Intro to Careers in Government and Public Administration		1	0
<b>Total Government and Public Administration</b>		<b>1</b>	<b>0</b>
<b>Health Sciences Online</b>			
Careers in Allied Health		1	0
Forensics: Using Science to Solve a Mystery		1	0
Intro to Careers in the Health Sciences		1	0
Nursing: Unlimited Possibilities and Unlimited Potential		1	0
Personal Family Living		1	0
Physicians, Pharmacists, Dentists, Veterinarians, and other Doctors		1	0
Public Health: Discovering the Big Picture in Health Care		1	0
Scientific Discovery and Development		1	0
Therapeutics: The Art of Restoring and Maintaining		1	0
<b>Total Health Sciences</b>		<b>9</b>	<b>0</b>
<b>Hospitality and Tourism Online</b>			
Food Safety and Sanitation		1	0
Marketing and Sales for Tourism and Hospitality		1	0
Planning Meetings and Special Events		1	0
Sustainable Service Management for Hospitality and Tourism		1	0
Transportation and Tours for the Traveler		1	0
<b>Total Hospitality and Tourism</b>		<b>5</b>	<b>0</b>
<b>Human Services Online</b>			
Family and Community Services		1	0

**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
Intro to Consumer Services		1	0
Intro to Human Growth and Development		1	0
Intro to Human Services		1	0
Personal Care Services		1	0
<b>Total Human Services</b>		<b>5</b>	<b>0</b>
<b>Information Technology Online</b>			
Fundamentals of Computer Systems		1	0
Fundamentals of Digital Media		1	0
Fundamentals of Programming and Software Development		1	0
Intro to Information Technology		1	0
Intro to I.T. Support and Services		1	0
Intro to Network Systems		1	0
Network System Design		1	0
New Applications: Web Development in the 21st Century		1	0
Software Development Tools		1	0
<b>Total Information Technology</b>		<b>9</b>	<b>0</b>
<b>Law, Public Safety, Corrections, and Security Online</b>			
Corrections: Policies and Procedures		1	0
Fire and Emergency Services		1	0
Law Enforcement Field Services		1	0
Legal Services		1	0
Security and Protective Services		1	0
<b>Total Law, Public Safety, Corrections, and Security</b>		<b>5</b>	<b>0</b>
<b>Marketing Online</b>			
Careers in Marketing Research		1	0
<b>Total Marketing</b>		<b>1</b>	<b>0</b>
<b>Miami Valley Career Technology Center Satellite Programs Face2Face</b>			
Agriculture, Food and Natural Resources		1	0
Animal and Plant Science		1	0
Agriculture and Environmental Systems Capstone		1	0
Livestock Nutrition Management		1	0
Mechanical Principles		1	0
Agriculture Business Management		1	0
Office Management		1	0
Business Management and Principles		1	0
Management Principles		1	0
Personal Finance		1	0
Business Capstone Course 206 Senior Level Only		1	0

**FOCUS AREA TWO**

<b>Subject</b>	<b>Written Curriculum Available</b>	<b>Number of Courses Taught</b>	<b>Number of Courses with Written Curriculum</b>
Intro to Engineering		1	0
Engineering Two		1	0
Robotics		1	0
College Credit Plus		1	0
<b>Total Miami Valley Career Technology Center Satellite Program</b>		<b>15</b>	<b>0</b>
<b>Physical Education and Health Face2Face</b>			
Physical Education 9		1	0
Physical Education 10		1	0
Health 10		1	0
Advanced Sports Education		1	0
<b>Total Physical Education and Health Face2Face</b>		<b>4</b>	<b>0</b>
<b>Health Credit Recovery</b>			
Health Education		1	0
<b>Total Health Credit Recovery</b>		<b>1</b>	<b>0</b>
<b>Total Physical Education and Health</b>		<b>5</b>	<b>0</b>
<b>Science, Technology, Engineering, and Math (STEM) Online</b>			
Engineering and Design		1	0
Engineering and Product Development		1	0
Intro to STEM		1	0
Science and Math in the Real World		1	0
STEM and Problem Solving		1	0
Scientific Research		1	0
<b>Total Science, Technology, Engineering, and Math (STEM)</b>		<b>6</b>	<b>0</b>
<b>Transportation, Distribution, and Logistics Online</b>			
Careers in Logistics Planning and Management Services		1	0
Intro to Careers in Transportation, Distribution, and Logistics		1	0
<b>Total Transportation, Distribution, and Logistics</b>		<b>2</b>	<b>0</b>
<b>Non-Credit Courses</b>			
Drivers Education		1	0
Early Release		1	0
Late Arrival		1	0
<b>Total Non-Credit Courses</b>		<b>3</b>	<b>0</b>
<b>Total Non-Core Courses</b>		<b>122</b>	<b>0</b>
<b>Total Core and Non-Core Courses</b>		<b>224</b>	<b>12</b>
<b>Percent of Total - Scope of Written Curriculum</b>	<b>5%</b>		
Key: X = Subjects Taught and Written Curriculum Available			
Source: District Curriculum Documents as presented to auditors			

In reviewing documents to determine the written curriculum’s scope for grades 9-12, auditors found 224 total courses offered in grades 9-12. Course offerings are categorized as Face2Face, Online, Credit Recovery, or Non-Credit. In the grade 9-12 Face2Face course offerings, 62 are core area courses, and 39 are non-core area courses. Fifty-two percent of the Face2Face English language arts courses in grades 9-12 have a written curriculum. None of the other Face2Face core courses in mathematics, science, or social studies have a written curriculum; neither do the additional 39 Face2Face non-core courses for grades 9-12. None of the online courses—core and non-core—have a written curriculum. Combined analysis of both Face2Face and online courses indicates that 39% of the English language arts courses in grades 9-12 have a written curriculum, and 0% of the other combined core content areas have a written curriculum. In total, the scope of the written curriculum is 5%. The overall scope of a written curriculum in core and non-core area courses is inadequate in grades 9-12.

**Exhibit 2.2.5** provides a summary of the scope of curriculum guide documents K-12.

**Exhibit 2.2.5: Scope of the Written Curriculum Summary: Kindergarten through Grade 12**

Grade Levels	Total Core Areas Offerings	Core Areas with a Written Curriculum	Total Non-Core Areas Offerings	Non-Core Areas with a Written Curriculum	Total Offerings	Areas with a Written Curriculum
K-5	24	0	27	0	51	0
6-8	12	0	37	0	49	0
9-12*	102	12	122	0	224	12
<b>Total</b>	<b>138</b>	<b>12</b>	<b>186</b>	<b>0</b>	<b>324</b>	<b>12</b>
<b>Percent of Total – Scope of Written Curriculum</b>						<b>4%</b>
*Face2Face, Online/Credit Recovery, and Non-Credit Courses						
<i>Source: District Curriculum Documents as presented to auditors</i>						

As indicated in **Exhibit 2.2.5**, there are 324 total courses offered in grades K-12. There are 138 core subject courses and 186 non-core subject courses offered in grades K-12. The 100% required scope for written curriculum in all core areas (English language arts, mathematics, science, and social studies) was not met for grades K-12. Also, the 70% scope requirement for all non-core area subjects was not met in grades K-12. Nine percent of core area subjects have written curriculum, and 0% of non-core area subjects have written curriculum in grades K-12. Written curriculum is available for 12 out of 324 total courses offered, resulting in a scope of 4%. The scope for all course offerings is inadequate in grades K-12.

Exhibit 2.2.6 provides a summary of the scope of K-12 curriculum guide documents by content area.

**Exhibit 2.2.6: Scope of the Written Curriculum Summary: K-12 Content Area**

K-12 Content Area	Total K-12 Offerings	K-12 Areas with a Written Curriculum	Percent of Total – Scope of Written Curriculum
Reading English Language Arts	40	12	30%
Mathematics	33	0	0%
Science	27	0	0%
Social Studies	42	0	0%
Fine Arts/Music	46	0	0%
Physical Education/Health	26	0	0%
World Languages	10	0	0%
STEM	9	0	0%
Career and Technology Education	88	0	0%
Non-Credit Courses	3	0	0%
<b>Total</b>	<b>324</b>	<b>12</b>	<b>4%</b>

Source: District Curriculum Documents as presented to auditors

As indicated in Exhibit 2.2.6, the 100% scope of written curriculum required for core areas of English language arts, mathematics, science, and social studies was not met in grades K-12. Nor was the 70% scope of written curriculum requirement in non-core area subjects for fine arts, physical education/health, world languages, career and technology education, and non-credit courses in grades K-12. English language arts had the highest percentage of a written curriculum scope, at 30%. All other core and non-core curriculum (mathematics, science, social studies, fine arts/music, physical education/health, career, and technology, and non-credit) courses no corresponding written curriculum. The scope of written curriculum in grades K-12 for core and non-core courses is overall inadequate.



Math teacher using manipulatives at the small group table

In terms of the presence and utilization of a written curriculum for the Milton-Union Exempted Village School District, participant responses supported the inadequacy of the written curriculum for both core and non-core subjects:

- “We have state standards. It is different in each building.” (District Administrator)
- “We do not have a core curriculum at the elementary level.” (Building Administrator)
- “The district does not provide ‘district-developed curriculum.’ They provide state standards.” (Teacher)
- “Teachers follow the state standards. Teachers decide what standards to be taught when.” (Building Administrator)

Comments indicate that most building-level personnel rely on state standards for curriculum.

### **Summary**

Overall, 4% of total core and non-core course offerings have a corresponding written curriculum in grades K-12. Therefore, there are not enough curriculum documents to adequately provide direction and support for teachers in how to deliver instruction and ensure students’ learning in the Milton-Union Exempted Village School District.





## FOCUS AREA 3: The School District has Demonstrated Internal Consistency and Rational Equity in Its Program Development and Implementation.

A school system meeting this Curriculum Audit™ focus area is able to show how its program has been created as the result of a systematic identification of deficiencies in the achievement and growth of its students compared to measurable standards of pupil learning.

In addition, a school system meeting this focus area is able to demonstrate that it possesses a focused and coherent approach toward defining curriculum and that, as a whole, it is more effective than the sum of its parts, i.e., any arbitrary combinations of programs or schools do not equate to the larger school system entity.

The purpose of having a school system is to obtain the educational and economic benefits of a coordinated and focused program for students, both to enhance learning, which is complex and multi-year in its dimensions, and to employ economies of scale where applicable.

### What the Auditors Expected to Find in the Milton-Union Exempted Village School District:

**Focus Area Three:  
Consistency and Equity**

Under Focus Area Three, auditors review the design and delivery of the educational program to determine equity, connectivity, and overall alignment. A successful school system meeting Focus Area Three will demonstrate a highly-developed, articulated, and coordinated curriculum (programs and services) in the organization that is effectively monitored by the administrative and supervisory staffs at the central and site levels.

**Common indicators**

- Documents/sources that reveal internal connections at different levels in the system;
- Predictable consistency through a coherent rationale for content delineation within the curriculum;
- Equality of curriculum/course access and opportunity;
- Allocation of resource flow to areas of greatest need;
- Operations set within a framework that carries out the system’s goals and objectives;
- Specific professional development programs to enhance curricular delivery and equip personnel to participate in its design and development;
- A curriculum that is monitored by central office and site supervisory personnel; and
- Teacher and administrator responsiveness to school board policies, currently and over time.

## Overview of What the Auditors Found in the Milton-Union Exempted Village School District:

This section is an overview of the findings that follow in the area of **Focus Area Three**. Details follow within separate findings.

During the on-site visit auditors observed low cognition and limited differentiation in whole-class, teacher-centered classrooms. Auditors noted discrepancies in the frequency of school leaders' classroom visits, as there is no formalized process to monitor classroom instruction to build instructional capacity.

Although most of the 78 classroom artifacts auditors reviewed were aligned to the Ohio Learning Standards, the majority required only lower-order cognitive demand and were of the least engaging context types. When the classroom work artifacts were examined for context, auditors found that only one English Language Arts artifact utilized higher-order skills by requiring meaningful writing; and all subject area artifacts reflected a Real World context to a minimal degree, to promote engagement and retention of learning.

Auditors found that the Milton-Union Exempted Village School District does not have a comprehensive professional development plan to guide long-range direction, system coordination, and evaluation to link professional development with the design and delivery of the district's curriculum and desired student outcomes. Auditors did not provide a rating against the characteristics of quality professional development policy, plans, and programs. This does not mean that professional development is not occurring; rather, current efforts are not driven by a written direction that can be evaluated against the audit criteria.

**Finding 3.1: Classroom observations revealed low cognition and limited differentiation in whole-class, teacher-centered classrooms. Some effective strategies that are known to improve student achievement were seen, along with other less effective strategies. Discrepancies appeared in monitoring frequencies as there is no formalized process to monitor classroom instruction to build instructional capacity.**

Delivery of the intended curriculum is a key determinant of a district's capacity to impact student achievement. The effectiveness of curriculum delivery is dependent on the quality of the written curriculum and the adherence to an instructional model that reflects the type of strategies and approaches known to be effective in improving student mastery of the desired skills, concepts, knowledge, and vocabulary (see **Findings 2.1** and **2.2**). Curriculum delivery is a fluid act that relies on teacher expertise and judgment; teachers must have the freedom to make choices based on data and observation in order to meet students' academic and affective needs. In order for the delivery system to continuously improve over time, administrators need to consistently monitor curriculum implementation and instructional practices and provide teachers with feedback about their teaching. When all these components are present and deeply embedded into the core work, the result is an instructional system in which the written, taught, and tested curricula are connected and aligned to the state performance standards and assessments.

To determine district expectations for classroom instructional and monitoring practices, auditors reviewed board policies, job descriptions, and other district guiding documents. Auditors also visited 3 schools and 41 classrooms in which instruction was occurring at the time of the on-site visit. Auditors interviewed board members, district administrators, school administrators, and teachers

regarding instructional and monitoring practices. Finally, auditors conducted a survey of teachers concerning instructional and monitoring practices.

It is important to note that this audit took place during the COVID-19 pandemic, when social distancing was enforced in the schools, affecting what occurred in the classroom. However, whatever the circumstances teaching students still should utilize research-based best practices in order to ascertain the highest student achievement results. Auditors found that students were either actively engaged or compliant during classroom visits, though the cognition levels observed were low. Most classrooms observed were large-group in orientation and teacher-centered, and the teacher was usually assisting or monitoring students. A mixture of instructional strategies was observed during the classroom visits, some quite effective and some less so at increasing student achievement. Teachers stated the importance and the need for differentiated instruction in the survey, but auditors saw little differentiation during the on-site visit. Finally, although school administrators spoke of visiting classrooms often during interviews, there is no district formalized process to monitor classroom instruction in order to build instructional capacity.

To understand district expectations for instructional delivery, auditors looked at board policies, job descriptions, and other pertinent district documents. *Board Policy 2110: Philosophy of the District* states, “It is believed that the educational program should exist within an environment that is conducive to the [sic] maximum intellectual, physical, social, and emotional development of all youth.” *Board Policy 3220: Standards-Based Teacher Evaluation* states:

“Teacher performance will be evaluated during formal observations and periodic informal observations also known as ‘classroom walkthroughs.’ Such performance will be used to determine the teacher’s evaluation rating and will be assessed through a holistic process by trained and credentialed evaluators.”

Overall, the auditors found only limited written direction for what classroom instructional delivery should look like.

### ***Classroom Observations***

To determine how actual observed activities in classrooms matched the expectations of the district, auditors visited 41 classrooms and noted information from each observation. The data gathered from these visits provide a snapshot view of instruction in the majority of classes at that point in time. Classroom observation data are not intended to be evaluative; rather, the intent is to reflect what was observed and compare the observations with district expectations for instructional practices. Note that auditors were not able to visit every classroom due to circumstances such as testing, teachers on conference periods, or substitute teachers fulfilling duties.

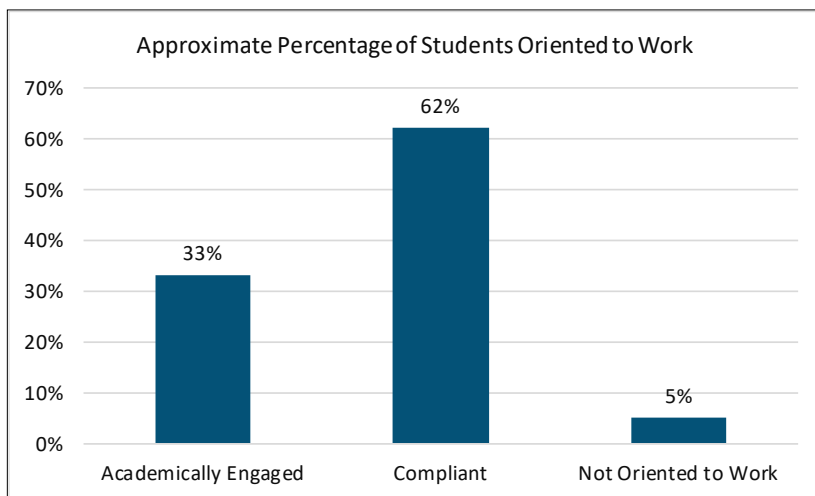
In every classroom visited, the auditors observed and recorded the presence of a lesson objective, the dominant teacher/student behaviors, grouping patterns of students, and the use of technology by teachers and students. Auditors also recorded evidence of high yield strategies and cognitive type of observed lessons. Evidence of differentiation of lessons was also noted.

### **Teacher and Student Behaviors and Grouping Patterns**

Auditors looked for student engagement and distinguished between students who were engaged (actively working and interacting with the content, asking questions, collaborating with classmates about content, working independently, or doing some type of research), simply compliant (passively sitting at their desks and listening to the teacher), or not oriented to their work (sitting and not

working nor listening to teacher—may have their heads down on their desks). **Exhibit 3.1.1** displays the results for all 41 classrooms visited.

**Exhibit 3.1.1: Percentage of Students Oriented to Work**



As can be noted from **Exhibit 3.1.1**, 33% of the students observed were academically engaged in their classrooms. In addition, 62% were compliant, and 5% were observed not oriented to their work. Auditors rated each classroom based on the actions of a majority of the students observed. While very few students were seen not oriented to their work, almost two-thirds were viewed as compliant.

Auditors next examined the predominant teacher behaviors and student behaviors. They also noted predominant student groupings. **Exhibit 3.1.2** displays the definitions used by auditors during classroom visits to record their observations.

**Exhibit 3.1.2: Explanation of Recorded Classroom Teacher Behaviors, Student Behaviors, and Student Groupings**

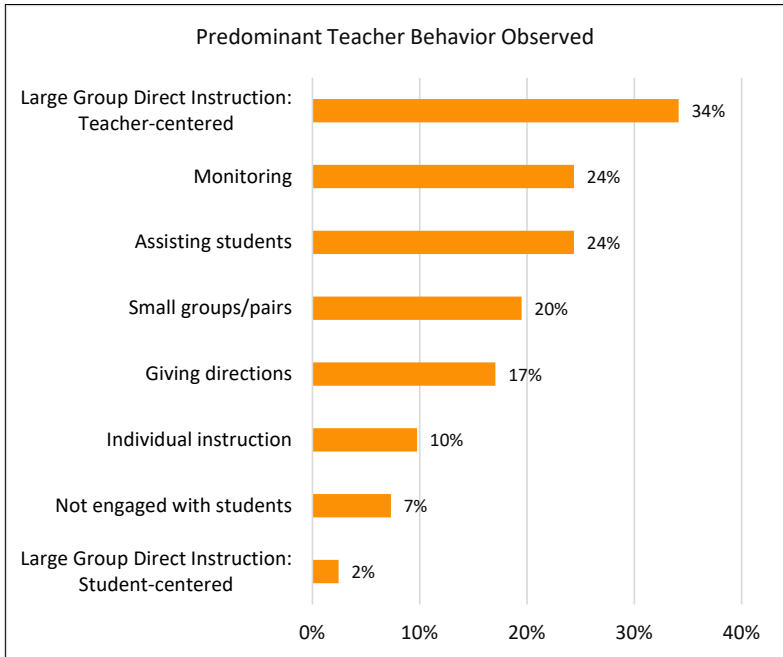
Predominant Teacher Instructional Behavior	
<b>Assisting students</b>	Refers to a teacher working with students in pairs, small lab groups, or individually about specific steps or actions the student(s) should take, not simply providing praise or feedback.
<b>Direct instruction: Student-centered</b>	Refers to the teacher conducting whole group activities where students are actively engaged in discussion or generating and answering high level questions.
<b>Direct instruction: Teacher-centered</b>	Refers to the teacher verbally leading the entire class through a learning activity, e.g., lecture, demonstration, overhead projector, or low-level questions and answers.
<b>Giving directions</b>	Refers to the teacher orally giving directions to the whole group or a small group of students for an upcoming classroom activity.
<b>Individual instruction</b>	Refers to a teacher sitting with one student, teaching, reteaching, or otherwise meeting a student’s individual needs.
<b>Monitoring students</b>	Refers to the teacher circulating about the classroom, visually monitoring the students as they work, but not interacting with them.
<b>Not engaged with students</b>	Refers to the teacher seated at his/her desk without students, e.g., correcting papers, taking attendance, reading, or doing other paperwork or computer work.
<b>Small group/pairs</b>	Refers to teacher having students work with a group that is less than approximately one-third of the total number of students in the classroom. Examples include reading groups, centers, students in groups trying to solve mathematical or science problems by deciphering information or analyzing data, or the teacher tutoring a small group.

<b>Predominant Student Learning Behaviors</b>	
<b>Computer work</b>	Refers to more than half of the class actively using computers as part of their lessons.
<b>Lab/hands-on</b>	Refers to students completing a science lab procedure or other hands-on type of learning experience. Not limited to only science lab procedures.
<b>Listening (passive)</b>	Refers to students listening to a lecture or directions given by the teacher without opportunity to actively participate in a discussion. Includes situations where the teacher is asking low-level questions that require only short, factual answers.
<b>Listening (active and participating)</b>	Refers to students listening to the teacher or other students while actively involved in discussion and meaningful questioning. Includes opportunities where students are allowed to discuss with their peers such as “turn and talk” before answering whole group.
<b>Practice activity (problem solving)</b>	Refers to students practicing or problem solving what they learned during the instruction.
<b>Project (high level)</b>	Refers to learning as a building process designed to give students the opportunity to develop knowledge and skills through engaging projects set around challenges and problems they may face in the real world.
<b>Reading (whole class or small groups)</b>	Refers to at least two-thirds of the students in the class reading the same book silently or in small groups.
<b>Reading (individual choice)</b>	Refers to at least two-thirds of the students in the class reading a book of their choice.
<b>Small group collaborative work</b>	Refers to students working with a group that is less than approximately one-third of the total number of students in the classroom. Examples include reading groups, centers, students in groups trying to solve mathematical or science problems by deciphering information or analyzing data, or a small group being tutored by the teacher.
<b>Speaking (presenting, answering, high level questions)</b>	Refers to an oral presentation that can be given as an individual or as part of a group. It also might add components of technology such as a slide show, video clip, or audio recording. Visual aids and teaching tools are used to further enhance the spoken words.
<b>Taking test</b>	Refers to students taking a test.
<b>Transition</b>	Refers to students transitioning from one activity to another, such as putting away materials or moving to another location in the room to begin another activity.
<b>Warm-up/review</b>	Refers to students working on a warm-up activity at the beginning of a class period or reviewing previously learned objectives.
<b>Watching video</b>	Refers to students passively sitting and watching a video.
<b>Working with manipulatives or models</b>	Refers to students, typically in pairs or small groups, using manipulatives or models such as foldables or math manipulatives to explore concepts.
<b>Worksheet (low level)</b>	Refers to students completing a prepared worksheet.
<b>Writing (low level)</b>	Refers to students either copying from the board or from a book.
<b>Writing (high level)</b>	Refers to at least two-thirds of the students in the class writing independently or in small groups. Writing refers to sentence, paragraph, or essay writing; not completing worksheets.

Predominant Student Grouping	
<b>At station</b>	Refers to students rotating to different small groups, while the teacher works with a small group of students.
<b>Individual work high level</b>	Refers to students working at their desks individually on work that is meaningful and higher-level cognitively. Includes analyzing information, planning and goal setting, or creating written or visual products.
<b>Large group student-centered</b>	Refers to students involved as a whole class in a common activity that includes students actively participating with the teacher and with each other.
<b>Large group teacher-centered</b>	Refers to students involved as a whole class in a common activity that could include receiving direct instruction, watching a movie, listening to a lecture, watching a demonstration, etc.
<b>Pair work</b>	Refers to students working with one or two other students.

Exhibits 3.1.3 through 3.1.5 display the results of the data the audit team collected on teacher and student behaviors and grouping patterns during the brief visits to the 41 district classrooms. The percentage of frequency was based on the number of classrooms where data were collected. Exhibit 3.1.3 shows the teacher instructional behaviors observed in all classrooms visited.

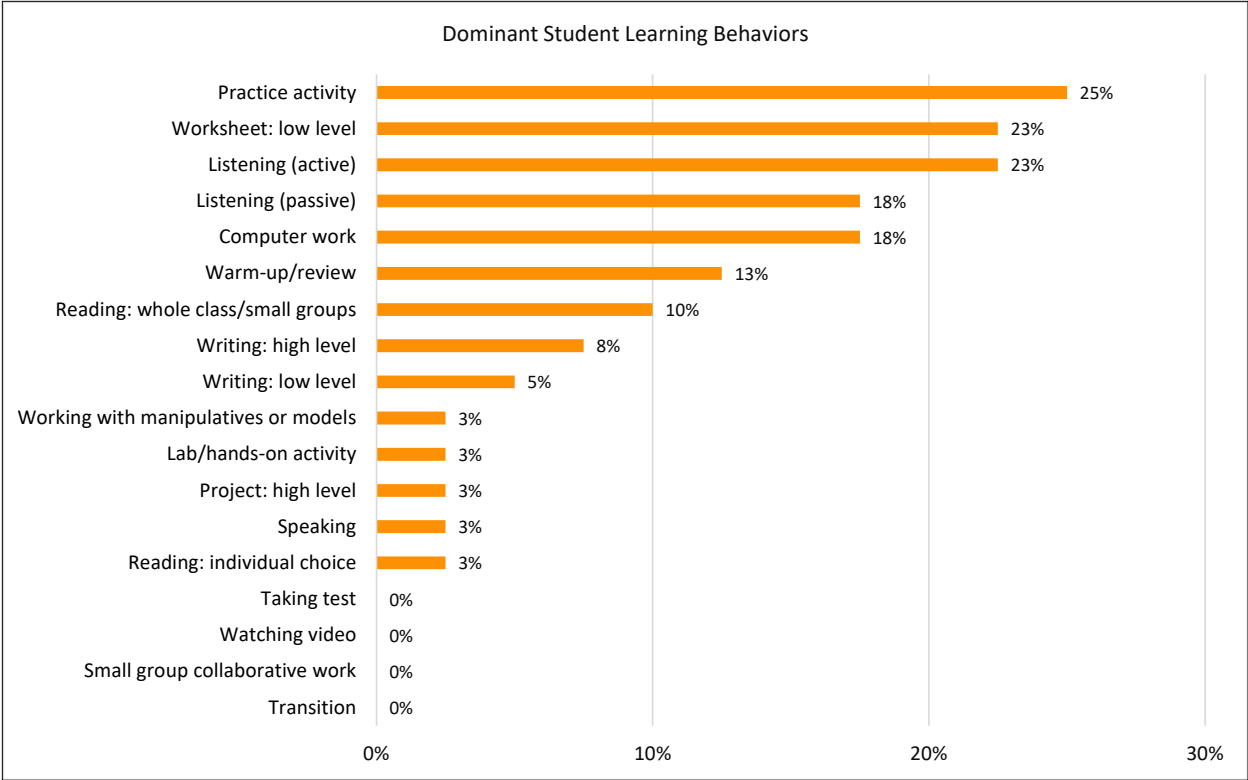
**Exhibit 3.1.3: Predominant Teacher Instructional Behaviors Observed by Auditors**



As can be noted from Exhibit 3.1.3, in approximately one-third of the classrooms visited (34%), the dominant teacher instructional behavior was large group direct instruction: teacher-centered. Slightly less than one-half of the classrooms (48%) had teachers monitoring or assisting students. Small groups/pairs was observed in one-fifth of classrooms (20%), followed by giving directions (17%) and individual instruction (10%). Few classrooms observed had teachers not engaged with students (7%) or were large group direct instruction: student-centered (2%).

**Exhibit 3.1.4** displays the predominant student learning behavior observed by auditors during the 41 classroom visits. Unlike the predominant teacher behavior, if auditors noted more than one student learning behavior in the same classroom, both were noted; therefore, the exhibit percentages may add to more than 100%.

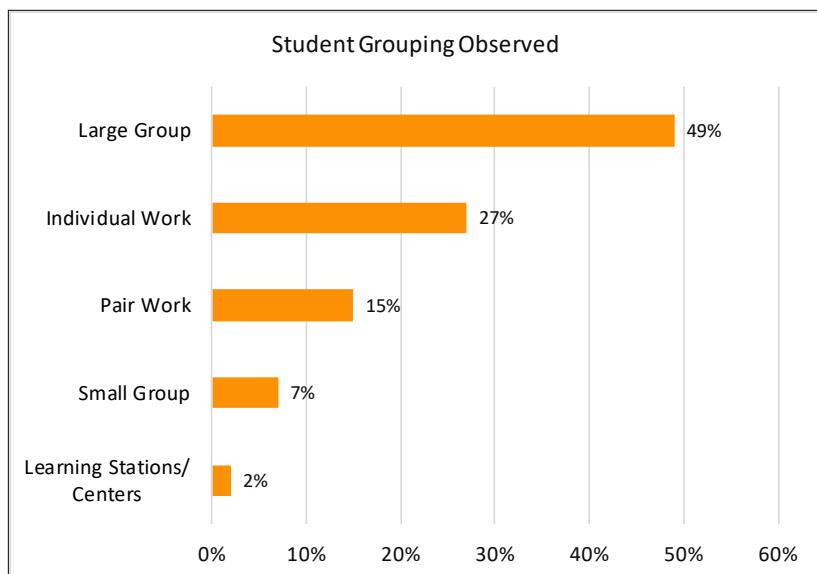
**Exhibit 3.1.4: Dominant Student Learning Behaviors Observed by Auditors**



As noted in **Exhibit 3.1.4**, 25% of the classrooms visited had students who were working on a practice activity. Worksheet: low level and listening (active) were observed the second most by auditors (23% each). Likewise, listening (passive) and computer work (18% each) were tied for third most observations followed by warm-up/review (13%) and reading: whole class/small groups (10%). All other student behaviors were seen in less than 10% of classrooms observed. No students were observed taking tests, watching a video, doing small group collaborative work, or in transition.

While looking for the dominant student learning behavior(s), auditors also noted the predominant student grouping. **Exhibit 3.1.5** displays the groupings noted by auditors during the 41 classroom visitations. Similar to predominant teacher instructional behavior in **Exhibit 3.1.3**, auditors noted only a single student grouping category for each classroom visited.

**Exhibit 3.1.5: Predominant Student Grouping Observed by Auditors**



As shown in **Exhibit 3.1.5**, auditors noted that almost one-half (49%) of the classrooms observed had students arranged in large groups. The next most common arrangement noted by auditors was individual work (27%), followed by pair work (15%). Few classrooms observed had small group (7%) or learning stations/centers (2%) as the dominant student arrangement.

Activities and grouping patterns that were noted represent what was occurring in the classrooms during the observations. The predominant teacher instructional approaches and student arrangement indicated the typical classroom is one where teachers assist students in a large group. Observed student learning behavior was primarily working on a practice activity, completing a worksheet, or listening (both actively or passively). This matches what auditors observed, as almost all students were either compliant or actively engaged. Together, these specific classroom observations indicated a preponderance of low-power instruction and little high-power instruction.

**Effective Instructional Strategies**

Auditors collected data on effective instructional strategies during the 41 classroom visits. **Exhibit 3.1.6** describes the specific high-yield strategies auditors looked for during classroom visits.

**Exhibit 3.1.6: Descriptions of Effective Instructional Strategies**

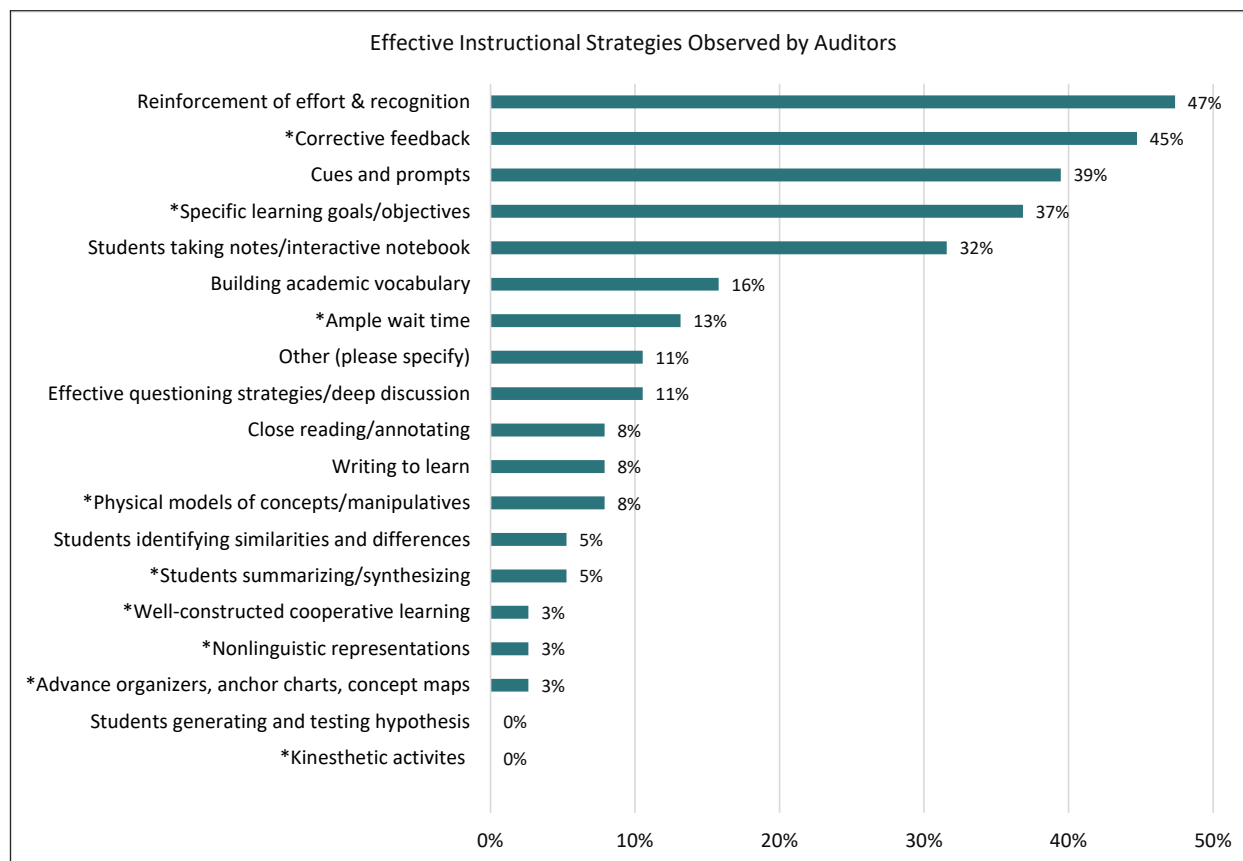
Strategy	Definition
<b>Advanced organizers, anchor charts, concept maps</b>	Refers to tools teachers use to help students understand, retain, and remember new learning material. Students create a graphic representation such as a web or concept map, which allows them to perceive relationships between concepts through diagramming key words representing these concepts.
<b>Ample wait time</b>	Refers to providing sufficient or ample time for the student to process information and/or respond to questions.
<b>Building academic vocabulary</b>	Refers to developing vocabulary that is not necessarily common or frequently encountered in informal conversation.
<b>Close reading annotating</b>	Refers to an instructional strategy where students are required to fill in the blanks within a passage with correct words from a word bank and build a better understanding of text and stories through annotations.



Strategy	Definition
<b>Corrective feedback</b>	Refers to approaches for providing students with specific information about their learning and how their performance ranks relative to the performance expectations.
<b>Cues and prompts</b>	Refers to instructional approach for guiding students' learning through the use of cues and questions that focus on the content that is most important and helping students analyze information (higher order questioning).
<b>Effective questioning strategies/deep discussion</b>	Refers to questions asked for the purpose of guiding student learning rather than testing students' knowledge. High-level questions are based on Bloom's Taxonomy at the levels of analysis, synthesis, and evaluation, or based on Depth of Knowledge at levels 3 or 4.
<b>Generating and testing hypothesis, explaining conclusions</b>	Refers to instructional approaches designed to deepen students' understanding of key concepts through an inquiry process that includes opportunities for students to engage in asking good questions, generating hypotheses and predictions, investigating through testing or research, making observations, and analyzing and communicating results.
<b>Kinesthetic activities to promote student understanding</b>	Refers to learning taking place by the students carrying out physical activities, rather than listening to a lecture or watching demonstrations.
<b>Nonlinguistic representations</b>	Refers to strategies that help students acquire and store information and enhance their understanding of the content through the use of visual imagery, aesthetic or whole-body modes, or auditory experiences. The strategies may take many forms, including use of graphic organizers, concept maps, idea webs, pictures or pictographs, mental pictures, concrete representations, or dramatizations.
<b>Other</b>	Indicates that other strategies not listed above were observed during the brief classroom visit.
<b>Physical models of concepts/manipulatives</b>	Refers to using objects to model concepts; the object being modeled may be small (for example, an atom) or large (for example, the solar system).
<b>Reinforcement of effort and recognition</b>	Refers to strategies for improving students' beliefs about their abilities to understand the relationship between effort and achievement. Recognition involves providing students specific praise contingent upon successful completion of identified level of performance.
<b>Similarities and differences</b>	Refers to classroom practices that include comparison tasks, classifying tasks, and the use of metaphors and analogies.
<b>Specific goals and objectives</b>	Refers to strategies or implementation of steps to attain the identified goals.
<b>Summarizing</b>	Refers to tasks that involve students putting into their own words a shortened version of written or spoken material, citing the main points, and leaving out material considered not essential. Strategies may include use of informal outlines, graphic representations, or a combination of the two.
<b>Taking notes/interactive notebook</b>	Refers to a tool used to strengthen student learning through increased student participation. A way for students to write down information given by the teacher (through notes, vocabulary, and foldables).
<b>Well-constructed cooperative learning</b>	Refers to a teaching method where students of mixed levels of ability are arranged into groups and rewarded according to the group's success, rather than the success of an individual member.
<b>Writing to learn</b>	Refers to writing-to-learn activities that are short, informal writing tasks that help students think through key concepts or ideas central to a course.

The use of effective instructional strategies was part of the data the audit team gathered while conducting classroom observations. **Exhibit 3.1.7** identifies the frequency with which each high-yield strategy was observed in the 41 visited classrooms. Note that auditors recorded more than one strategy in a classroom when multiple strategies were observed; therefore, the frequencies add to more than 100%.

**Exhibit 3.1.7: Effective Instructional Strategies Observed by Auditors**



\*Marzano high-yield practices

As noted in **Exhibit 3.1.7**, about one-half of the classrooms saw either reinforcement of effort & recognition (47%) and/or corrective feedback (45%) as effective instructional strategies. Corrective feedback is specifically identified as a Marzano high-yield practice. The next three top effective instructional strategies observed were cues and prompts (39%), specific learning goals/objectives (37%), and students taking notes/interactive notebook (32%).

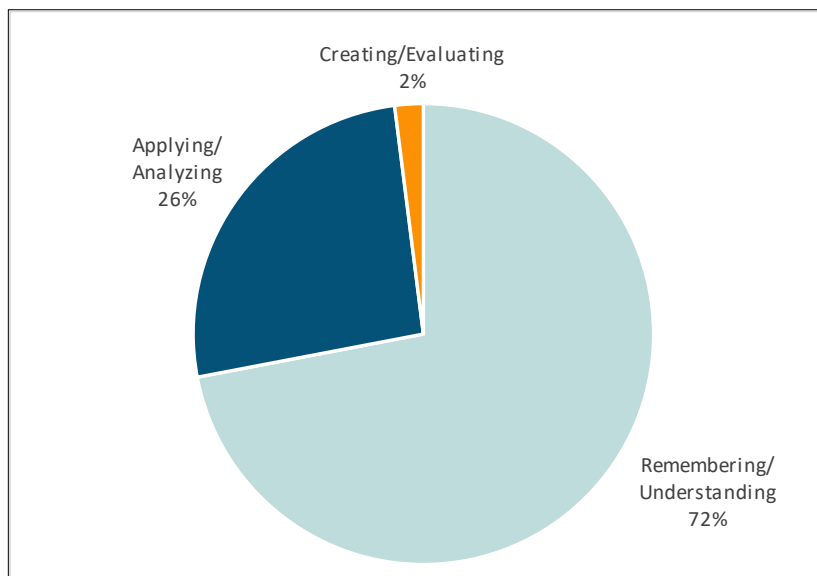
**Level of Cognition**

The auditors collected classroom snapshot data on cognitive levels and knowledge dimensions that reflect rigor using Bloom’s Taxonomy. **Exhibit 3.1.8** displays the descriptions used to categorize the levels of cognition and knowledge dimensions observed in classrooms. **Exhibit 3.1.9** displays the data results collected on cognition during brief visits to classrooms.

**Exhibit 3.1.8: Description of Cognitive Types in Blooms Revised Taxonomy**

Cognitive Type	Definition/Example
<b>Remembering</b>	Remembering of previously learned material. This may involve the recall of a wide range of material, from specific facts to complete theories, but all that is required is the bringing to mind of the appropriate information. Knowledge represents the lowest level of learning outcomes in the cognitive domain.
<b>Understanding</b>	Ability to grasp the meaning of material. This may be shown by translating material from one form to another (words or numbers), by interpreting material (explaining or summarizing), and by estimating future trends (predicting consequences or effects). These learning outcomes go one step beyond simple remembering of material and represent the lowest level of understanding.
<b>Applying</b>	Ability to use learned material in new and concrete situations. This may include the application of such things as rules, methods, concepts, principles, laws, and theories. Learning outcomes in this area require a higher level of understanding than those of comprehension.
<b>Analyzing</b>	Ability to break down material into its component parts so that its organizational structure may be understood. This may include the identification of the parts, analysis of the relationship between parts, and recognition of the organizational principles involved. Learning outcomes here present a higher intellectual level than comprehension and application because they require an understanding of both the content and structural form of the material.
<b>Evaluating</b>	Ability to judge the value of material (statement, novel, poem, research report) for a given purpose. Judgments are based on definite criteria. These may be internal criteria (organization) or external criteria (relevance and purpose), and the student may determine the criteria or be given them. Learning outcomes in this area are highest in the cognitive hierarchy because they contain elements of all of the other categories, plus value judgments based on clearly defined criteria.
<b>Creating</b>	Ability to put parts together to form a new whole. This may involve the production of a unique communication (theme or speech), a plan of operation (research proposal), or a set of abstract relations (scheme for classifying information). Learning outcomes in this area stress creative behaviors, with major emphasis on the formulation of new patterns and structures.

**Exhibit 3.1.9: Cognitive Types Observed During Classroom Observations of Instruction**



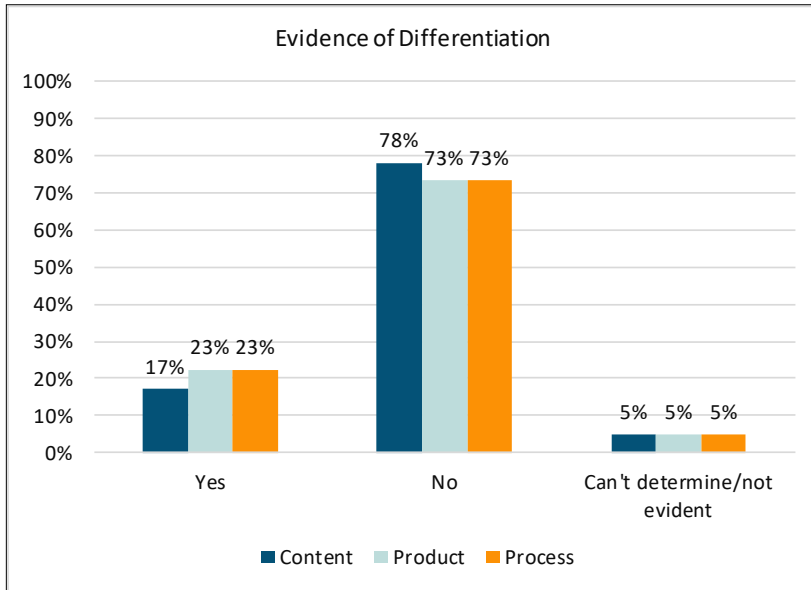
As can be noted from **Exhibit 3.1.9**, approximately three-fourths (72%) of classrooms were rated in the lower two cognitive levels. Application and analysis were seen in 26% of the classrooms. The highest two levels of cognition were observed in only 2% of the 41 total classrooms. The level of cognition, or rigor, observed in classrooms is critical to student achievement. With the overwhelming percentage of classrooms rated as the lower two cognitive types, students in Milton-

Union Exempted Village School District are not being fully prepared for the higher levels on high-stakes, state, or national level testing; thus overall student achievement is affected. While rigor is needed for all students’ success, it is especially important that students from low socioeconomic status (SES) backgrounds be exposed to content at high levels or rigor. Without this preparation in the classroom, all students, but especially low SES students, will have much more difficult times understanding and performing adequately on high-stakes testing as the majority of questions on those assessments are at mid- and high-levels of Bloom’s. While **Exhibit 3.1.9** displays the level of cognition noted by auditors concerning instruction, **Finding 3.2** addresses levels of cognition related to work artifacts presented for auditors’ analysis.

**Differentiation**

Auditors also looked for evidence of differentiation during classroom visits. Differentiation can be evident in content, product, or process type. Content is defined as what is being taught. Product refers to options about how to express required learning. Process refers to how students understand or make sense of what is being taught or delivered. **Exhibit 3.1.10** displays the results of the auditors’ collection of data regarding types of differentiation observed during the 41 classroom visits. Auditors noted “Cannot Determine” if the short classroom visit did not allow an opportunity to differentiate instruction.

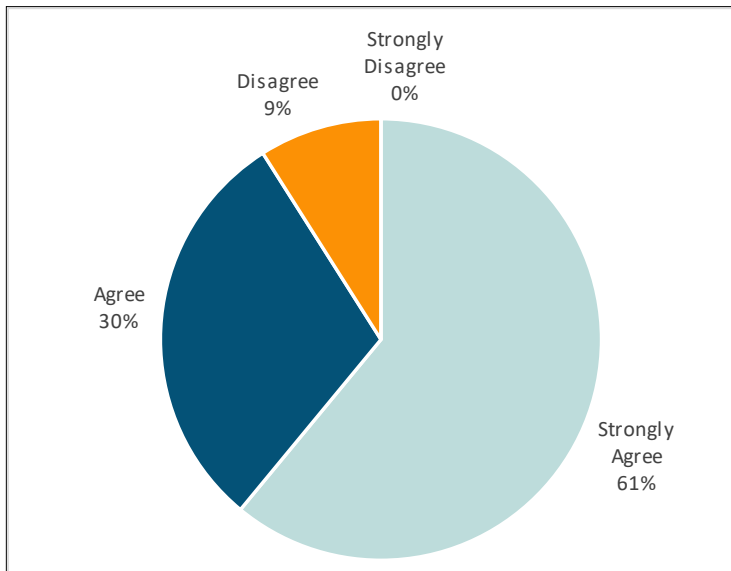
**Exhibit 3.1.10: Types of Differentiation Observed by Auditors**



As can be noted from **Exhibit 3.1.10**, auditors did not note any type of differentiation in 73% to 78% of the classrooms visited. Differentiation in product and process was noted in 23% of the classrooms. Evidence of content differentiation, a critical part of addressing students’ academic needs, was observed in 17% of all classrooms visited.

Teachers and administrators were asked similar questions on surveys regarding differentiation of instruction. **Exhibits 3.1.11** through **3.1.14** display the results from the surveys from 40 teachers. The prompts were statements regarding differentiation, and respondents were asked to mark “Strongly Agree,” “Agree,” “Disagree,” or “Strongly Disagree.” **Exhibit 3.1.11** displays the responses to a question asking if a wide range of ability exists in classrooms.

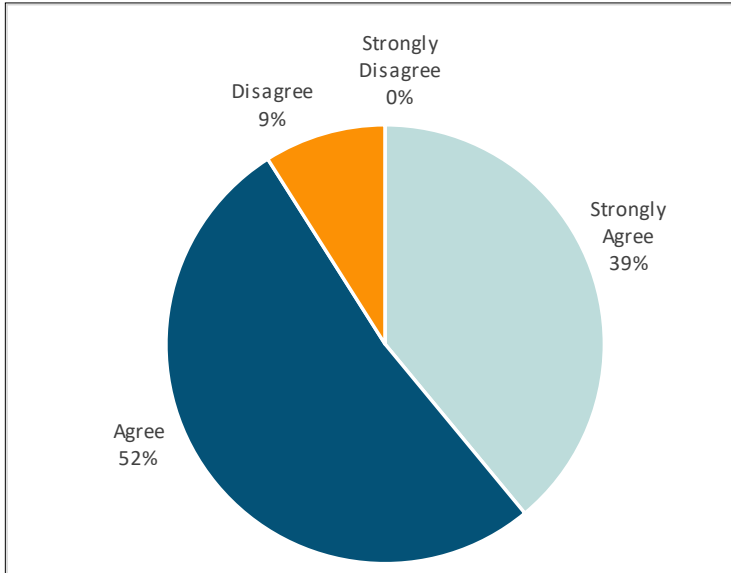
**Exhibit 3.1.11: Teacher Responses to Survey Asking If a Wide Range of Abilities Exists in Classrooms**



As can be noted from **Exhibit 3.1.11**, 91% of teachers either “Strongly Agree” or “Agree” that a wide range of abilities exists in classrooms.

Exhibit 3.1.12 displays the results to the question asking if classroom instruction meets the needs of each student.

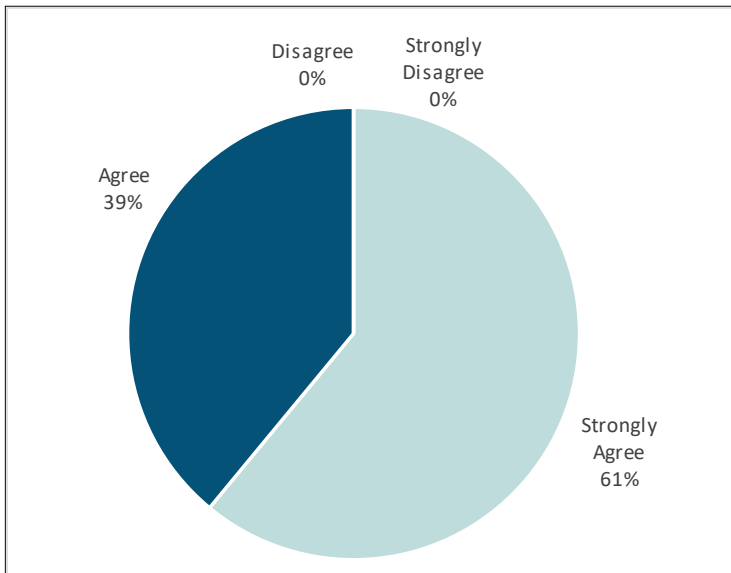
**Exhibit 3.1.12: Teacher Responses to Survey Asking if Classroom Instruction Meets the Needs of Each Student**



As noted in Exhibit 3.1.12, 91% of teachers “Strongly Agree” or “Agree” that instruction meets the needs of each student. Nine percent “Disagree” with this statement.

Exhibit 3.1.13 displays the results from the prompt that differentiation is necessary to meet the needs of students.

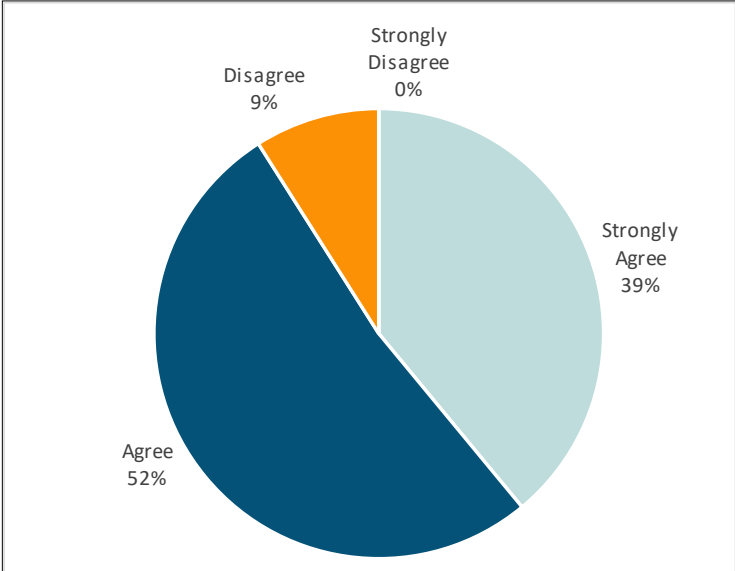
**Exhibit 3.1.13: Teacher Responses to Survey Asking if Differentiation is Necessary to Meet the Needs of Students**



As can be noted from Exhibit 3.1.13, all teachers (100%) “Strongly Agree” or “Agree” with the statement that differentiation is needed to meet the needs of students.

**Exhibit 3.1.14** displays the responses to the statement that teachers have the knowledge, tools, and support to effectively differentiate instruction for students.

**Exhibit 3.1.14: Teacher Responses to Survey Asking if Teachers Have the Knowledge, Tools, and Support to Effectively Differentiate Instruction**



As can be noted from **Exhibit 3.1.14**, 91% of teachers “Strongly Agree” or “Agree” with the statement that teachers have the knowledge, tools, and support to effectively differentiate instruction.

From a review of **Exhibits 3.1.11 to 3.1.14**, between 91% to 100% of teachers “Strongly Agree” or “Agree” there is a wide range of abilities in their classrooms, differentiation is needed, and teachers understand and have the capabilities to differentiate instruction. However, auditors observed differentiation of content, product, and/or process in less than one-fourth of classrooms. Without differentiation of the content, product, or process type, both student understanding and achievement is lessened throughout the district. Increasing differentiation of instruction and rigor to impact student achievement can be enhanced through monitoring of instruction by building administrators.



*Math classroom number line and word wall*

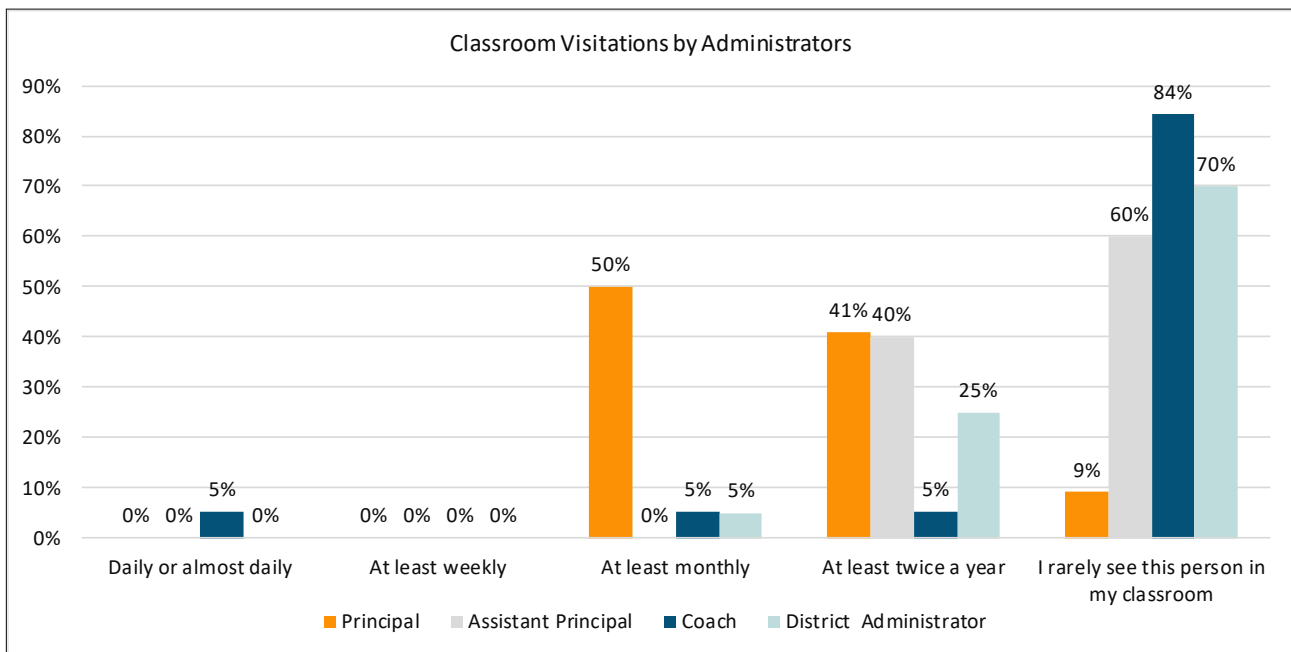
**Monitoring**

Academic success for students depends on having a quality curriculum available to teachers (see **Finding 2.2**) and effective instructional delivery of that curriculum (see **Finding 3.1**). To ensure effective delivery of a high-quality curriculum, its alignment to state and/or national standards, and differentiated instruction to meet individual student needs, consistent monitoring is needed throughout the district. Although teacher appraisals are one facet of monitoring instruction, they are usually evaluative in nature and do not emphasize instructional development of teachers. As instructional leaders, school administrators are the first line of accountability and support for the effective and aligned delivery of the curriculum. To effectively monitor delivery, administrators need a clearly defined curriculum aligned to state and/or national standards at the appropriate depth and complexity and a specific instructional model as a guide.

Monitoring involves multiple practices. Lesson plans should be monitored to ensure linkage to curriculum scope and sequence when available for the subject and grade level taught. Instruction should be monitored to verify that the appropriate objectives are being taught; that research-based instructional strategies are being used; that assessments are varied, including both formative and summative procedures; and that assessment results are being used to differentiate instruction and improve student achievement. Resources should be calibrated to assure content is on level and students are cognitively engaged in learning that promotes critical and higher-level thinking.

Auditors were not presented with any monitoring procedures used by the district other than what is included within the formal evaluation procedures of the Ohio Teacher Evaluation System. To determine the expectations for monitoring the district’s curriculum and instruction, the auditors examined board policies, job descriptions, and other district documents. The auditors also visited campuses, interviewed school administrators, district administrators, and teachers, and conducted online surveys. On an online survey, auditors asked teachers about the frequency of administrator visits to classrooms. **Exhibit 3.1.15** displays the responses from 40 teachers who responded to this question.

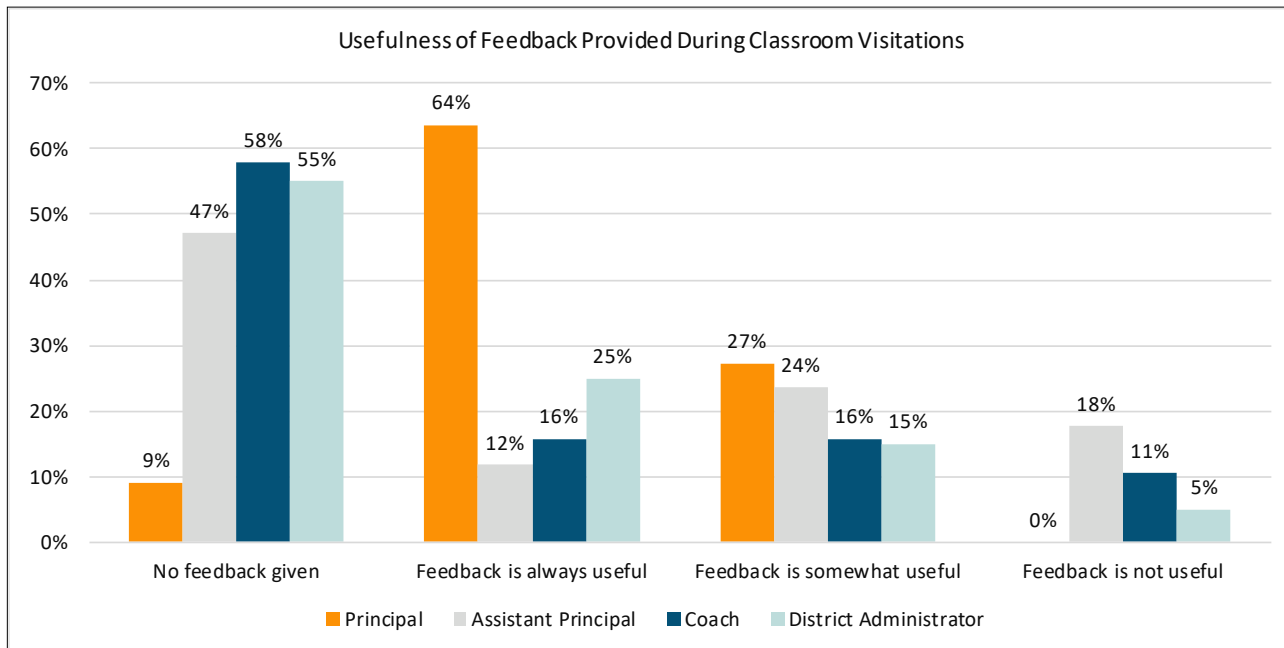
**Exhibit 3.1.15: Frequency of Classroom Visitations by Campus Administrators as Reported by Teachers**





As can be noted from **Exhibit 3.1.15**, one-half of teachers reported classroom visits by the principal (50%) at least once a month. Teachers reported rarely seeing an assistant principal (60%), coach (84%), or district administrator (70%) in classrooms. **Exhibit 3.1.16** displays the responses from 40 teachers who responded to the question about the usefulness of feedback provided during classroom visitations.

**Exhibit 3.1.16: Usefulness of Feedback Provided During Classroom Visitations as Reported by Teachers**



As can be noted from **Exhibit 3.1.16**, more than five-eighths reported always receiving useful feedback (64%) from principals. Approximately one-half of teachers reported receiving no feedback from assistant principals (47%), coach (58%), and district administrators (55%).

Auditors asked about the walk-through protocols district and school administrators use when they visit classrooms. Walk-through activities are key to building instructional capacity in classroom teachers. These informal activities are an opportunity to provide non-evaluative feedback to improve classroom instruction. District officials detailed the use of the Ohio Teacher Evaluation System (OTES) Teacher Performance Evaluation Rubric as a formal evaluation tool, and auditors noted the OIP District Improvement Plan provides a statement on classroom look fors. However, auditors were not presented with a district walk-through form and found no formalized process to monitor classroom instruction in order to build instructional capacity.

Auditors interviewed board members, district administrators, school administrators, and teachers regarding instructional and monitoring practices. Auditors recorded a number of responses regarding classroom monitoring:

- “I get in their classrooms once a week.” (Building Administrator)
- “We are supposed to have two-to-three walk-throughs a year.” (Teacher)
- “I am in classrooms at least once a semester.” (Building Administrator)
- “The Ohio Teacher Evaluation System is the evaluation tool.” (District Administrator)

Teachers reported seeing a principal consistently throughout the school year, but much less any other administrator. Likewise, teachers reported receiving useful feedback from principals more than from any other administrator. Additionally, Milton-Union Exempted Village School District has no district walk-through form to build instructional capacity. Without a district-defined approach to monitoring instruction in the classrooms, disparities will exist, and student achievement will not reach the highest levels.

### Summary

Auditors found little direction in district policy or other governing documents regarding instructional expectations for district classrooms. In visits to 41 classrooms, auditors noted various aspects of instructional delivery. Auditors most frequently observed classrooms where teachers were providing direct instruction in large groups and students were completing practice activities, worksheets, or listening. Cognition levels observed were low in most classrooms. Teachers used a variety of instructional strategies, some considered effective and others considered less effective at improving student achievement. While teachers agreed upon the need for differentiation to meet the needs of students, auditors observed differentiation in less than one-fourth of classroom visits. Teachers notice principals the most out of all administrators, but the district has no singular walk-through form to guide monitoring and feedback. Instructional delivery is the taught curriculum, which must be aligned to the written (see **Focus Area 2**) and assessed curricula (see **Focus Area 4**). Misalignment of the three leads to lower overall student achievement.

**Finding 3.2: Most classroom artifacts are aligned to the Ohio Learning Standards; the majority of the artifacts require lower cognitive demand and are most frequently of the least engaging context types.**

Quality classroom instruction is critical in a school district to achieve the educational goals and expectations for improved student achievement for all students at all levels. The classroom is where the written curriculum is implemented, and in combination with effective teaching strategies, determines student learning and outcomes. A school with high expectations for student learning must also have high expectations for student work within the classroom. The use of a variety of learning materials, including worksheets, tests, teacher handouts, copies of textbook pages, and other learning resources, assists teachers in promoting active engagement and cognitive activity for all learners, regardless of ethnicity, gender, or socioeconomic level. Effective schools communicate expectations for classroom artifacts (student work and tests) and develop the skills of teachers and administrative staff in the selection and use of the most effective materials available to engage students in all levels of learning. Alignment of student work artifacts to the written and assessed curriculum and alignment of artifact rigor and cognitive demands to the high-stakes tests in use are essential for student success.

To determine whether the classroom work artifacts were aligned to the Ohio Learning Standards and to district expectations, auditors reviewed artifacts selected and provided by Milton-Union Exempted Village School District staff. Artifacts were provided to the auditors from the four core content areas of English language arts, mathematics, science, and social studies for kindergarten through grade 12, and included samples of classroom work for all courses. Samples of work such as these cannot represent the entire body of work in the classroom over the course of a school year. However, the analysis does provide insight into possible areas of weakness with regard to content, context, and cognitive type alignment to the state standards, high-stakes tests, and district expectations.

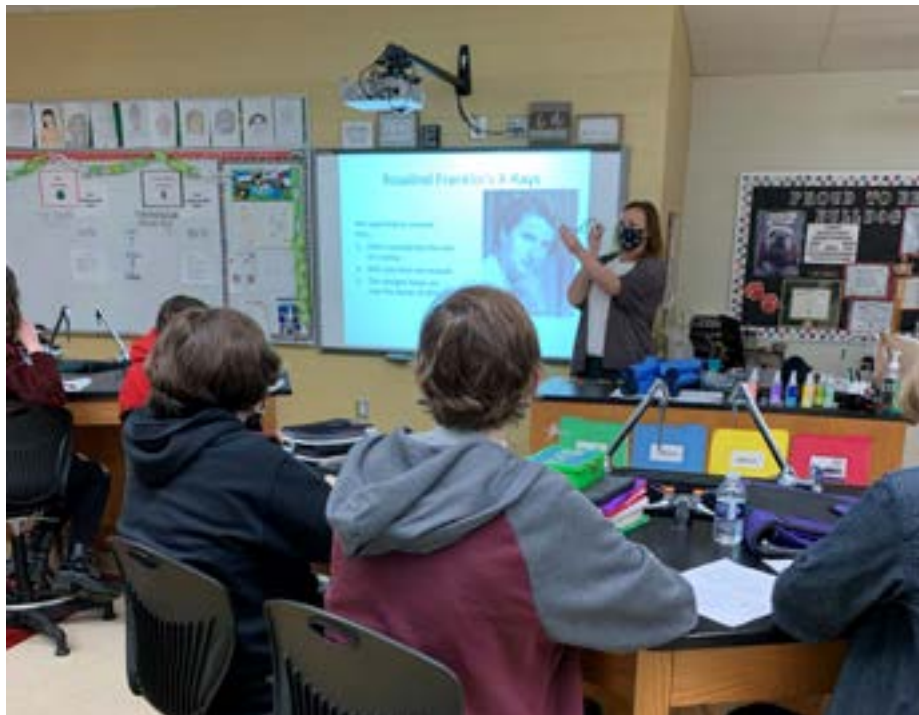
District policy does not speak to rigor of classroom instruction or student work (Finding 1.1). However, the Strategic Plan Vision 2023 includes the following beliefs:

- Academics—“We believe in helping to develop students’ creativity, critical thinking, collaboration, and communication through a comprehensive academic experience.”
- Student-Centered Learning—“We will implement a variety of instructional strategies, utilize diverse resources, and leverage technology to make learning relevant to students.”

It must be noted that difficult work does not necessarily equate to rigorous work. Quantity of work can be difficult, while not cognitively demanding or engaging. In education, rigorous is defined as having depth within content and complexity in the cognitive demand of the work.

Overall, the auditors found the majority of artifacts for all four core subject areas across all grade levels are aligned for content to the Ohio Learning Standards, while the context for the student work artifacts is primarily Classroom Activity, one of the least engaging contexts. They further found that the majority of artifacts evaluated fell within the lower-order category of thinking skills—Remembering, Understanding, and Applying as related to Bloom’s Revised Taxonomy.

Auditors analyzed 78 classroom work artifacts across grades K-12. The following sections describe and display the results of each analysis.



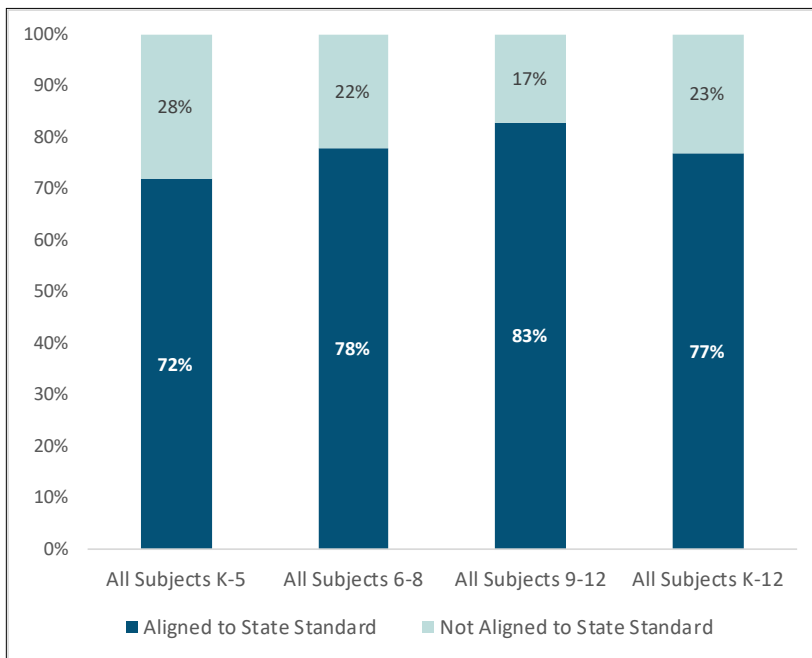
*Biology teacher showing a DNA model*

### Objective Content Analysis

Objective content refers to the knowledge, skills, and processes to be taught as expressed by a student learning objective, or in the case of the classroom work for MUEVSD, the corresponding standard assigned to the individual artifact by the teacher. For this analysis, the auditors referred to the Ohio Learning Standards to determine if the district assigned standard was a match to the state standard, if it was at the appropriate grade level, and if it was fully aligned for content. The auditors found that the district assigned standards were aligned to the state standards in a majority of the artifacts. Of the ones that were not aligned, the artifacts were aligned for grade level but were missing key content elements. For example, a standard included both long- and short-term seasonal changes; the artifact only addressed short-term change. A summary of the analyses can be found in **Exhibits 3.2.1** and **3.2.2**.

**Exhibit 3.2.1** displays content alignment for all classroom artifacts in the four core subject areas to the Ohio Learning Standards by grade spans for elementary, middle and high schools. The analysis included 32 elementary (K-5), 23 middle school (6-8), and 23 high school (9-12) artifacts.

**Exhibit 3.2.1: Classroom Artifact Content Alignment to the Ohio Learning Standards for the Four Core Subject Areas by Grade Span – K-5, 6-8, and 9-12**

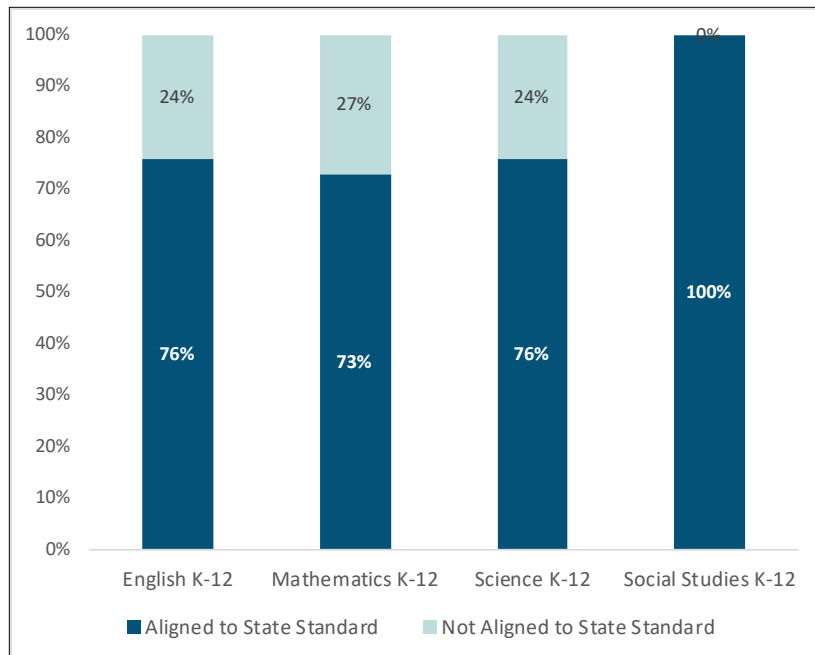


As noted in **Exhibit 3.2.1**:

- Content alignment to Ohio Learning Standards for all subject areas and all grade levels was 77%, with 23% not aligned to the standards.
- Grades 9-12 had the highest overall content alignment with 83% of all classroom artifacts in the four core subject areas aligning to the Ohio Learning Standards.
- Grades K-5 had the lowest overall content alignment with 72% of all classroom artifacts aligning to the state standards.

**Exhibit 3.2.2** displays content alignment for all classroom artifacts by subject area—English language arts, mathematics, science, and social studies—to the Ohio Learning Standards by grade spans for elementary, middle, and high schools.

**Exhibit 3.2.2: Classroom Artifact Content Alignment to the Ohio Learning Standards for English Language Arts, Mathematics, Science, and Social Studies, Grades K-12**



As noted in **Exhibit 3.2.2**:

- All social studies classroom artifacts were aligned to the state standards for all grade levels.
- While English language arts, mathematics, and science artifacts for all grade levels were aligned in over 70% of the samples provided, approximately 25% of the artifacts provided for each of the three subject areas were not aligned to the state standards.

Overall, the majority of the classroom artifacts provided by MUEVSD teachers were aligned to the Ohio Learning Standards. Social studies artifacts were 100% aligned, while approximately 70% of the English language arts, mathematics, and science artifacts were aligned to the state standards.

### **Cognitive Type Analysis**

Cognitive type is an academic indicator of the sort of thinking required to carry out a given task. Auditors expect the cognitive types of the written, taught, and tested curriculum to be congruent so that students are not surprised by cognitive demands found in high-stakes testing situations. The assignments and activities collected in classrooms in a school should reflect a range of cognitive demands, so that students have the opportunity to practice the cognitive skills they will need to be successful on national, state, and school assessments and later in demanding careers. Research indicates that the more students are asked to do cognitively, the more they achieve; thus, cognitively rigorous instruction is essential.

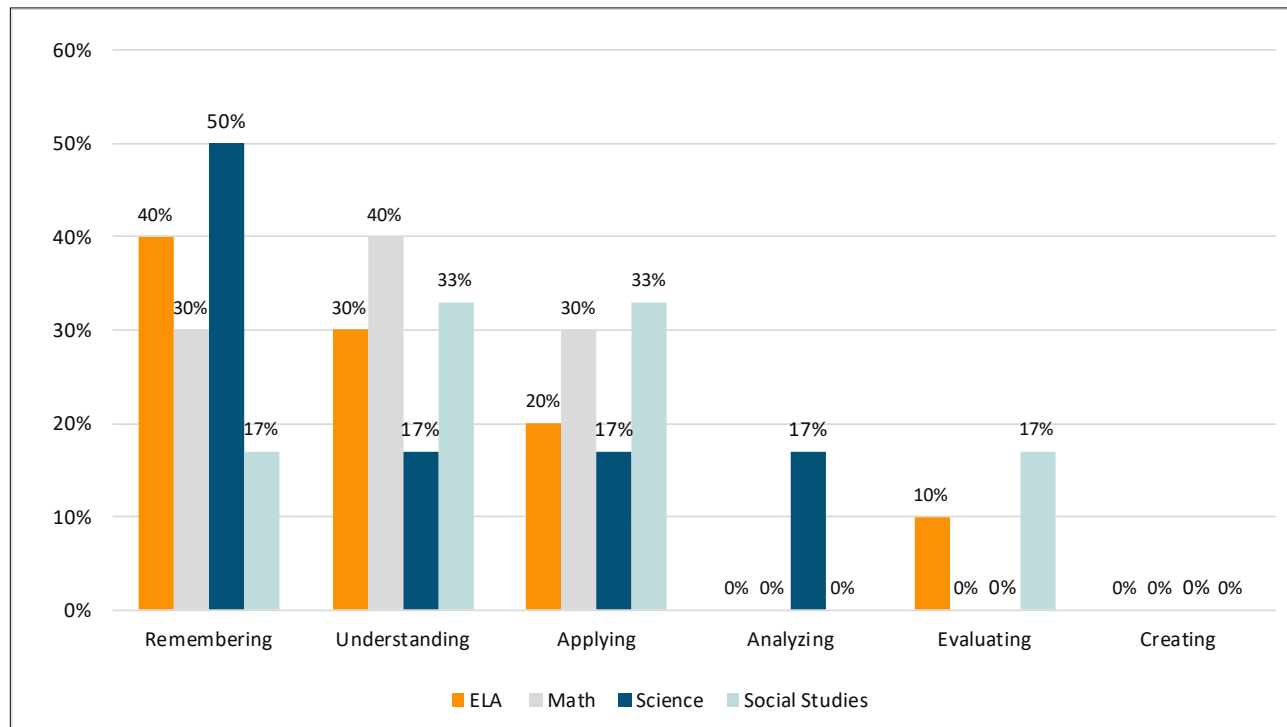
Neither district documents nor interviews with teachers and administrators revealed the use of a particular cognitive type framework. Therefore, to perform an analysis of cognitive type, auditors used the framework based on The Cognitive Process Dimension of the Bloom’s Revised Taxonomy, as presented in **Exhibit 3.1.8**.

To determine the cognitive types of the various classroom artifacts provided, the auditors compared the activity of the sample analyzed to Bloom’s Revised Taxonomy, recorded the cognitive type of each artifact, and used those totals, divided by the total number of artifacts to determine the percentage of each type. Data were organized by content area for each grade span (K-5, 6-8, 9-12). All artifacts

were analyzed since all were actual student samples and not just descriptions of an assignment. When a classroom artifact was assigned more than one cognitive type for various parts of the activity, the highest cognitive demand was recorded. **Exhibits 3.2.3** through **3.2.5** illustrate the results of analysis of the student classroom artifacts for cognitive type for the four core content areas (English language arts, mathematics, science, and social studies).

**Exhibit 3.2.3** displays cognitive analysis of the K-5 classroom artifacts for English language arts, mathematics, science, and social studies.

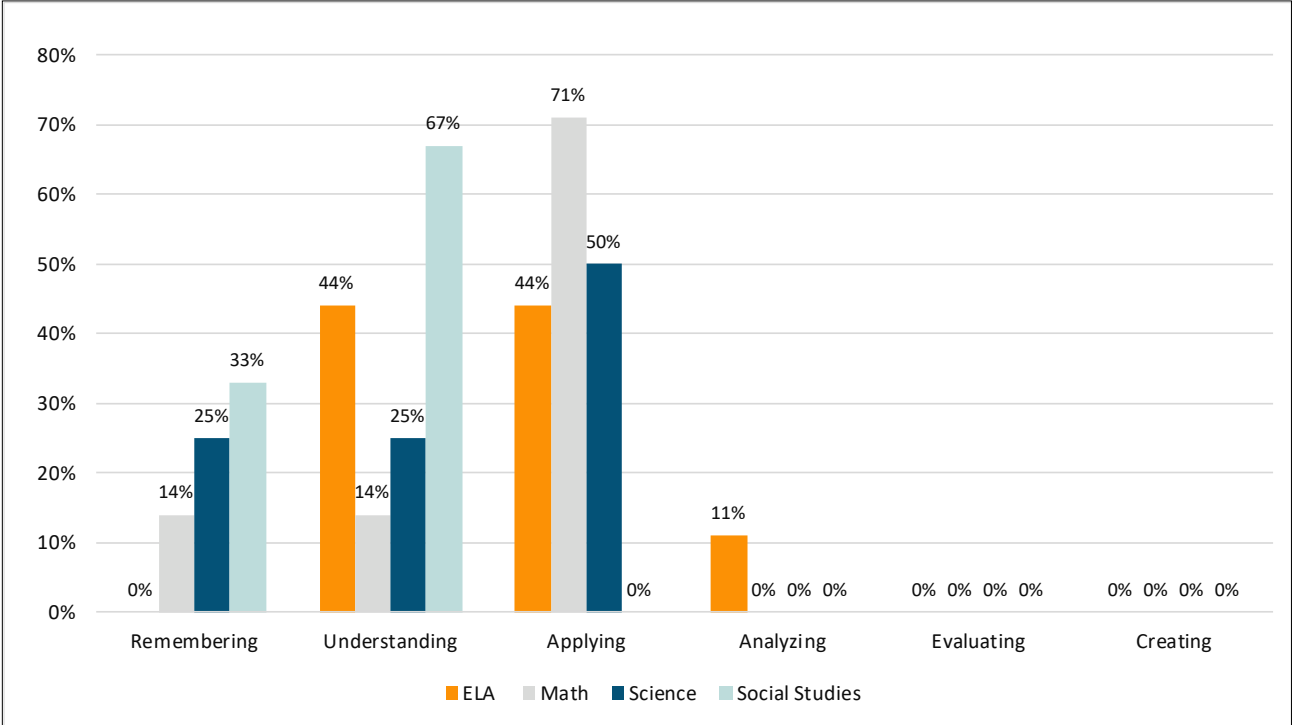
**Exhibit 3.2.3: Cognitive Analysis of K-5 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies**



As noted in **Exhibit 3.2.3**, most classroom artifacts required students to think at the lower levels of Bloom’s Revised Taxonomy—Remembering, Understanding, and Applying. One (10%) English language arts artifact and one (17%) social studies artifact required students to use criteria to determine the degree of effectiveness (Evaluating). One (17%) science artifact required students to Analyze, asking students to break wholes into pieces and detect structure, relationship, and organization. No classroom artifact asked students to create or think innovatively.

**Exhibit 3.2.4** displays cognitive analysis of the 6-8 classroom artifacts for English language arts, mathematics, science, and social studies.

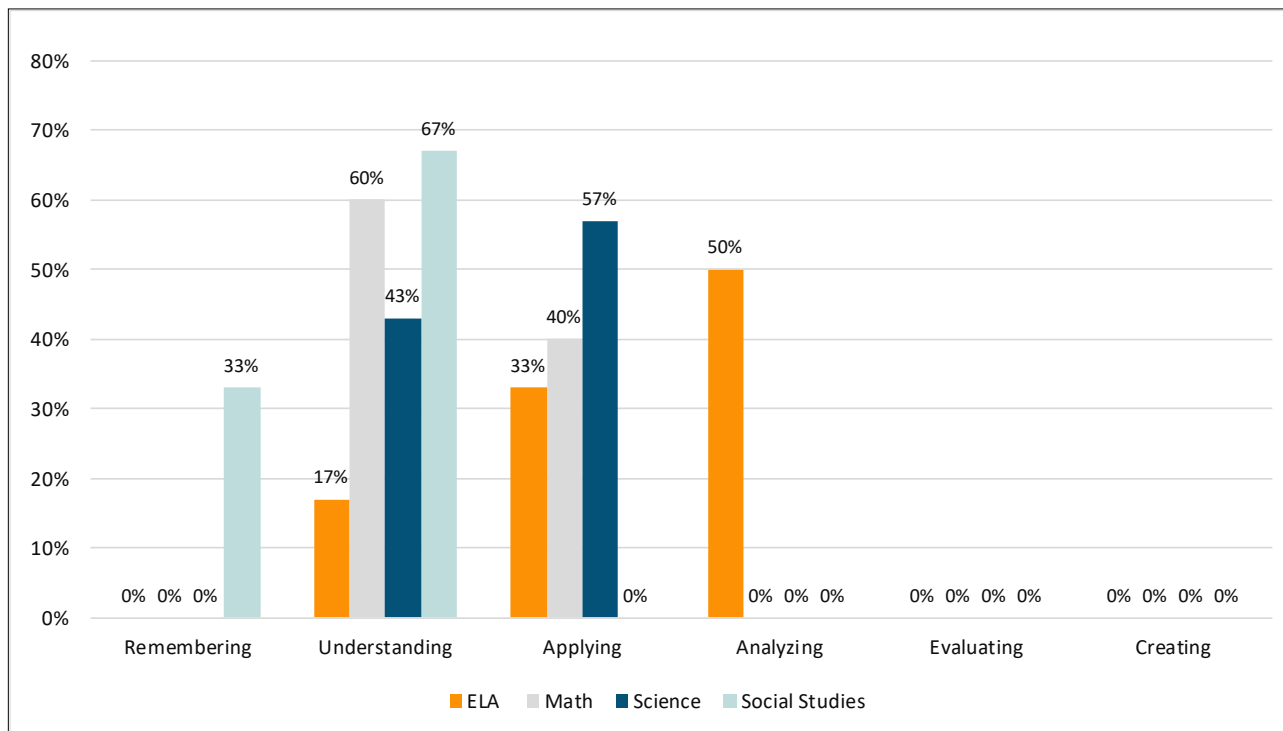
**Exhibit 3.2.4: Cognitive Analysis of 6-8 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies**



As noted in **Exhibit 3.2.4**, only one (11%) of the English language arts artifacts which required analysis, generated higher level thinking. The remainder of the classroom artifacts generated lower-level cognitive demand with Remembering, Understanding, and Applying. No classroom artifact generated Evaluating or Creating.

**Exhibit 3.2.5** displays cognitive analysis of the 9-12 classroom artifacts for English language arts, mathematics, science, and social studies.

**Exhibit 3.2.5: Cognitive Analysis of 9-12 Classroom Artifacts for English Language Arts, Mathematics, Science, and Social Studies**

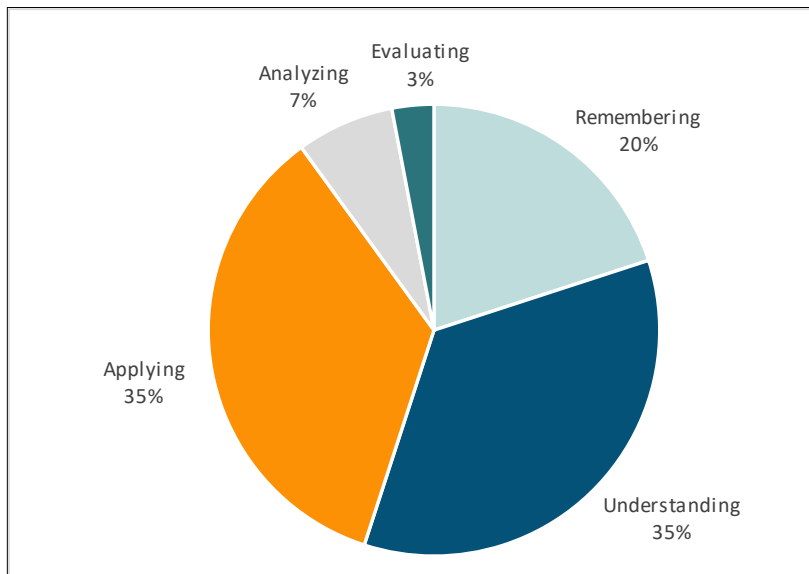


As noted in **Exhibit 3.2.5**, 50% of English language arts classroom artifacts required Analyzing in student thinking, and social studies artifacts only required Remembering and Understanding. Over half of science artifacts (57%) required students to apply learning and transfer knowledge to a new situation. No other subject area artifacts other than English language arts generated higher level thinking (Analyzing, Evaluating, Creating).



**Exhibit 3.2.6** displays the cognitive analysis for all classroom artifacts provided to the auditors, across all four core subject areas (ELA, mathematics, science, and social studies) and all grade levels (K-12).

**Exhibit 3.2.6: Cognitive Analysis Summary of All Artifacts for All Subject Areas K-12**



As noted in **Exhibit 3.2.6**:

- Across all subject areas and all grade levels, classroom artifacts generated the lower levels of Bloom's Revised Taxonomy—Remembering (20%), Understanding (35%), and Applying (35%).
- Only 10% of all classroom artifacts required higher level thinking with Analyzing (7%) and Evaluating (3%).

All thinking skills are needed within the context of the classroom. While there is no specific recommendation for the proportion of higher-order to lower-order thinking skills, the lower-order skills are intrinsic to the higher-order, meaning that schools that promote greater cognitive complexity are building memory, understanding, and application at the same time. The auditors found that the majority of artifacts evaluated fell within the lower-order category of thinking skills (cognitive process). English language arts provided the greatest opportunity for students to engage in higher level thinking; science and social studies provided minimal opportunity; and mathematics provided no opportunity for higher level thinking as evidenced by the classroom artifacts.

### **Context Analysis**

Context, also a deeper dimension of alignment, refers not to the content but to *how* students are assessed, or the method in which mastery of the content must be demonstrated by the student. Context is an important consideration for schools because it can affect a student's ability to take the classroom learnings into other arenas, such as high-stakes tests or real life situations, and actually make use of what was learned in the classroom. This requires districts and teachers to consciously provide practice in all ways a student might be assessed to increase the probability for success. In order to know what the contexts will be, districts must access released items from assessments given in their state and/or by their governing body. It must be noted, however, that state tests do not always utilize engaging contexts or employ items of high cognitive demand. In those cases, it is necessary for the district to ensure that students be prepared beyond the low expectations of the test.

Contexts also determine the level of cognitive engagement students will likely experience during a lesson. Cognitive engagement is the level to which the student is intellectually interested and participating in the activity. Certain types of contexts—ways in which students are asked to demonstrate their learning—are less engaging than others and, therefore, less likely to promote retention of the material. Classrooms that use fill-in-the-blank worksheets and a textbook chapter are less likely to engage students than those that include hands-on activities and actual experiences

related to the learning. **Exhibit 3.2.7** shows the types of contexts found in classroom activities and student artifacts.

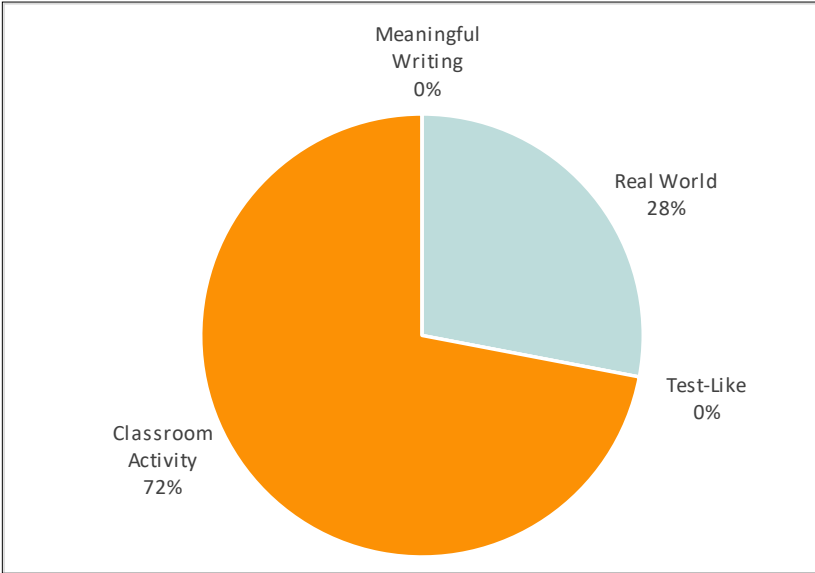
**Exhibit 3.2.7: Context Types**

	<b>Real World/ Simulated Real World</b>	<b>Test-Like</b>	<b>Classroom Activity</b>	<b>Meaningful Writing</b>
<b>Explanation</b>	This type of content replicates activities found in the real world. It is often a hands-on activity.	This context replicates activities and tasks from released test items or from other exit exams in use by the school, such as AP exams. It allows students to practice skills prior to the test. It is important to note that quizzes and tests from a classroom setting do not necessarily fall into this category.	This context is comprised of activities that are unlikely to be found outside a classroom.	This context requires students to use higher-order thinking skills to complete the writing. The writing is usually of an extended nature.
<b>Examples</b>	Writing a business letter; building a ramp to measure acceleration and velocity; researching a historical period and designing costumes for a play set in that period; planning a travel itinerary; creating a budget using salary and expense information; learning songs in a target language.	Marking the bubble sheet; selecting from multiple-choice items; constructing a short answer; writing an extended response; writing an essay. Fill-in-the-blank and true/false questions.	Vocabulary worksheets; answering questions at the end of a chapter; solving math problems; marking geographical features on a map; labeling parts of a cell; locating examples of figurative language in a poem; fill-in-the-blank worksheets.	Researching, formulating, and defending a position; analyzing and critiquing a piece of literature; hypothesizing, testing, and evaluating a theory or premise. Writing a personal narrative utilizing techniques learned in class.

All contexts should be utilized in classrooms when appropriate. However, Test-Like and Classroom Activity contexts are less engaging for students than Real World and Meaningful Writing contexts.

Auditors examined the classroom artifacts provided by the district to determine their contexts. The analyses are presented in the following exhibits. **Exhibit 3.2.8** displays the context analysis for classroom artifacts, grades K-5, for English language arts, mathematics, science and social studies.

**Exhibit 3.2.8: Classroom Artifact Context Analysis, Grades K-5, English Language Arts, Mathematics, Science, and Social Studies**

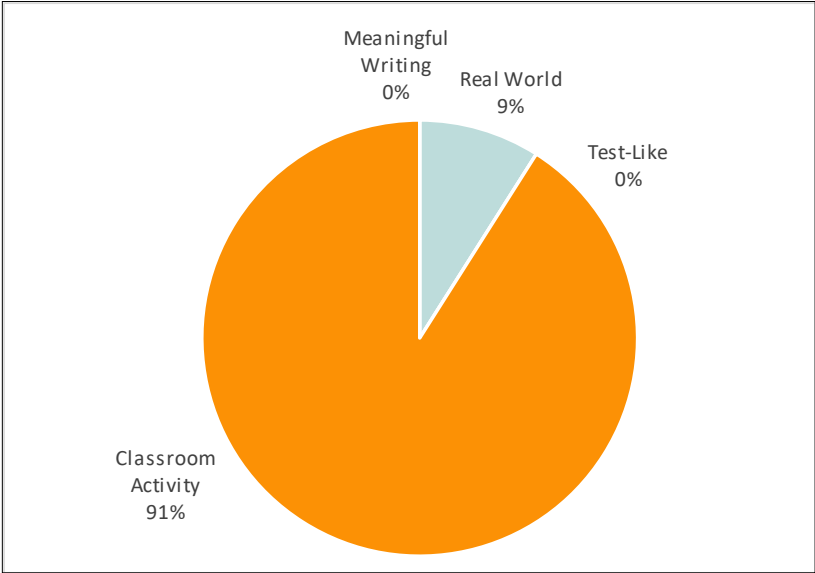


As noted in **Exhibit 3.2.8**:

- Seventy-two percent of the classroom artifacts for grades K-5 were Classroom Activity, indicating they were unlikely to occur outside the classroom and are less engaging to students.
- Twenty-eight percent were Real World, a more engaging learning context.
- No artifacts utilized Test-Like or Meaningful Writing contexts.

**Exhibit 3.2.9** displays the context analysis for classroom artifacts, grades 6-8, for English language arts, mathematics, science and social studies.

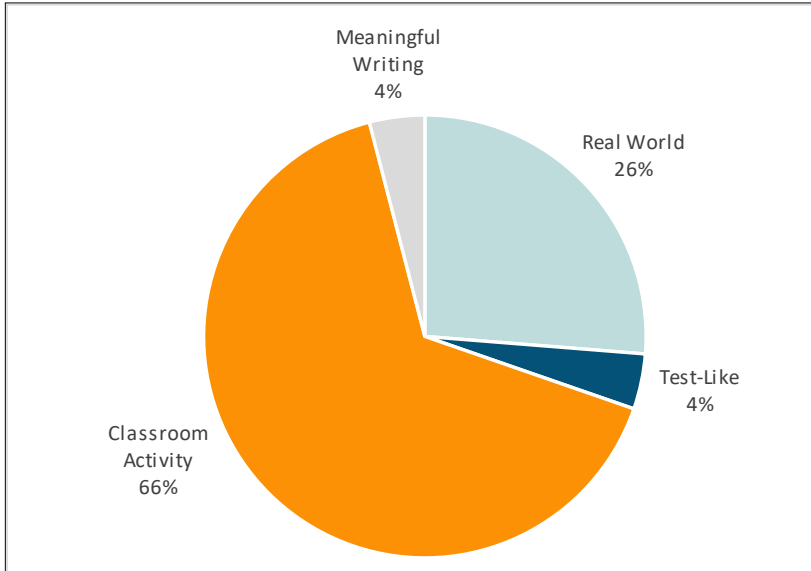
**Exhibit 3.2.9: Classroom Artifact Context Analysis, Grades 6-8, English Language Arts, Mathematics, Science, and Social Studies**



As noted in **Exhibit 3.2.9**, 91% of the classroom artifacts for grades 6-8 were Classroom Activity, a less engaging context and less likely to transfer from the classroom to high-stakes tests and real life situations.

**Exhibit 3.2.10** displays the context analysis for classroom artifacts, grades 9-12, for English language arts, mathematics, science and social studies.

**Exhibit 3.2.10: Classroom Artifact Context Analysis, Grades 9-12, English Language Arts, Mathematics, Science, and Social Studies**

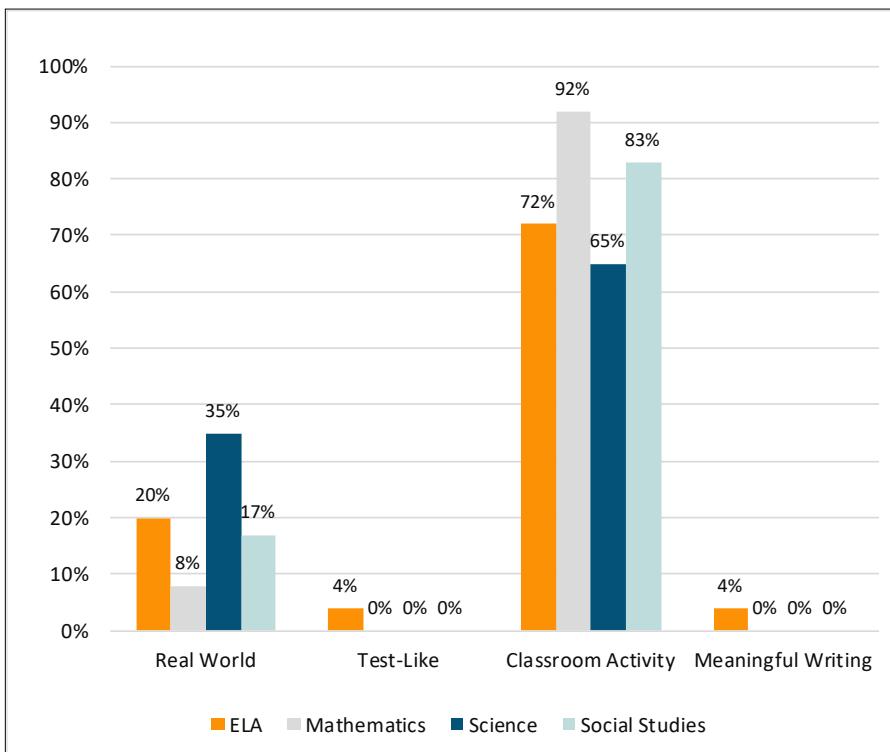


As noted in **Exhibit 3.2.10**:

- Real World and Meaningful Writing, the more engaging learning contexts, were represented in 30% of the grade 9-12 classroom artifacts.
- The less engaging learning contexts, Test-Like and Classroom Activity, were represented in 70% of the classroom artifacts.

**Exhibit 3.2.11** displays the context analysis for the classroom artifacts by subject area for all grades K-12.

**Exhibit 3.2.11: Classroom Artifact Context Analysis by Subject Areas, Grades K-12**



As noted in **Exhibit 3.2.11**:

- Classroom Activity was the predominant learning context for artifacts in all subject areas, grades K-12 (ranging from science—65% to mathematics—92%).
- Test-Like and Meaningful Writing were minimally represented in the classroom artifacts (4%, respectively).
- Real World, a more engaging context than Classroom Activity and Test-Like, was represented in science (35%), ELA (20%), social studies (17%), and mathematics (8%).

As noted earlier in this section, certain types of contexts (ways in which students demonstrate learning) are less engaging than others and less likely to promote retention of material. Auditors found that the contexts of the MUEVSD artifacts were most frequently of the least engaging type, with the majority of artifacts of the Classroom Activity context.

### Summary

The auditors found that over 70% of the classroom artifacts provided were aligned to the Ohio Learning Standards in content. Further analysis of cognitive type revealed that all subject area (English language arts, mathematics, science, and social studies) classroom artifacts only required lower-order thinking skills—Remembering, Understanding, Applying—based on the framework for Bloom’s Revised Taxonomy. When the classroom artifacts were examined for context, auditors found that only one English Language Arts artifact utilized higher-order skills and engaged in students Meaningful Writing; no subject areas utilized Real World contexts regularly. All subject areas utilized one of the least engaging contexts, Classroom Activity, in over 60% of artifacts examined. Overall, the classroom artifact analysis indicates a lack of rigor based on both the cognitive type and context analyses.

**Finding 3.3: Milton-Union Exempted Village School District needs a comprehensive professional development plan to guide long-range direction, system coordination, and evaluation to link professional development for improved teaching and learning.**

Professional development is an important part of quality control and ongoing improvement in a school system. The primary purpose for professional development is to improve teacher instructional capacity and, thereby, increase student achievement. Effective professional development is research-based and driven by multiple forms of data, individualized to allow for differentiation for both the teacher and the learner, and provides all staff members with the skills and knowledge needed to meet the needs of a diverse student population. A high-quality professional development program is guided by a comprehensive plan that is linked to the goals of the district’s long-range planning efforts. Such a plan is approved by the board of education, based on identified needs, offers a variety of professional development models, incorporates sufficient follow-up and support to ensure effective classroom use, and provides training for staff at all levels of the district. Professional development needs to be well defined and coordinated at the district level to provide guidance across a school system with a limited number of focus areas at any given time and opportunities to revisit key areas of training from one year to the next to deepen the learning. This ensures that teachers have sufficient time to master the learning and make it part of daily practice. Furthermore, an effective professional development program includes a systematic feedback process and multiple evaluation methods to evaluate effectiveness in terms of results attained.

Successful professional development programs share commonalities, and the most effective programs consistently articulate a clear, focused mission and vision that are communicated to all stakeholders. Professional development begins with a careful analysis of data and a comprehensive needs assessment to determine strengths and weaknesses in curriculum delivery and to provide a starting point. Training should be job-embedded and offer a variety of delivery models that will mirror expectations for delivery of classroom instruction with attention focused on providing training that is at the depth and complexity necessary to meet the expectations of the standards. Professional development offered in response to identified needs should begin with a clear purpose of the intended outcome, must be relevant and meaningful, and be flexible with the delivery approach based on the training that is needed. High quality professional development requires policy guidance and should

be inclusive of all employee groups. It includes a monitoring component to effectively measure the success of the training and its impact on student achievement measures that are based on multiple forms of data, including classroom visits (see **Finding 3.1**).

Overall, auditors found that professional development in Milton-Union Exempted Village School District is not coordinated to direct change and improve teacher instructional capacity, develop the delivery of instructional practices, and increase student achievement. The auditors also found that monitoring and evaluation of these elements of the educational program need to be strengthened in quantity, quality, and systemic coordination. There is only limited written direction for professional development in the district.

To determine the adequacy and effectiveness of the professional development program in Milton-Union Exempted Village School District, auditors examined board policies, district and campus improvement plans, relevant district documents, and job descriptions. In addition, auditors visited schools and interviewed board members, district administrators, school administrators, and teachers regarding professional development plans, procedures, and course offerings within the district.

Auditors found board policies do not provide sufficient direction for a comprehensive, coordinated professional development program (see **Finding 1.1**). None of the above policies require a plan focused on effective curriculum delivery congruent with the district long-range plan. Nor do they require a process where staff are coached and supported in the implementation of professional development initiatives.

Auditors were provided with the OIP District Improvement Plan and the Milton-Union Needs Assessment documents for the elementary, middle, and high schools from district administrators. Auditors noted that these documents do not serve as written direction for a comprehensive professional development program. Instead they provide information on various professional development tools to be used at schools, such as Universal Design for Learning (UDL), Pro-Core, Positive Behavior Intervention and Supports (PBIS), leadership training, and classroom management. Likewise, auditors were presented with the PD Plan district document, which provided information on trainings scheduled for the 2019-20 school year, but this document is only a calendar and does not serve to coordinate all professional development long-term.

Auditors look for specific characteristics in the design and delivery of professional development to ensure that it is high quality and comprehensive. These are presented for informational purposes in **Exhibit 3.3.1**. Because Milton-Union Exempted Village School District has no formal comprehensive professional development plan in place, no documents were rated. District documents provided to auditors are not a plan, but rather a list of programs occurring or scheduled to occur in the district.

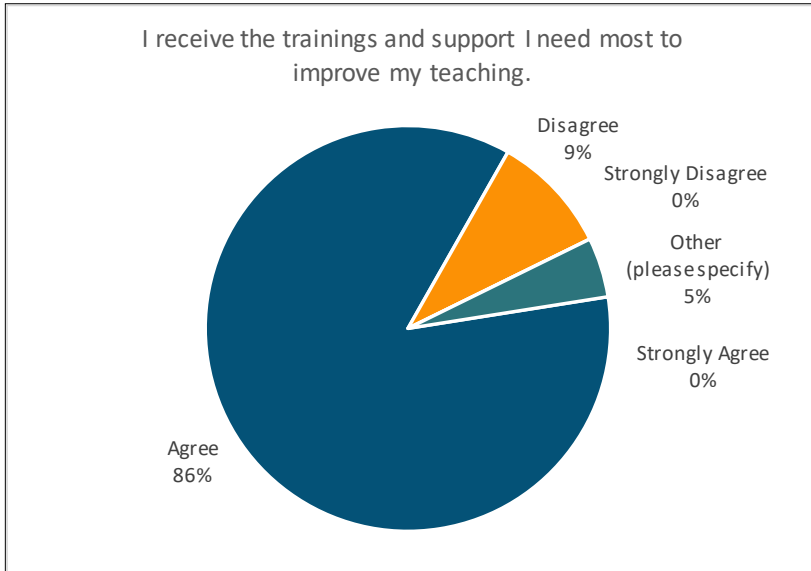
**Exhibit 3.3.1: Characteristics of Quality Professional Development Policy, Plans, and Programs**

<b>Characteristics</b>
<b>Policy</b>
1. Has policy that directs professional development efforts.
2. Fosters an expectation for professional growth.
3. Is for all employees.
<b>Planning and Design</b>
4. Is based on a careful analysis of data and is data-driven.
5. Provides for system-wide coordination and has a clearinghouse function in place.
6. Has a current plan that provides a framework for integrating innovations related to mission, vision, and curriculum implementation.
7. Has a professional development mission in place.
8. Is built using a long-range planning approach.
9. Provides for organizational, unit, and individual development in a systemic manner.
10. Focuses on organizational change—professional development efforts are aligned to district goals.
<b>Delivery</b>
11. Is based on proven research-based approaches that have been shown to increase productivity.
12. Provides for three phases of the change process: initiation, implementation, and institutionalization.
13. Is based on human learning and development and adult learning research.
14. Uses a variety of professional development approaches.
15. Provides for follow-up coaching and on-the-job application that are necessary to ensure change in practice.
16. Expects each supervisor to be a staff developer of staff supervised.
<b>Evaluation and Support</b>
17. Provides the necessary funding to carry out professional development goals.
18. Requires an evaluation of process that is ongoing, includes multiple sources of information, focuses on all levels of the organization, and is based on actual change in behavior.
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Auditors did not find sufficient direction in policy, district planning documents, or job descriptions to rate against the characteristics presented in **Exhibit 3.3.1**; however, they present the characteristics as a reference point for district leaders regarding what auditors look for in a comprehensive professional development program.

Auditors administered online surveys to teachers before and during the on-site visit. The following exhibits reflect what auditors learned from these surveys regarding teacher perceptions of professional development. Teachers were initially asked if they received the trainings and support most needed to improve their teaching. **Exhibit 3.3.2** displays the responses from 21 teachers to this statement.

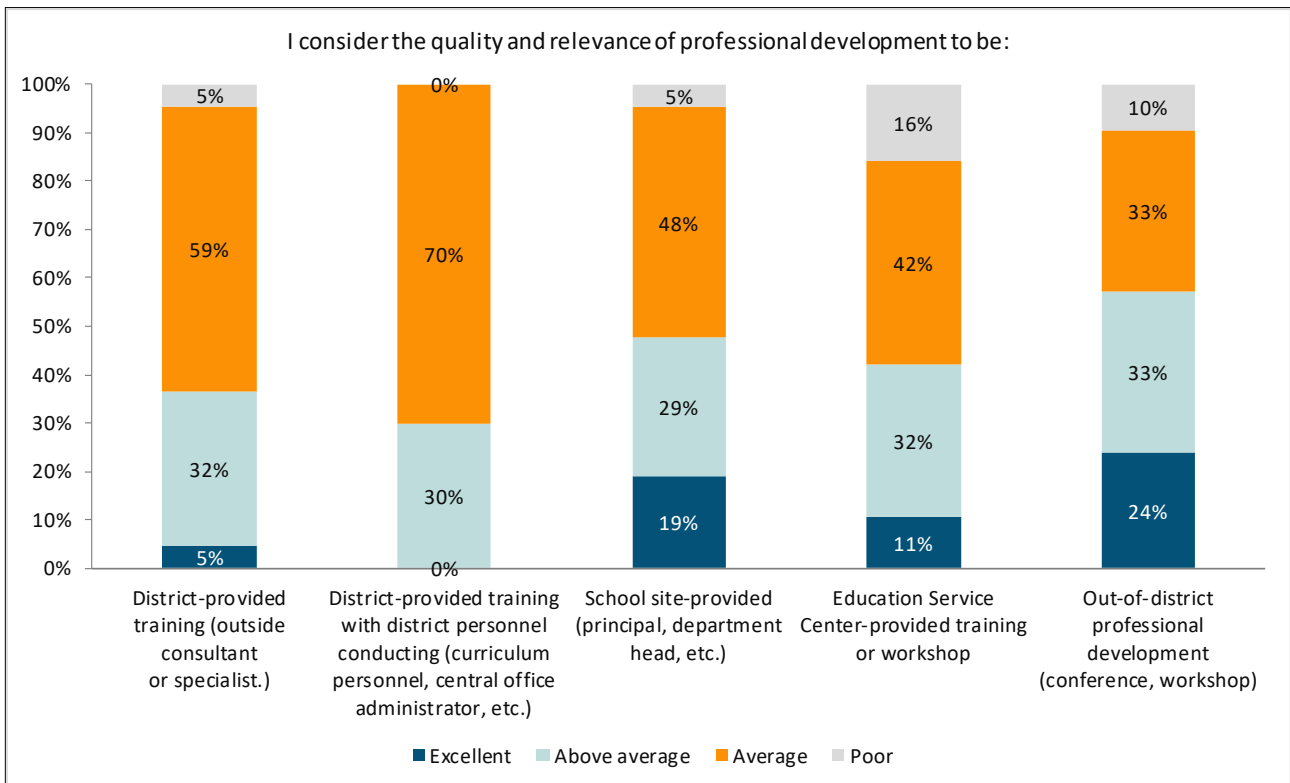
**Exhibit 3.3.2: Teacher Responses to Trainings and Support Most Needed to Improve Their Teaching**



As can be noted from **Exhibit 3.3.2**, 86% of the teachers responded they agree that they receive the trainings and support they need most to improve their teaching and 9% stated they disagree. The 5% who stated “Other” were able to leave the comment of “It’s okay.” Survey comments indicate teachers appreciate the quality of professional development.

Teachers were then asked about the quality and relevance of the professional development they received from various providers. **Exhibit 3.3.3** displays the 22 teachers’ responses to this prompt.

**Exhibit 3.3.3: Teacher Responses to Quality and Relevance of Professional Development**

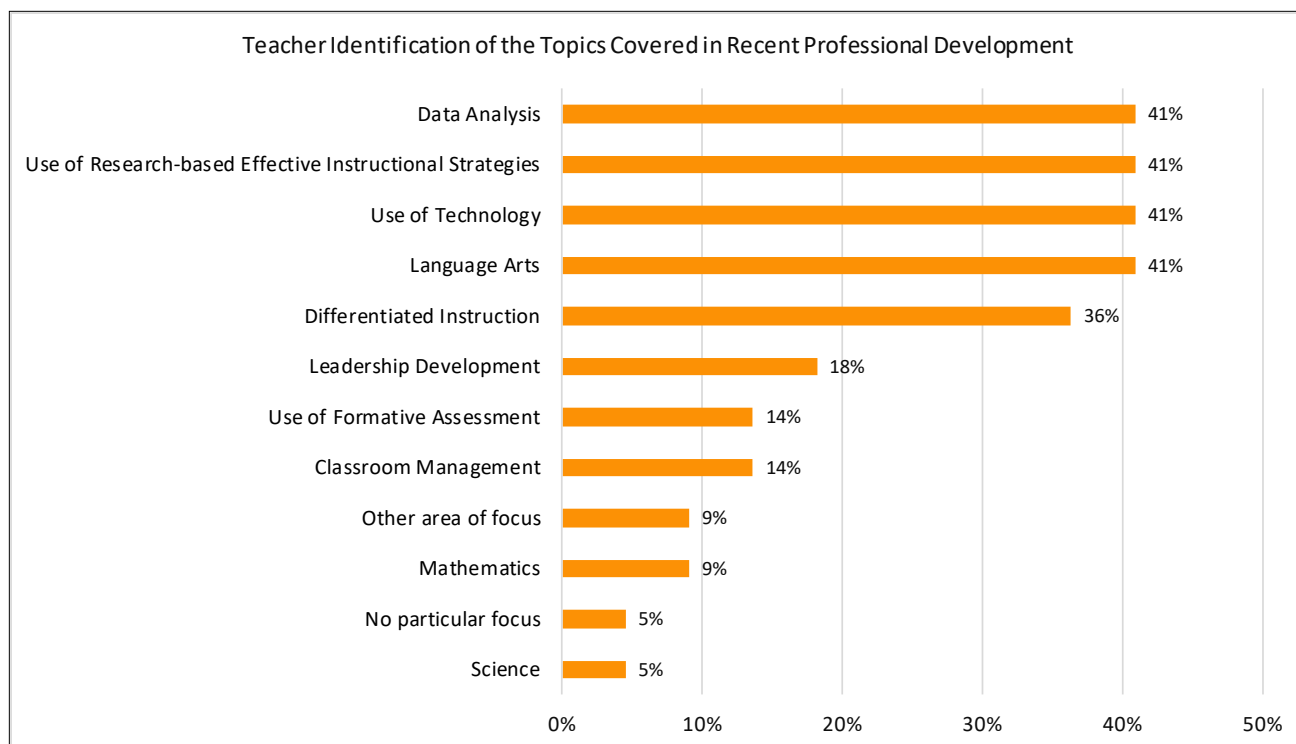




As can be noted from **Exhibit 3.3.3**, most teachers who responded generally rated the quality and relevance of professional development as either Above Average or Average. District-provided training by district personnel received the highest rating for Average at 70%, and Out-of-district professional development (conference, workshop) received the highest ratings of 33% for Above Average and 24% for Excellent. Education Service Center-provided training or workshops received the highest percentage of Poor ratings at 16%.

Finally, teachers were asked about specific topics covered in recent professional development. **Exhibit 3.3.4** displays the responses from 22 teachers to this question. Teachers could mark all areas covered, so the sum of percentages is more than 100%.

**Exhibit 3.3.4: Teacher Responses to Focus of Professional Learning This Year**



As can be noted from **Exhibit 3.3.4**, the most frequent subject for professional development was data analysis, use of research-based effective instructional strategies, use of technology, and language arts (41% each), followed closely by differentiated instruction (36%). Less than one fifth of respondents included leadership development (18%), use of formative assessment and classroom management (14%), other area of focus and mathematics (9%), and no particular focus or science (5% each).

Auditors observed that the 12 topics for activities shown in **Exhibit 3.3.4** further demonstrate that there is no comprehensive professional development plan. Once Milton-Union Exempted Village School District implements the use of a comprehensive professional development plan and data are used to inform what is needed, there will be fewer, more directed efforts to topics specifically needed to improve student achievement.

Auditors interviewed board members, district administrators, building administrators, and teachers regarding professional development. The following are representative comments regarding how professional development is planned and delivered:

- “We have done Universal Design for Learning (UDL) training that is about instructional strategies. We did get training from SpringBoard.” (Teacher)
- “I think professional development is a strength for the district. We took the first couple weeks of school to do training on technology.” (Building Administrator)
- “We have not worked on improving professional development.” (Building Administrator)
- “We got the Striving Readers grant, and it was a three-year grant cycle. That provided us a literacy coach and professional development on the LETRS program.” (Building Administrator)
- “I get to figure out what my staff needs for professional development.” (Building Administrator)

The auditors found that although many professional development initiatives and perceived as helpful and of high quality, initiatives are not centrally planned and coordinated to ensure instructions improves and student learning is increased.

### Summary

Professional development needs to be coordinated at the district level to provide guidance across the system and opportunities to revisit key areas of training each year to deepen the learning. However, Milton-Union Exempted Village School District has no district comprehensive professional development plan in place which would ensure the goals of the district’s long-range plan are met. By creating a plan, district leaders can organize and maximize current efforts to create an effective professional development program and consequently increase student achievement (see **Recommendations 3 and 4**).

## FOCUS AREA 4: The School District Uses the Results from System-Designed and/or -Adopted Assessments to Adjust, Improve, or Terminate Ineffective Practices or Programs.

A school system meeting **Focus Area Four** has designed a comprehensive system of assessment/testing and uses valid measurement tools that indicate how well its students are achieving designated priority learning goals and objectives.

### What the Auditors Expected to Find in the Milton-Union Exempted Village School District:

#### Focus Area Four: Feedback

Under Focus Area Four, the auditors examine the overall scope and quality of the assessment system in providing data (feedback) for use in decision making at all levels of the system: classroom, building, and district. A school system meeting Focus Area Four has designed a comprehensive system of assessment/testing and uses valid measurement tools that indicate how well its students are achieving designated priority learning goals and objectives.

#### Common indicators

- A *formative* and *summative* assessment system linked to a clear rationale in board policy;
- Knowledge, local validation, and use of current best practices for curriculum and program assessment;
- Use of a student and program assessment plan that provides for diverse assessment strategies for varied purposes at all levels—district, school, and classroom;
- A way to provide feedback to the teaching and administrative staffs regarding how classroom instruction may be modified, evaluated, and subsequently improved;
- A timely and relevant database upon which to analyze important trends in student achievement;
- A vehicle to examine how well specific programs are actually producing desired learner outcomes of results;
- A database to compare the strengths and weaknesses of various programs and program alternatives, as well as to engage in equity analysis;
- A database to modify or terminate ineffective educational programs;
- A method/means to relate to a programmatic budget and enable the school system to engage in cost-benefit analysis; and
- Organizational data gathered and used to continually improve system functions.

### Overview of What the Auditors Found in the Milton-Union Exempted Village School District:

This section is an overview of the findings that follow in the area of **Focus Area Four**. Details follow within separate findings.

Although the district regularly assesses student achievement, the Milton-Union Exempted Village School District does not provide adequate direction for a comprehensive student assessment program. Auditors found board policy and administrative guidelines are missing the language to govern student assessment and program evaluation appropriately.

Auditors found the scope of formal assessment in Milton-Union Exempted Village School District is inadequate to evaluate the taught curriculum. Overall, auditors found that English language arts and mathematics are fully assessed in grades K-8, but only 33% of the core courses and 16% of the non-core courses have formal assessments.

**Finding 4.1: Although the district regularly assesses student achievement, the district needs more adequate direction for a comprehensive student assessment program.**

An effective student assessment system ensures that students are being assessed appropriately and information gleaned from those assessments is utilized to make informed decisions that positively impact student learning. An effective system provides information that can be used at all district levels, from officials making large-scale budgeting decisions to principals allocating resources and individual teachers modifying instruction for individual students. When a school district lacks an effective student assessment plan, decision makers lack the data needed to make informed decisions and instead must rely on instinct or past practice.

An effective assessment system provides a clear path for how students are assessed and how the information will be used. The expectation is that students will be assessed in all content areas, not only in a summative fashion but also in a formative fashion to give instructors the diagnostic information they need to adapt and improve instruction for their students. Additionally, an effective system provides procedures and information for evaluating larger academic programs to determine their effectiveness to be continued, modified, or terminated. The desired impact of an effective student assessment program is the ongoing improvement of student achievement over time.

To determine the presence and quality of a coordinated approach to student assessment and program evaluation, the auditors interviewed board members, district administrators, building administrators, and parents. Auditors also gathered data from online surveys of teachers and building administrators; and reviewed multiple assessment-related documents provided by the district. A list of key documents relative to planning for student and program assessment is found in **Exhibit 4.1.1**.

**Exhibit 4.1.1: Key District Documents Found to Guide Planning for Student and Program Evaluation**

Document	Date
Milton-Union Exempted Village School District Board Policies	Varied
Milton-Union Exempted Village School District Job Descriptions	Varied
Milton-Union Exempted Village School District Assessment Matrix	2019
Milton-Union Exempted Village School District Testing Calendar	2020-21
Milton-Union Exempted Village School District Reading Tiered Fidelity Inventory Data-Program Evaluation	2020
Milton-Union Exempted Village School District Program Evaluation Model, Reading Tiered Fidelity Inventory-Elementary Level Edition	2020
Milton-Union Exempted Village School District 5Essentials Report, High School, Middle School, and Elementary School	2020
“Ohio’s State Tests in English Language Arts, Mathematics, Science, and Social Studies” <a href="http://education.ohio.gov/Topics/Testing/Ohios-State-Test-in-ELA-Math-Science-SocialStudies">http://education.ohio.gov/Topics/Testing/Ohios-State-Test-in-ELA-Math-Science-SocialStudies</a>	2021
State Testing – “Ohio’s State Tests” <a href="http://education.ohio.gov/Topics/Testing">http://education.ohio.gov/Topics/Testing</a>	2021

Document	Date
Local School District & Building Report Cards – “Report Card Resources” <a href="http://education.ohio.gov/Topics/Data/Report-Card-Resources">http://education.ohio.gov/Topics/Data/Report-Card-Resources</a> <ul style="list-style-type: none"> <li>• Calculating Report Card Component and Overall Letter Grades</li> <li>• Achievement</li> <li>• Progress</li> <li>• Gap Closing</li> <li>• Graduation Rate</li> <li>• K-3 Literacy</li> <li>• Prepared for Success</li> </ul>	2021
“Ohio’s Graduation Requirements” <a href="http://education.ohio.gov/Topics/Ohio-s-Graduation-Requirements">http://education.ohio.gov/Topics/Ohio-s-Graduation-Requirements</a>	2021

Board policy and other governing documents are missing explicit assessment expectations related to the purpose and use of assessments, particularly formative or diagnostic tools (see **Finding 1.1**). The role of assessment data in the district- and school-level decision making, including instructional decision making, need definition. Also, some job descriptions were missing, and those that were available require revision to provide clear roles and responsibilities related to assessment data interpretation and use.

As noted, the Milton-Union Exempted Village School District Assessment Matrix provided details on the 31 district assessments across grade levels and defined each as diagnostic, formative, summative, outcome, monitoring, or end of course. Also, the matrix included dates for administration, use (instructional planning and delivery, intervention, or measurement), and processes (how, when, and with whom data are reviewed). To determine adequacy, the auditors utilized the Curriculum Management Audit Characteristics of a Comprehensive Student Assessment Plan and Program Evaluation Planning. For the district’s assessment and program evaluation planning to be considered adequate, 11 of the 16 characteristics must be met.

The characteristics and the audit team’s analysis are displayed in **Exhibit 4.1.2**.

**Exhibit 4.1.2: Characteristics of a Comprehensive Student Assessment Plan and Program Evaluation Planning and Auditors’ Assessment of District’s Approach**

Characteristic (The plan...)	Auditors’ Rating	
	Met	Not Met
1. Describes the philosophical framework for the design of the student assessment plan and directs both formative and summative assessment of the curriculum by course and grade in congruence with board policy. Expects ongoing formative and summative program evaluation; directs use of data to analyze group, school, program, and system student trends.		X
2. Includes an explicit set of formative and summative assessment procedures to carry out the expectations outlined in the plan and in board policy. Provides for regular formative and summative assessment at all levels of the system (organization, program, student).		X
3. Requires that formative, diagnostic assessment instruments that align to the district curriculum be administered to students frequently to give teachers information for instructional decision making. This includes information regarding which students need which learner objectives to be at the appropriate level of difficulty (e.g., provides data for differentiated instruction).	Partial*	

Characteristic (The plan...)	Auditors' Rating	
	Met	Not Met
4. Provides a list of student assessment and program evaluation tools, purposes, subjects, type of student tested, timelines, etc.	Partial*	
5. Identifies and provides direction on the use of diverse assessment strategies for multiple purposes at all levels—district, program, school, and classroom—that are both formative and summative.		X
6. Specifies the roles and responsibilities of the central office staff and school-based staff for assessing all students using designated assessment measures, and for analyzing test data.		X
7. Directs the feedback process; assures the proper use of assessment data at all levels.		X
8. Specifies the connection(s) among district, state, and national assessments.		X
9. Specifies the overall assessment and analysis procedures used to determine curriculum effectiveness.		X
10. Requires aligned student assessment examples and tools to be placed in curriculum and assessment documents.		X
11. Specifies how equity issues will be identified and addressed using data sources; controls for possible bias.		X
12. Identifies the components of the student assessment system that will be included in program evaluation efforts and specifies how these data will be used to determine continuation, modification, or termination of a given program.		X
13. Provides for appropriate trainings for various audiences on assessment and the instructional use of assessment results.		X
14. Delineates responsibilities and procedures for <u>monitoring</u> the administration of the comprehensive student assessment and program evaluation plan and/or procedures.		X
15. Establishes a process for communicating and training staff in the interpretation of results, changes in state and local student achievement tests, and new trends in the student assessment field.		X
16. Specifies creation of an assessment data system that allows for the attribution of costs by program, permitting program evaluations to support program-based cost-benefit analyses.		
<b>Total</b>	<b>0</b>	<b>15</b>
<b>Percentage Met</b>	<b>0%</b>	
*Partial ratings are tallied as not met.		
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**Characteristic 1: Describes the philosophical framework (Not Met)**

Although board policy addresses several aspects of student assessment, these documents need more specificity to fully direct a comprehensive program for student assessment.

**Characteristic 2: Includes an explicit set of assessment procedures (Not Met)**

Auditors were not provided with procedures for determining who is responsible for which parts of the testing program, requirements for teacher-created assessments, or progress monitoring with students in academic interventions.

**Characteristic 3: Requires formative and diagnostic assessments aligned to the district's curriculum (Partially Met)**

Documents provided to the auditors indicated programs such as *Pro-Core*, *SpringBoard*, *iReady*, *Dibels*, and *Edulastic* (for teacher-created assessments) serve as some of the district's formative or summative assessment instruments. The district's documents also directed building personnel regarding how often formative and summative assessments are to be administered and included information as to whether these assessments are universally administered or reserved for students in need of intervention. The documentation referenced the use of assessment data as "used by the classroom teacher for instructional purposes;" however, it did not address how to translate the data into classroom-based interventions.

**Characteristic 4: provides a list of student assessments and program evaluation tools. (Partially Met)**

In order to receive an adequate rating for this characteristic, the district must provide a list of assessments, subjects, type of students tested, and timelines. Some elements of this characteristic exist in district assessment calendars provided to the auditors and the assessment matrix. These documents clearly outline windows for local and state assessment at appropriate grade levels. However, the auditors were not provided with any program evaluation tools beyond the *Reading Tiered Fidelity Inventory-Elementary Level Edition*.

**Characteristic 5: Identifies and provides direction for use of diverse assessment strategies (Not Met)**

No provisions specified diverse formative assessment strategies.

**Characteristic 6: Specifies roles and responsibilities (Not Met)**

*Board Policy 2623: Student Assessment and Academic Intervention Services* mentions the district testing coordinator's duties and building test coordinator's role in monitoring practices related to preparing students for assessments as well as administering, scoring, interpreting, and reporting results. However, these documents evidence gaps in the process. For example, principals are not mentioned, nor are data analysts. The policy also makes the board responsible for providing interventions in keeping student records rather than the superintendent or designee. District job descriptions specify that several positions are responsible for ensuring the use of assessment data; however, no specific outline with clear delineation of roles and responsibilities was provided to the auditors. Some job descriptions for key personnel (e.g., Director of Student Services and Curriculum) were not provided to auditors for review. Without the benefit of a comprehensive plan for student assessment, roles and responsibilities are not clearly defined.

The auditors also examined job descriptions for administrative positions to identify responsibilities for student assessment and program evaluation. **Exhibit 4.1.3** identifies job descriptions referencing assessment and program evaluation.

**Exhibit 4.1.3 Job Descriptions Referencing Student Assessment**

Job Description	Content
School Counselor	Implement and oversee District assessment measures and assist with the collection, analysis, and interpretation of assessment data.
Gifted Intervention Specialist	<ul style="list-style-type: none"> <li>• Assess student performance on an ongoing basis and report student progress to parents/legal guardians using methods approved by the District.</li> <li>• Collect and analyze student and program data to enhance student performance, to expand program options, and to improve District programs.</li> </ul>
Speech-Language Pathologist	Assess student performance on an ongoing basis and report student progress to parents/legal guardians using methods approved by the District.
Literacy Coach	<ul style="list-style-type: none"> <li>• Provide support in analyzing and interpreting student assessment data for the purpose of instructional decision making.</li> <li>• Assist with development of district curriculum, instruction, and assessments and further teacher understanding of required ELA standards and content statements.</li> </ul>
Teaching and Learning Coordinator	<ul style="list-style-type: none"> <li>• Assist teachers in meeting the learning needs of all students and using assessment data to make informed instructional decisions.</li> <li>• Assist in the development of district curriculum, instruction, and assessment.</li> </ul>

The job descriptions listed above cite responsibilities related to student assessment and program evaluation; however, they do not provide sufficient clarity for a coordinated approach to planning for student assessment and program evaluation that is both precise and coherent across functions, departments, and levels to minimize fragmented practices within the district. The job description for Director of Student Services and Curriculum was missing in documents provided by the district.

**Characteristics 7: Directs the feedback process and use of assessment data (Not Met)**

*Board Policy 2623: Student Assessment and Academic Intervention Services* specifically directs the feedback process to parents and mentions feedback data for adjusting instruction. However, directions are inadequate to guide the process. They leave out principals, testing coordinators, and data analysts and do not specify steps teachers should follow in adjusting instruction and monitoring the Response to Intervention (RtI) process. The MUEVSD Assessment Plan did guide departmental use of data to identify students for special programs or services; however, no specifics on use of feedback were provided to ensure continuous growth of student performance.

**Characteristic 8: Specifies connections among district, state, and national assessments (Not Met)**

Assessment calendars and plans presented to the auditors listed dates in windows that assessments were to be administered across the Milton-Union Exempted Village School District; however, auditors were not presented with any document that specified the connection between the taught curriculum and the assessments used by the district. The district utilizes multiple administrations of a variety of assessment tools such as *Pro-Core, iReady, and Springboard*.

Auditors found no documentation of a process where teachers and principals use assessment data to plan targeted instruction to intentionally accelerate student learning. No lesson plan documents were provided, and minutes from curriculum meetings provided discussions related to Gallup Poll results or 5Essentials Report documentation. Without evidence of a documented process, auditors are unable to determine any related connections among district, state, and national assessments and how district and school staff maximize those connections to improve student learning.



**Characteristic 9: Specifies assessment and analysis procedures (Not Met)**

The documents presented to auditors addressed use of assessment results to measure student achievement. No clear connection was made between the assessment results and the effectiveness of the curriculum.

*Board Policy 2623.02: Third Grade Reading Guarantee* is explicit regarding the reading assessment in K-3. However, it outlines setting up interventions with no connections to the effectiveness of the general curriculum. In general, district documents presented made no provision for someone at the building level to determine and disseminate specific procedures.

**Characteristic 10: Requires aligned student assessment examples (Not Met)**

District documents contain no expectation that aligns student assessment examples and tools within curriculum documents.

**Characteristic 11: Specifies how equity issues will be identified and addressed (Not Met)**

It describes the role of the district compliance officer and outlines the procedures for formal and informal complaints. While this alludes to the audit criteria of controlling for possible bias in testing, it does not address data to identify students' equity issues.

**Characteristic 12: Identifies components of a student assessment system that will be included in program evaluation (Not Met)**

The policy continues to outline each program's evaluation to assess the extent to which each program's purposes and objectives are being achieved and recommendations for revisions and modifications needed to better fulfill expectations and purposes. Lacking in the policy are components of the student assessment system to be included in the evaluation.

**Characteristic 13: Provides appropriate training (Not Met)**

It also requires annual written communication to all staff of each assessment's purpose and unethical or inappropriate practices related to the testing. The guideline states that information and training may be necessary for ethically interpreting and or using any assessment results.

*Board Policy 2623: Student Assessment and Academic Intervention Services* places responsibility for training staff "in how to use test results to refine the curriculum and improve instructional strategies in resources "on administrators but does not specify which administrators. It states that in-service programs may be necessary to "strengthen understanding of how different kinds of tests are designed, how to judge the reliability and validity, and how to use test information to diagnose and remediate." The auditors were not presented with documentation that district-wide training on disaggregating and using data for feedback purposes to improve student achievement has been planned or conducted. Neither were they provided job descriptions identifying administrative staff assigned to these responsibilities.

**Characteristic 14: Delineates responsibilities and procedures for monitoring the assessment program (Not Met)**

Responsibilities for monitoring the administration of assessments in terms of ethical behavior are mentioned in *Board Policy 2623: Student Assessment and Academic Intervention Services*. However, the procedures as outlined do not meet this criterion. However, auditors were not provided with a job description indicating that monitoring a comprehensive student assessment and program

evaluation plan was the primary and explicit responsibility of a single individual in the Milton-Union Exempted Village School District.

**Characteristic 15: Establishes a communication and training process (Not Met)**

*Board Policy 2623: Student Assessment and Academic Intervention Services* mentions that staff should be trained in the interpretation of test results, but the process is not clearly stated or defined. Auditors were not provided a clear indication that training was occurring, nor did they receive documentation that training was provided to all teachers.

**Characteristics 16: Specifies creation of an assessment data system (Not Met)**

The auditors were not presented with any documents outlining an assessment data system that tracks cost by program and permits program evaluations to support program-based cost-benefit analysis.

**Summary**

Assessments can provide a wealth of information to a school system. Although the Milton-Union Exempted Village School District students are being assessed and data are being collected and disseminated, the auditors found that the planning for student assessment is inadequate. Board policy and administrative guidelines lack the language to govern student assessment and program evaluation appropriately. Elements of assessment planning found in other district documents are primarily used as an informational tool for testing dates in windows. The content is inadequate to direct a comprehensive student assessment system. Therefore, the Milton-Union Exempted Village School District currently does not have a comprehensive student assessment plan to guide decision-making for improving student achievement.

**Finding 4.2: The scope of formal student assessment is inadequate to evaluate the taught curriculum.**

Student assessment data serve as the foundation for decision making regarding the effectiveness of curriculum and instruction. It completes the connection between the written, taught, and tested curriculum. The district's assessment scope describes the extent to which subjects and courses taught to students in each grade are covered by system-wide assessments. When assessments are administered in each course and grade, they generate valuable data that inform the building and district of the extent to which students have mastered the curriculum. Without data from all subjects and grade levels, educators cannot effectively evaluate curriculum and instruction within the district. An effective assessment program requires that students be assessed in each subject and grade level using formal district-wide assessments. Such assessments provide a common measuring of learning, ensuring that each student receives a common and equitable education.

In audit terms, the assessment scope refers to some form of state or district-wide assessment for every course. When reviewing assessment scope, auditors do not address the quality of those assessments or whether each curriculum objective for each given course is addressed. The audit expectation is that some form of formal assessment exists for 100% of the courses in core content areas (English language arts/reading, mathematics, science, and social studies) and 70% of non-core courses. Only then can sound decisions be made about curriculum, instruction, and programs.

To determine the scope of student assessment, auditors examined documents provided by the district staff, including board policy, assessment documents/plans, testing calendars, and course selection guides (see **Finding 1.1**). **Exhibit 4.2.1** provides a list of key documents related to assessment and

reviewed by auditors to determine student assessment scope in the Milton-Union Exempted Village School District.

**Exhibit 4.2.1: Key District Documents Related to Assessment Scope**

Document	Date
Milton-Union Exempted Village School District Board Policies	Varied
Milton-Union Exempted Village School District Assessment Matrix	2019
Milton-Union Exempted Village School District Testing Calendar	2020-21
Milton-Union Exempted Village School District Grade 6-8 Course Selection Sheets	2020-2021
Milton-Union Exempted Village High School Program of Study	2020-2021
Building Master Schedules	2020-2021

In addition to these written documents, auditors conducted on-site observations and interviewed district leaders, building administrators, board members, and teachers. Auditors also reviewed survey responses from teachers, administrators, and parents across the district to gain information about the scope of assessment in MUEVSD.

The auditors found various local, state, and national assessments used at different grade levels across the district. However, analysis of the scope of student assessments shows that the district did not meet the audit standard of 100% assessment coverage for the core courses or 70% of assessment coverage for non-core courses. The auditors found that collectively the district had formal assessments available in 36% of core courses and 16% of non-core courses.

Together, these documents formed the framework for the Milton-Union Exempted Village School District assessment program. The policy emphasis is on the state’s summative assessment, although diagnostic assessment in reading is established and norm-referenced tests are mentioned for selected students. This emphasis is reflected in practice, with the majority of formal assessments related to state requirements. Several people mentioned teacher-created assessments in interviews, but no samples of these assessments were provided to auditors.

Overall, the auditors found that, although the Milton-Union Exempted Village School District does not have a formal assessment plan (see **Finding 4.1**), they routinely assess student progress in the course subjects tested by the state of Ohio and some additional courses. However, the overall assessment scope was inadequate to provide data for instructional decision making in all curriculum areas at all grade levels.

In addition to board policies, the auditor reviewed the MUEVSD Assessment Matrix and Assessment Plans for the Elementary, Middle, and High School and testing calendar to determine which tests are administered to students. **Exhibits 4.2.2** and **4.2.3** detail the results of the auditors’ findings.

**Exhibit 4.2.2: Tests Administered in Grades K-5**

Assessment	Description	Grade Level						
		PK	K	1	2	3	4	5
Kindergarten Reading Assessment (KRA)	Statewide, criterion-referenced test aligned to state standards (Formative Diagnostic Screener Assessment)		X					
ESGI Progress Monitoring	Computer-based pre-loaded assessments for all students in reading and mathematics (Formative/ Summative Diagnostic Screener Assessment)		X					
Phonological Awareness Screening Test (PAST)	Paper-based resource designed to remediate phonemic awareness (Formative Diagnostic Screener Assessment)		S	S	S			
Explode the Code	Computer-based learning to build essential literacy skills needed for reading success: phonological awareness, decoding, vocabulary, comprehension, fluency, and spelling (Formative Placement Assessment)			S	S	S	S	
SRA Reading Laboratory	Library of self-guided and leveled reading selections (Formative Placement and Progress Monitoring Assessment)				S	S	S	
LETRS Spelling Inventory	Paper-based tool for identification of spelling rules (Formative Diagnostic Assessment)				X	S		
Dynamic Indicators of Basic Early Literacy Skills	Set of procedures and measures for assessing the acquisition of early literacy skills: Phonemic Awareness, Nonsense Word Fluency, First Sound Fluency, Oral Reading Fluency, Vocabulary, Comprehension (Formative and Progress Monitoring Assessment)		X	X	X	X	X	X
iReady	Computer-based, diagnostic assessment in reading and mathematics (Diagnostic Summative Assessment)			X	X	X	X	X
Cognitive Abilities Test (CogAT)	Instrument used as part of whole-grade screening for the district gifted and talented program (Ability/IQ test)				X			X
Ohio State Test (OST) in Reading	Statewide, criteria-referenced summative assessment aligned to state standards					X	X	X
Ohio State Test (OST) in Mathematics	Statewide, criteria-referenced summative assessment aligned to state standards					X	X	X
Ohio State Test (OST) in Science	Statewide, criteria-referenced summative assessment aligned to state standards							X
Key: X= administered to most/all students at that grade level; S= administered to selected students								
Data Sources: District Testing Calendar, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, Ohio Department of Education website								

Based on **Exhibit 4.2.2**, auditors concluded that formal assessment is administered at every grade level K-5; however, documents provided did not include assessment for pre-kindergarten classrooms. Reading and mathematics are assessed at every grade level K-5 and science at grade 5. There are no formal assessments for social studies or non-core-subjects. While assessments for identifying students for the district’s gifted and talented program are included, no assessments were provided to identify students receiving special education services or alternative assessments for students with cognitive disabilities for the Ohio state tests.

**Exhibit 4.2.3** shows the tests given to various groups in middle and high school. Some additional assessments were not included in the list due to the very small groups that take them on school time, specifically, *Advanced Placement (AP)* exams and state tests retake assessments to complete graduation requirements.

**Exhibit 4.2.3: Tests Administered in Grades 6-12**

Assessment	Description	Grade Level						
		6	7	8	9	10	11	12
iReady Reading and Mathematics	Computer-based, diagnostic assessment in reading and mathematics (Diagnostic Formative and Summative Assessment)	X	X	X				
Ohio State Test (OST) in English Language Arts	Statewide, criteria-referenced summative assessment aligned to state standards	X	X	X				
Ohio State Test (OST) in Mathematics	Statewide, criteria-referenced summative assessment aligned to state standards	X	X	X				
Ohio State Test (OST) in Mathematics	Statewide, criteria-referenced summative assessment aligned to state standards	X	X	X				
Terra Nova Science	Computer-based battery of assessments to generate precise norm-referenced achievement scores, a full complement of criterion-referenced objective mastery scores, and performance-level information (Summative Assessment)	X		X				
Terra Nova Social Studies	Computer-based battery of assessments to generate precise norm-referenced achievement scores, a full complement of criterion-referenced objective mastery scores, and performance-level information (Summative Assessment)	X	X	X				
EduLastic Teacher-Centered Holistic Social Studies Assessment	Computer-based program to generate technology-enhanced, standards-aligned assessments (Diagnostic, Formative, and Summative Assessments)		X	X				
Pro-Core Science	State curriculum-aligned learning assessments (Formative and Summative Assessments)	X		X	X	X	X	X
Pro-Core Social Studies	State curriculum-aligned learning assessments (Formative and Summative Assessments)	X		X	X	X	X	X
Pro-Core English Language Arts	State curriculum-aligned learning assessments (Formative and Summative Assessments)				X	X	X	X
Pro-Core Mathematics	State curriculum-aligned learning assessments (Formative and Summative Assessments)				X	X	X	X
Springboard English Language Arts and Mathematics	Curriculum-based assessments aligned to state standards supporting the development of the skills and knowledge for success in Pre-AP, AP, and on the SAT. (Formative Short Cycle Assessments)				X	X	X	X

**FOCUS AREA FOUR**

Assessment	Description	Grade Level						
		6	7	8	9	10	11	12
Ohio State Test (OST) End of Course (EOC) Exams	Statewide, criterion-referenced assessments for students completing English I, English II, Integrated Mathematics I, Integrated Mathematics II, U.S. History, U.S. Government, or Biology				S	S	S	S
Pre- Scholastics Aptitude Test (PSAT)	Norm-referenced assessment of general education development and ability to complete college-level material.				X	X	X	X
Scholastics Aptitude Test (SAT)	Norm-referenced assessment of general education development and ability to complete college-level material						X	
Key: X= administered to most/all students at that grade level; S= administered to selected students								
Data Sources: District Testing Calendar, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, Ohio Department of Education website								

Based on **Exhibit 4.2.3**, auditors concluded that formal assessment is present in all grades 6-12. Auditors were provided no alternative state assessments for students with cognitive disabilities.



*Teacher providing feedback at the small group table*

Auditors next compared the courses offered to the assessments given in each grade level to determine the scope of assessment. The audit standard is that students will be 100% assessed on core courses at every grade level and at least 70% on non-core courses. **Exhibits 4.2.4, 4.2.5, and 4.2.6** show the scope of formal assessments district-wide in kindergarten through grade 12 (pre-kindergarten is not included due to the developmental nature of assessments, nor were any pre-kindergarten assessments provided to auditors). The exhibits do not speak to the assessment’s quality nor whether the assessment was formative or summative. Courses were grouped into general categories for ease of comparison.

Exhibit 4.2.4 shows the results of the auditors’ analysis of assessment scope at the elementary level.

**Exhibit 4.2.4: Scope of Assessment in Grades K-5**

Courses Offered	Grade Level						Total Courses Offered	Total Courses Assessed	Percent of Courses Assessed
	K	1	2	3	4	5			
<b>Core Content Area Courses</b>									
Reading/Language Arts	X	X	X	X	X	X	6	6	100
Mathematics	X	X	X	X	X	X	6	6	100
Science	0	0	0	0	0	X	6	1	17
Social Studies	0	0	0	0	0	0	6	0	0
<b>Total (Core Courses)</b>							<b>24</b>	<b>13</b>	<b>54%</b>
<b>Non-Core Content Area Courses</b>									
Music	0	0	0	0	0	0	6	0	0
Art	0	0	0	0	0	0	6	0	0
PE	0	0	0	0	0	0	6	0	0
Coding	0	0	0				3	0	0
STEM				0	0	0	3	0	0
Keyboarding				0	0	0	3	0	0
<b>Total (Core Courses)</b>							<b>27</b>	<b>0</b>	<b>0%</b>
Key: X=course offered at grade level and assessed, 0=course offered at grade level and not assessed									
Data Sources: Master Schedules, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, Ohio Department of Education website									

Based on the exhibit, auditors concluded reading/language arts and mathematics are assessed at every grade level; however, science is only formally assessed in grade 5. There are no formal assessments in social studies or any non-core content area courses.

Overall, the audit standard of 100% of formal assessment in every core-course was not met, with 54% of core courses assessed in grades K-5. None of the non-core courses at the elementary level in the Milton-Union Exempted Village School District are assessed.

**Exhibit 4.2.5** illustrates a summary of the auditors’ findings regarding assessment scope at the middle school level.

**Exhibit 4.2.5: Scope of Assessment in Grades 6-8**

Courses Offered	# of Courses Offered per Grade Level			Total Courses Offered	Total Courses Assessed	Percent of Courses Assessed
	6	7	8			
<b>Core Content Area Courses</b>						
Reading English Language Arts	1	1	1	3	3	100
Mathematics	1	1	1	3	3	100
Science	1	1	1	3	3	100
Social Studies	1	1	1	3	3	100
<b>Total (Core Courses)</b>				<b>12</b>	<b>12</b>	<b>100%</b>
<b>Non-Core Content Area Courses</b>						
Physical Education	1	1	1	3	0	0
Science Connections	1	1		2	0	0
Introduction to STEM	1	1	1	3	0	0
STEM I	1	1	1	3	0	0
Tech Tools 6	1			1	0	0
Health	1	1	1	3	0	0
American Music History		1	1	2	0	0
Current Events		1	1	2	0	0
Chorus	1	1	1	3	0	0
Band	1	1	1	3	0	0
Art	1	1	1	3	0	0
Announcements and Media Production		1	1	2	0	0
Drama			1	1	0	0
Design and Modeling		1	1	2	0	0
Art Through Fashion		1	1	2	0	0
Career and Agricultural Systems			1	1	0	0
Automation and Robotics			1	1	0	0
<b>Total (Non-Core Courses)</b>				<b>37</b>	<b>0</b>	<b>0%</b>
<i>Data Sources: Master Schedules, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, Ohio Department of Education website</i>						

**Exhibit 4.2.5** shows 100% of core courses and 0% of non-core courses have formal assessments, which does not meet the audit expectation of assessments in 100% of the core courses and at least 70% of non-core courses.



The auditors’ findings for the scope of assessment at the high school level are presented in **Exhibit 4.2.6.**

**Exhibit 4.2.6: Scope of Assessment in Grades 9-12**

Subject/Course	Assessment Available	Number Assessed	Percent Assessed
<b>Core Area</b>			
<b>English Language Arts Face2Face</b>			
CP English 9	X	1	100
English 9	X	1	100
Advanced English 9	X	1	100
CP English 10	X	1	100
English 10	X	1	100
AP Prep/Honors English 10	X	1	100
English 11		0	0
CP English 11		0	0
Advanced Placement (AP) Language and Composition-11	X	1	100
CP English 12		0	0
English 12		0	0
Advanced Placement (AP) Language and Composition-12	X	1	100
Yearbook		0	0
Myths and Legends		0	0
Young Adult Lit		0	0
College Bound		0	0
Preparing to be College Bound		0	0
College and Career Explorations		0	0
Creative Writing		0	0
As Seen on T.V. (And Everywhere Else)		0	0
Mystery and Honor		0	0
Debate		0	0
Dystopian Literature		0	0
<b>Total English Language Arts Face2Face</b>	<b>23</b>	<b>8</b>	<b>35%</b>
<b>English Language Arts Credit Recovery</b>			
English I (CR)	X	1	100
English I Fundamentals (CR)	X	1	100
English II (CR)	X	1	100
English II Fundamentals (CR)	X	1	100
English III (CR)		0	0
English III Fundamentals (CR)		0	0
English IV (CR)		0	0
English IV Fundamentals (CR)		0	0
<b>Total English Language Arts Credit Recovery</b>	<b>8</b>	<b>4</b>	<b>50%</b>
<b>Total English Language Arts</b>	<b>31</b>	<b>12</b>	<b>39%</b>

**FOCUS AREA FOUR**

Subject/Course	Assessment Available	Number Assessed	Percent Assessed
<b>Mathematics Face2Face</b>			
Algebra I	X	1	100
Honors Geometry	X	1	100
Geometry	X	1	100
Algebra II		0	0
Pre-Calculus/College Credit Plus		0	0
Elementary Statistics		0	0
A.P. Calculus	X	1	100
A.P. Statistics	X	1	100
Consumer Math		0	0
<b>Total Mathematics Face2Face</b>	<b>9</b>	<b>5</b>	<b>56%</b>
<b>Mathematics Credit Recovery</b>			
Algebra I (CR)	X	1	100
Algebra I Fundamentals (CR)		0	0
Algebra II (CR)		0	0
Algebra II Fundamentals		0	0
Analytic Geometry (CR)		0	0
Coordinate Algebra (CR)		0	0
Consumer Math (CR)		0	0
Geometry (CR)	X	1	100
Geometry Fundamentals (CR)		0	0
Math Models with Applications A (CR)		0	0
Math Models with Applications B (CR)		0	0
Pre-Calculus (CR)		0	0
Probability and Statistics (CR)		0	0
Probability and Statistics B (CR)		0	0
Trigonometry (CR)		0	0
<b>Total Mathematics Credit Recovery</b>	<b>15</b>	<b>2</b>	<b>13%</b>
<b>Total Mathematics</b>	<b>24</b>	<b>7</b>	<b>29%</b>
<b>Science Face2Face</b>			
Physical Science		0	0
Accelerated Physical Science		0	0
Biology	X	0	0
Honors Biology	X	0	0
Chemistry/College Credit Plus		0	0
Honors Physics		0	0
Human Biology/College Credit Plus		0	0
Earth Science		0	0
A.P. Environmental Science	X	1	100
<b>Total Science Face2Face</b>	<b>9</b>	<b>1</b>	<b>11%</b>

**FOCUS AREA FOUR**

<b>Subject/Course</b>	<b>Assessment Available</b>	<b>Number Assessed</b>	<b>Percent Assessed</b>
<b>Science Credit Recovery</b>			
Earth Science- Physical Science (CR)		0	0
Biology (CR)	X	1	100
Chemistry (CR)		0	0
Earth Science- Physical Science or Earth Science (CR)		0	0
Environmental Science (CR)		0	0
Integrated Physics and Chemistry (CR)		0	0
Physics (CR)		0	0
<b>Total Science Credit Recovery</b>	<b>7</b>	<b>1</b>	<b>14%</b>
<b>Total Science</b>	<b>16</b>	<b>2</b>	<b>13%</b>
<b>Social Studies Face2Face</b>			
Modern World History		0	0
Integrated United States History	X	1	100
Honors Integrated United States History	X	1	100
Government	X	1	100
Economics		0	0
Advanced Placement U.S. Government & Politics	X	1	100
World Cultures		0	0
History through Film		0	0
Current Events		0	0
Geography		0	0
History of Wars and Revolutions		0	0
The Sixties		0	0
The Seventies		0	0
The American Civil War		0	0
World History		0	0
Sports and Cultural History		0	0
American Military History		0	0
History of Rock and Roll		0	0
Psychology		0	0
Sociology		0	0
A.P. Psychology	X	1	100
<b>Total Social Studies Face2Face</b>	<b>21</b>	<b>5</b>	<b>24%</b>
<b>Social Studies Credit Recovery</b>			
Civil War (CR)		0	0
Economics (CR)		0	0
Government (CR)	X	1	100
Personal Financial Literacy (CR)		0	0
Psychology (CR)		0	0
U.S. History Foundations to Present (CR)	X	1	100
Vietnam Era (CR)		0	0

**FOCUS AREA FOUR**

<b>Subject/Course</b>	<b>Assessment Available</b>	<b>Number Assessed</b>	<b>Percent Assessed</b>
World Geography (CR)		0	0
World History (CR)		0	0
20 <sup>th</sup> Century American History (CR)		0	0
<b>Total Social Studies Credit Recovery</b>	<b>10</b>	<b>2</b>	<b>20%</b>
<b>Total Social Studies</b>	<b>31</b>	<b>7</b>	<b>23%</b>
<b>Total Core Content Area Courses</b>	<b>102</b>	<b>28</b>	<b>27%</b>
<b>Non-Core Area</b>			
<b>Agriculture, Food, Natural Resources Online</b>			
Intro to AFNR		0	0
Agribusiness Systems		0	0
Animal Systems		0	0
Food Products and Processing Systems		0	0
Plant Systems		0	0
Power, Structural, and Technical Systems		0	0
<b>Total Agriculture, Food, Natural Resources</b>	<b>6</b>	<b>0</b>	<b>0</b>
<b>Architecture and Construction Online</b>			
Intro to Careers in Architecture and Construction		0	0
Construction Careers		0	0
<b>Total Architecture and Construction</b>	<b>2</b>	<b>0</b>	<b>0</b>
<b>Arts, A/V Technology and Communications Online</b>			
Intro to Careers in Arts, A/V Technology, and Communications		0	0
<b>Total Arts, A/V Technology and Communications</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Business Online</b>			
Business Computer Information Systems		0	0
Business Law		0	0
Career Management		0	0
Essentials of Business		0	0
Essentials of Communication		0	0
Introduction to Computer Science		0	0
Office 2013 Applications I (Word, P.P., Publisher)		0	0
Office 2013 Applications II (Excel and Access)		0	0
Principles of Business and Finance		0	0
Small Business Entrepreneurship		0	0
Technology and Business		0	0
<b>Total Business</b>	<b>11</b>	<b>0</b>	<b>0</b>
<b>Education and Training Online</b>			
Intro to Careers in Education and Training		0	0
Teaching and Training Careers		0	0
<b>Total Education and Training</b>	<b>2</b>	<b>0</b>	<b>0</b>
<b>Finance Online</b>			
Banking Services Careers		0	0

**FOCUS AREA FOUR**

<b>Subject/Course</b>	<b>Assessment Available</b>	<b>Number Assessed</b>	<b>Percent Assessed</b>
Intro to Careers in Finance		0	0
Money Matters A		0	0
Money Matters B		0	0
<b>Total Finance</b>	<b>4</b>	<b>0</b>	<b>0</b>
<b>Fine Arts/Music Face2Face</b>			
Art I		0	0
Art II		0	0
Art III		0	0
Drawing I and Painting I		0	0
Drawing II and Painting II		0	0
Ceramics and Sculpture, I		0	0
Ceramics and Sculpture II		0	0
Art thru Fashion		0	0
Art History		0	0
Freshman Study Hall		0	0
Band		0	0
Jazz Band		0	0
Color Guard		0	0
A.P. Music Theory	X	1	100
Show Choir		0	0
<b>Total Fine Arts/Music Face2Face</b>	<b>15</b>	<b>1</b>	<b>7%</b>
<b>Fine Arts/Music Credit Recovery</b>			
Art History (CR)		0	0
<b>Total Fine Arts/Music Credit Recovery</b>	<b>1</b>	<b>0</b>	<b>0%</b>
<b>Fine Arts Online</b>			
Digital Arts		0	0
Media Studies		0	0
Music Appreciation		0	0
Music Theory		0	0
<b>Total Fine Arts Online</b>	<b>4</b>	<b>0</b>	<b>0%</b>
<b>Total Fine Arts</b>	<b>20</b>	<b>1</b>	<b>5%</b>
<b>Foreign Languages Face2Face</b>			
Spanish I		0	0
Spanish II		0	0
Spanish III		0	0
Honors Spanish III		0	0
Honors Spanish IV		0	0
<b>Total Foreign Languages Face2Face</b>	<b>5</b>	<b>0</b>	<b>0</b>
<b>World Languages Credit Recovery</b>			
French I		0	0
French II		0	0

**FOCUS AREA FOUR**

<b>Subject/Course</b>	<b>Assessment Available</b>	<b>Number Assessed</b>	<b>Percent Assessed</b>
Spanish I (CR)		0	0
Spanish II (CR)		0	0
Spanish III (CR)		0	0
<b>Total World Languages Credit Recovery</b>	<b>5</b>	<b>0</b>	<b>0%</b>
<b>Total Foreign/World Languages</b>	<b>10</b>	<b>0</b>	<b>0%</b>
<b>Government and Public Administration Online</b>			
Intro to Careers in Government and Public Administration		0	0
<b>Total Government and Public Administration</b>	<b>1</b>	<b>0</b>	<b>0%</b>
<b>Health Sciences Online</b>			
Careers in Allied Health		0	0
Forensics: Using Science to Solve a Mystery		0	0
Intro to Careers in the Health Sciences		0	0
Nursing: Unlimited Possibilities and Unlimited Potential		0	0
Personal Family Living		0	0
Physicians, Pharmacists, Dentists, Veterinarians, and other Doctors		0	0
Public Health: Discovering the Big Picture in Health Care		0	0
Scientific Discovery and Development		0	0
Therapeutics: The Art of Restoring and Maintaining		0	0
<b>Total Health Sciences</b>	<b>9</b>	<b>0</b>	<b>0</b>
<b>Hospitality and Tourism Online</b>			
Food Safety and Sanitation		0	0
Marketing and Sales for Tourism and Hospitality		0	0
Planning Meetings and Special Events		0	0
Sustainable Service Management for Hospitality and Tourism		0	0
Transportation and Tours for the Traveler		0	0
<b>Total Hospitality and Tourism</b>	<b>5</b>	<b>0</b>	<b>0</b>
<b>Human Services Online</b>			
Family and Community Services		0	0
Intro to Consumer Services		0	0
Intro to Human Growth and Development		0	0
Intro to Human Services		0	0
Personal Care Services		0	0
<b>Total Human Services</b>	<b>5</b>	<b>0</b>	<b>0</b>
<b>Information Technology Online</b>			
Fundamentals of Computer Systems		0	0
Fundamentals of Digital Media		0	0
Fundamentals of Programming and Software Development		0	0
Intro to Information Technology		0	0
Intro to I.T. Support and Services		0	0
Intro to Network Systems		0	0

**FOCUS AREA FOUR**

<b>Subject/Course</b>	<b>Assessment Available</b>	<b>Number Assessed</b>	<b>Percent Assessed</b>
Network System Design		0	0
New Applications: Web Development in the 21st Century		0	0
Software Development Tools		0	0
<b>Total Information Technology</b>	<b>9</b>	<b>0</b>	<b>0</b>
<b>Law, Public Safety, Corrections, and Security Online</b>			
Corrections: Policies and Procedures		0	0
Fire and Emergency Services		0	0
Law Enforcement Field Services		0	0
Legal Services		0	0
Security and Protective Services		0	0
<b>Total Law, Public Safety, Corrections, and Security</b>	<b>5</b>	<b>0</b>	<b>0</b>
<b>Marketing Online</b>			
Careers in Marketing Research		0	0
<b>Total Marketing</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Miami Valley Career Technology Center Satellite Programs Face2Face</b>			
Agriculture, Food and Natural Resources	X	1	100
Animal and Plant Science	X	1	100
Agriculture and Environmental Systems Capstone	X	1	100
Livestock Nutrition Management	X	1	100
Mechanical Principles	X	1	100
Agriculture Business Management	X	1	100
Office Management	X	1	100
Business Management and Principles	X	1	100
Management Principles	X	1	100
Personal Finance	X	1	100
Business Capstone Course 206 Senior Level Only	X	1	100
Intro to Engineering	X	1	100
Engineering Two	X	1	100
Robotics	X	1	100
College Credit Plus	X	1	100
<b>Total Miami Valley Career Technology Center Satellite Programs</b>	<b>15</b>	<b>15</b>	<b>100%</b>
<b>Physical Education and Health Face2Face</b>			
Physical Education 9		0	0
Physical Education 10		0	0
Health 10		0	0
Advanced Sports Education		0	0
<b>Total Physical Education and Health Face2Face</b>	<b>4</b>	<b>0</b>	<b>0%</b>
<b>Health Credit Recovery</b>			
Health Education (CR)		0	0
<b>Total Health Credit Recovery</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Total Physical Education and Health</b>	<b>5</b>	<b>0</b>	<b>0%</b>

**FOCUS AREA FOUR**

Subject/Course	Assessment Available	Number Assessed	Percent Assessed
<b>Science, Technology, Engineering, and Math (STEM) Online</b>			
Engineering and Design		0	0
Engineering and Product Development		0	0
Intro to STEM		0	0
Science and Math in the Real World		0	0
STEM and Problem Solving		0	0
Scientific Research		0	0
<b>Total Science, Technology, Engineering, and Math (STEM)</b>	<b>6</b>	<b>0</b>	<b>0</b>
<b>Transportation, Distribution, and Logistics Online</b>			
Careers in Logistics Planning and Management Services		0	0
Intro to Careers in Transportation, Distribution, and Logistics		0	0
<b>Total Transportation, Distribution, and Logistics</b>	<b>2</b>	<b>0</b>	<b>0%</b>
<b>Non-Credit Courses</b>			
Drivers Education		0	0
Early Release		0	0
Late Arrival		0	0
<b>Total Non-Credit Courses</b>	<b>3</b>	<b>0</b>	<b>0%</b>
<b>Total Non-Core</b>	<b>122</b>	<b>16</b>	<b>13%</b>
<b>Total Core and Non-Core Courses</b>	<b>224</b>	<b>44</b>	<b>20%</b>
Key: X = Courses Assessed			
<i>Data Sources: Master Schedules, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, MUEVSD Student Test Data, and the Ohio Department of Education website</i>			

Based on **Exhibit 4.2.6**, auditors concluded the overall scope of assessment for core-content courses at the high school is less than that at the middle school grades. For non-core content courses, high school assesses more courses than both elementary and middle school. The increase in assessments aligns to the number of high school career and technology courses required for state certification. Auditors noted the Miami Valley Technology Career Satellite Program has 100% of courses assessed. Overall, the scope of assessment in grades 9-12 did not meet the audit expectation for 100% of core courses and at least 70% of non-core courses to have formal assessments.



**Exhibit 4.2.7** shows the overall scope of assessment within the Milton-Union Exempted Village School District.

**Exhibit 4.2.7: Scope of Assessment in Grades K-12**

Type and Grade of Courses	Number of Grades/Courses Offered	Number of Grades/Courses Assessed	Percent of Courses Assessed
<b>Core Content Area Courses</b>			
Elementary (Grades K-5)	24	13	54
Middle School (Grades 6-8)	12	12	100
High School (Grades 9-12)	102	28	27
<b>Total (Core Courses)</b>	<b>138</b>	<b>53</b>	<b>38%</b>
<b>Non-Core Content Area Courses</b>			
Elementary (Grades K-5)	27	0	0
Middle School (Grades 6-8)	37	0	0
High School (Grades 9-12)	122	16	13
<b>Total (Non-Core Content Courses)</b>	<b>186</b>	<b>16</b>	<b>9%</b>
<i>Data Sources: Master Schedules, MUEVSD Assessment Matrix, MUEVSD Building Assessment Plans, MUEVSD Student Test Data, and the Ohio Department of Education website</i>			

The Milton-Union Exempted Village School District’s overall score of assessment is 38% for core courses and 9% for non-core courses. This does not meet the audit expectation of 100% for core courses and at least 70% for non-core courses. Although English language arts/reading and mathematics are heavily assessed at the lower grades (K-8), the current overall scope of assessment is inadequate to provide a sound basis for evaluating the taught curriculum in kindergarten through grade 12.

Online surveys indicate administrators have similar views about how frequently assessment data are utilized in the classroom, with 75% administrators and 68% of the teachers reporting data are incorporated into planning for instruction weekly or monthly. Teachers also indicated the two primary uses of assessment data were to plan for reteaching and to give grades. This can be an issue of concern given the primary functions of the assessments provided were either formative or diagnostic and are not appropriate for assigning grades for mastery. One building administrator shared, “There is no uniform grading policy for teachers.” A teacher cited the need for more testing in certain content areas, “We need additional assessment tools in Math.”

Regarding frequency in the administration of assessments for diagnostic, formative, and summative purposes, one building administrator commented, “*i-Ready* are the diagnostic assessments we give students in grades 1-5 three times a year. *DIBELS* (K-5) is the progress monitoring we do three times a year.” In terms of the use of *Pro-Core* as an assessment tool, a building administrator confirmed, “We do *Pro-Core* three times a year.”

**Summary**

Auditors found the scope of assessment in the Milton-Union Exempted School District is inadequate to evaluate the taught curriculum when viewed across all grade levels and courses. English language arts and mathematics are fully assessed in K-8, but only 38% of the core courses and 9% of the non-core courses district-wide have formal assessments.



## FOCUS AREA 5: The School District Has Improved Productivity.

Productivity refers to the relationship between system input and output. A school system meeting this focus area of the CMSi Curriculum Audit™ is able to demonstrate consistently improved pupil outcomes, even in the face of diminishing resources. Improved productivity results when a school system is able to create a consistent level of congruence between major variables in achieving enhanced results and in controlling costs.

### What the Auditors Expected to Find in the Milton-Union Exempted Village School District:

**Focus Area Five:  
Productivity**

Under Focus Area Five, auditors examine the degree to which school systems are equipped to attain goals and improve the delivery of the educational program and services while maintaining (or decreasing) current resources. The attainment of improved productivity in a school is a complex process dependent on the balance of tightly-held organizational structure and expectations system-wide, with flexibility at individual schools.

**Common indicators**

- Planned and actual congruence among curricular objectives, results, and financial allocations;
- A financial database and network that can track costs to results, provide sufficient fiduciary control, and is used as a viable database in making policy and operational decisions;
- Specific means that have been selected or modified and implemented to attain better results in schools over a specified time period;
- A planned series of interventions that have raised pupil performance levels over time and maintained those levels within the same cost parameters as in the past;
- School facilities that are well-kept, sufficient, safe, orderly, and conducive to effective delivery of the instructional program;
- Support systems that function in systemic ways; and
- District and school climate that is conducive to continual improvement.

### Overview of What the Auditors Found in the Milton-Union Exempted Village School District:

This section is an overview of the findings that follow in the area of **Focus Area Five**. Details follow within separate findings.

Although the Milton-Union Exempted Village School District is financially sound, auditors concluded that the district needs stronger policies to direct budget development processes. Additionally, auditors found financial decision making and budget development are not based on cost-benefit analysis and are not adequately linked to program effectiveness to provide maximum educational productivity.

Auditors found that the Milton-Union Exempted Village School District has moved to a 1:1 environment, but an outdated technology plan has resulted in limited, ineffective use of technology in instructional delivery and student work in all grade levels. Auditors also noted that technology is not integrated into district and building improvement planning documents.

**Finding 5.1: The district is currently financially sound. Budget development and decision making are not yet fully aligned to the district’s mission, curricular goals, and strategic priorities, nor are there adequate cost-benefit analyses to assure maximum productivity.**

A school district’s productivity is enhanced when clear connections exist between curricular objectives, results, and budget allocations. Cost-benefit analysis requires a clear outlining of costs compared to actual improvements made as a result of targeted appropriations. Such connections provide a budgetary process that is driven by curriculum needs, priorities, and goals. Connectivity between the budget and curriculum is critical. The final district budget is a representation of how the district allocates resources to support and implement its curriculum and programs.

Disbursement of resources guided by the district’s mission and goals that are aligned with the design and delivery of the curriculum is the foundation of the district’s ability to maximize its productivity. In highly effective, high-performing schools, the budget development processes establish a clear connection between the district’s mission, goals, and curriculum. Adequate revenues and expenditures that are guided by sound curriculum planning are the basis of a district’s ability to provide adequate educational programs and services. When expenditures are not aligned to educational priorities, a district’s ability to effectively deliver the district’s curriculum is diminished, and student achievement may suffer.

Educational programs and services require adequate financial support to maintain their viability and the improvement of school system operations. The budget is the major financial planning document for expressing in dollars the goals and priorities of the district. As such, it should reflect a direct connection between the resources provided and the criticality of the goals toward which those resources are directed. System-wide productivity is enhanced by budgetary decisions that assure adequate resources are allocated to those program efforts that are aligned with district goals and priorities and that can demonstrate success in meeting them. Without this systematic linkage, decision makers can easily allow themselves to spread district fiscal resources too thinly, stray from the system’s principal mission and focus, and end up serving the students and community ineffectively, inequitably, or inconsistently.

To determine the financial condition of the district, auditors reviewed board policies, financial audits, budget development procedures, job descriptions, and district documents related to the allocation and disbursement of district resources. Interviews were conducted with board members, district administrators, building administrators, and teachers. During the interviews, auditors gathered data regarding the budget development process, the extent of stakeholder involvement in the process, and district procedures for disbursing financial resources.

Major responsibilities of district leadership are to assure that the budget is faithful to the mission, supports the goals, and incorporates consideration of the results of student assessment (see **Finding 4.1**) in an effort to help assure efficacy. Moreover, in order for a school system to meet its obligations for equitable educational opportunity and cost-benefit relationships of high productivity, its budget must be structured in programmatic terms, include allocations based on greatest need, and utilize performance feedback in determining program continuance, modifications, or discontinuation. The criticality of using performance feedback in making budgetary decisions becomes more important as demands increase and resources become more constrained. Furthermore, the need for using performance feedback increases in proportion to the amount of budget authority and flexibility given to individual department and site-based decision makers.

Auditors found the district to be financially sound overall. However, the district’s financial decision-making processes and budget development formulas are not yet fully aligned to curricular objectives and strategic priorities, nor are there adequate cost-benefit analyses to assure maximum productivity. In addition, future budget constraints may limit the district’s capacity to prepare, support, and deliver a high-quality curriculum to the classroom.

The auditors reviewed board policies directing budgeting and financial matters, district budgets, job descriptions relating to financial and program evaluation responsibilities, and various other financial management documents as well as district planning and communication documents. Interviews were conducted with board members, administrators, teachers, and other community members to determine the budgetary processes used by the district and their degree of effectiveness. Budget related documents that were reviewed are shown in **Exhibit 5.1.1**.

**Exhibit 5.1.1: Documents and Other Sources Related to Budget Development Reviewed by Auditors**

Document	Date
Board policies (see <b>Finding 1.1</b> )	Varied
Job Descriptions	Varied
Annual Financial Report for the year ended June 30, 2016	6/30/2016
Annual Financial Report for the year ended June 30, 2017	6/30/2017
Annual Financial Report for the year ended June 30, 2018	6/30/2018
Annual Financial Report for the year ended June 30, 2019	6/30/2019
Annual Financial Report for the year ended June 30, 2020	6/30/2020

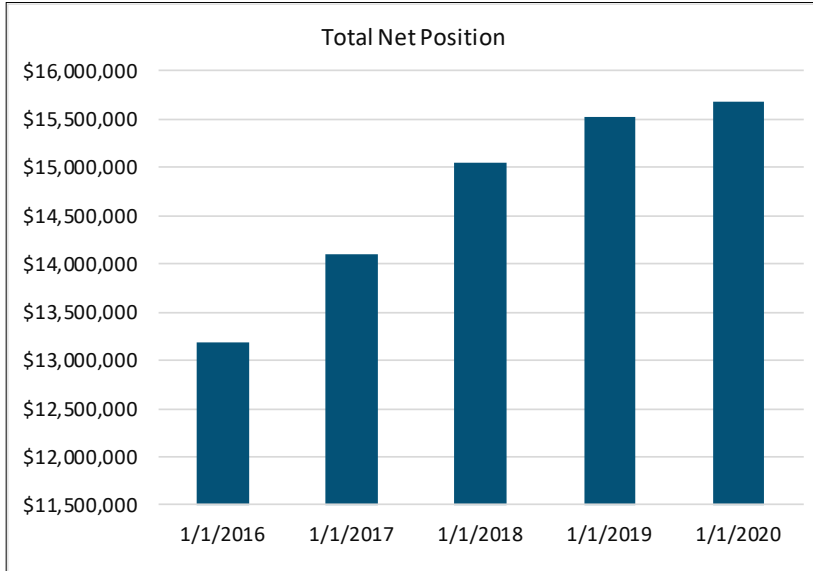
Auditors found that the Milton-Union Exempted Village School District local board policies included little guidance and direction for the budget development process and lacked specificity on utilizing cost-benefit analysis for the budgeting process (see **Finding 1.1**).

**Economic and Financial Standing**

The auditors reviewed the audited financial statements for the school district spanning a five-year period (June 30, 2016, through June 30, 2020).

To illustrate the status of the school district’s financial position over the past five years, a series of exhibits were prepared using the audited financial statements of the school district for this period of time. **Exhibit 5.1.2** shows the total net position of the school district, assets minus liabilities, of the school district from 2016 through 2020.

**Exhibit 5.1.2: Total Net Position**



As can be noted from **Exhibit 5.1.2**, the district net position increased from 2016 to 2020 by more than \$2,000,000 with the largest net position occurring in 2020.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

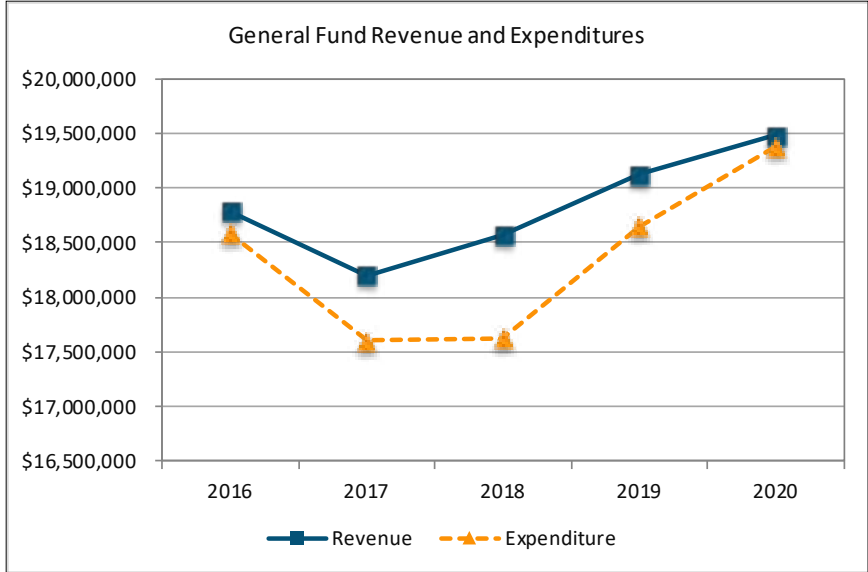


Solar panels on roof of building

One measure of the financial well-being of a school system is to compare its actual revenues versus actual expenditures. This is done by reviewing the data presented in the audited financial statements rather than data from school district budget documents.

**Exhibit 5.1.3** shows a comparison of actual revenue versus the expenditures for the general fund from the audited financial statements for the period from the year ending June 30, 2016, to year ending June 30, 2020.

**Exhibit 5.1.3: Revenues Versus Expenditures for General Fund**

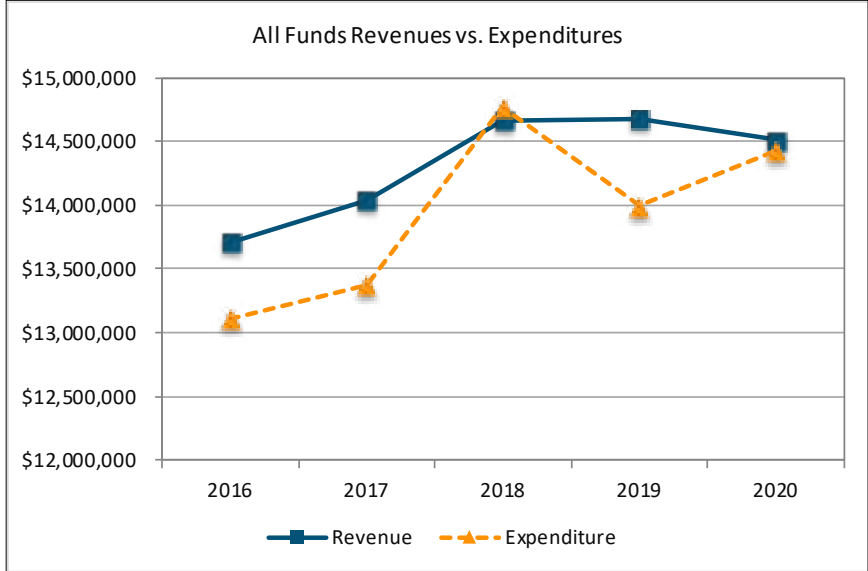


The data from **Exhibit 5.1.3** show that revenues and expenditures decreased from 2016 to 2017 before increasing every subsequent year to 2020. Additionally, the data show that revenues exceeded expenditures in the general fund over the past five years, although the difference in 2020 was negligible.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

In addition to looking at the general fund specifically comparing expenditures and revenues, auditors looked at all funds for this same comparison. **Exhibit 5.1.4** displays a comparison of total expenditures and total revenues for the same time period for all funds.

**Exhibit 5.1.4: Revenues Versus Expenditures for All Funds**

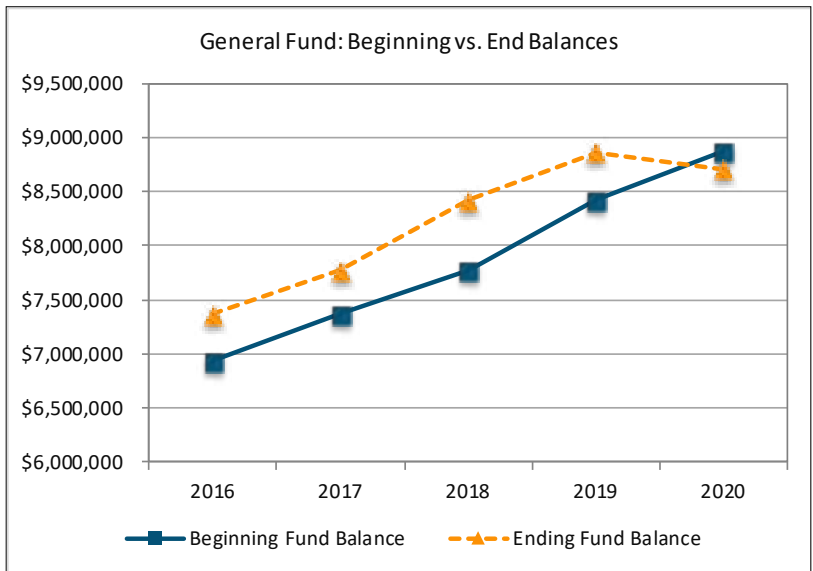


As can be noted from **Exhibit 5.1.4**, expenditures exceeded revenues for all funds in 2018 and the difference between expenditures and revenues was negligible in 2020.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

School districts generally maintain a fund balance so that there will be funds available during the period of the fiscal year when the school district is waiting to receive state and federal revenue deposits. **Exhibit 5.1.5** displays the beginning of the fiscal year fund balances versus the end-of-the-year fund balances for a five-year period. Data contained in the exhibit were extracted from the school district’s audited financial statements for this five-year period.

**Exhibit 5.1.5: Beginning Fund Balance Versus Ending Fund Balance for General Fund**

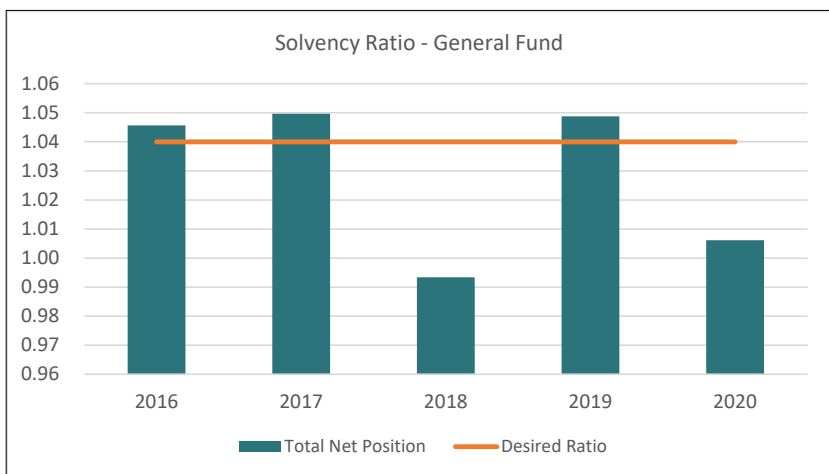


The data from **Exhibit 5.1.5** show the end of the year fund balance is the beginning year balance for the subsequent year, and beginning of the year balance increased every year. In 2020, the end of the year balance was less than the start of the year balance.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

The district’s financial solvency was also analyzed. To determine the district’s solvency, auditors compared the district’s total general fund expenditures to total general fund revenues. A solvency rating of 1.04 or higher is an indicator that the school system’s financial status is sound. The solvency ratio is calculated by dividing the district’s total general fund revenues by their total general fund expenditures. **Exhibit 5.1.6** shows a historical account of the district’s total solvency ratio from 2016 to 2020.

**Exhibit 5.1.6: District’s Financial Solvency Ratios for General Fund**



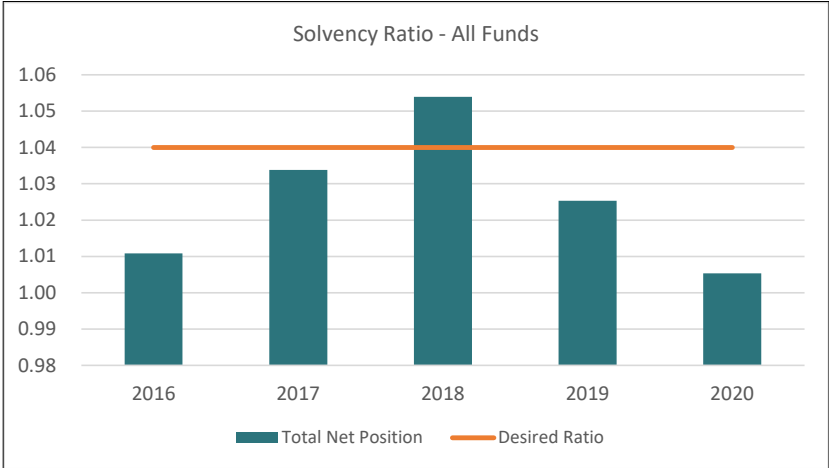
As noted in **Exhibit 5.1.6**, the district was solvent by audit standards for the general fund in 2016, 2017, and 2019, having a ratio of 1.04 or higher during this time. In 2020, the district had a solvency ratio of 0.99, which means that the expenditures were approximately equivalent to the revenue for the general fund and thus below the audit standard ratio of 1.04 for solvency.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.



Auditors examined the solvency for all funds in the district as well. **Exhibit 5.1.7** provides an historical account of the district’s total solvency ratio for all funds from 2016 to 2020.

**Exhibit 5.1.7: District’s Financial Solvency Ratios for All Funds**

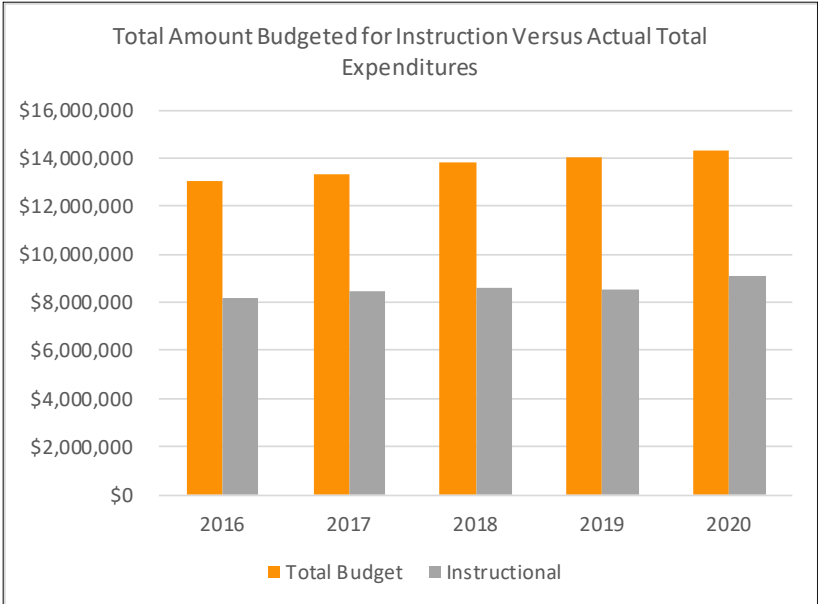


As can be noted from **Exhibit 5.1.7**, the district was solvent by audit standards for the general fund in 2018 with a ratio over 1.04. However, for all other years listed, the district was not solvent for all funds by audit standards.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

**Exhibit 5.1.8** shows the budgeted amount for instruction versus the actual total expenditure amount for the five-year period beginning with the 2015-16 school year through the 2019-20 school year.

**Exhibit 5.1.8: The Total Amount Budgeted for Instruction Versus the Actual Total Expenditures**

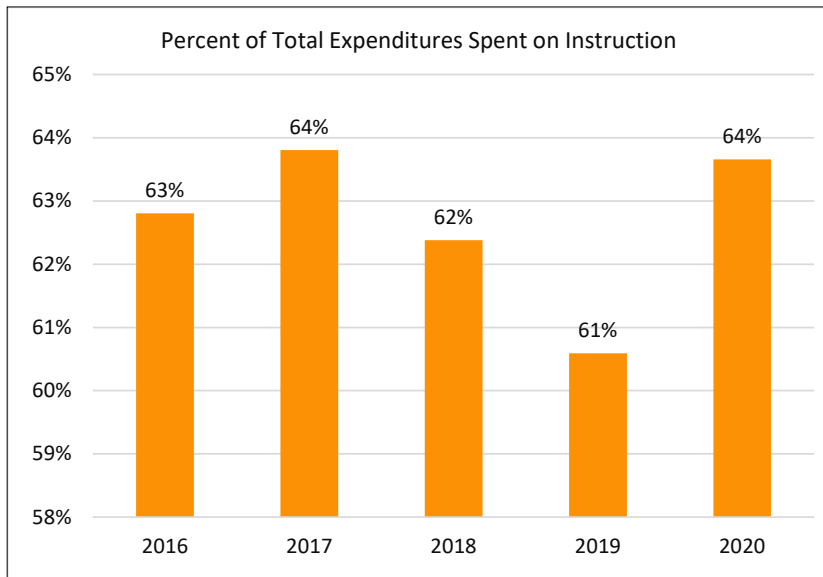


**Exhibit 5.1.8** shows the total expenditures increased from 2016 to 2020. Instructional expenditures were relatively flat from 2016 to 2020.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

To have a better understanding of the actual percentage of funds spent on instruction, auditors looked only at instruction and assigned the percentage of the budget spent on instruction each year. **Exhibit 5.1.9** shows for this five-year span for total percentage of the general fund expended for instruction.

**Exhibit 5.1.9: Percentage of Total Expenditures Spent on Instruction**



The data from **Exhibit 5.1.9** show an increase from 2016 to 2017 before decreasing from 2017 to 2019. Additionally, the data show an increase in percentage of the budget spent on instruction from 2019 to 2020.

Source Documents: Audited financial statements Milton-Union Exempted Village School District 2016, 2017, 2018, 2019, and 2020.

**Budget Development Process**

Auditors look for specific characteristics of a performance-based budgeting plan to evaluate a school district’s fiscal approach. Documents provided to auditors pertaining to each of these characteristics do not provide enough specificity to be awarded a rating. These are presented for informational purposes in **Exhibit 5.1.10** because Milton-Union Exempted Village School District has no performance-based budgeting plan in place.

**Exhibit 5.1.10: Components of a Performance-based Budget and Adequacy of Use in the Budget Development Process**

Performance-based Budget Criteria
1. Tangible, demonstrable connections are evident between assessment of operational curriculum effectiveness and allocations of resources.
2. Rank ordering of program components is provided to permit flexibility in budget expansion, reduction, or stabilization based on changing needs or priorities.
3. Each budget request or submittal is described to permit evaluation of consequences of funding or non-funding in terms of performance or results.
4. Cost benefits of components in curriculum programming are delineated in budget decision making.
5. Budget requests compete for funding based upon evaluation of criticality of need and relationship to achievement of curriculum effectiveness.
6. Priorities in the budget are set by participation of key educational staff in the allocation and decision-making process. Teacher and principal suggestions and ideas for budget priorities are reflected and incorporated in budgeting decisions.
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Through interviews with board members, district administrators, building administrators, and teachers, the auditors were provided with information concerning the budgetary process used within the teaching and learning process. Online surveys were also given to teachers and administrators, and they could leave comments if they wished. The following represent a sample of the comments heard by auditors or left on surveys by teachers, concerning the financial situation and the budgeting process:

- “We rely on the treasurer for the five-year forecast. We get a monthly update on that.” (Board Member)
- “The treasurer presents the budget and the board votes on it.” (Board Member)
- “Principals have a lot of autonomy within fund and function. We do not have it in policy; we follow 60 days operating.” (District Administrator)

### Summary

Although the district is financially sound, auditors concluded that district policies need to be stronger to direct the budget development processes. Financial decision making and budget development are not based on cost-benefit analysis and are not adequately linked to program effectiveness to provide maximum educational productivity (see **Recommendation 4**).

**Finding 5.2: Milton-Union Exempted Village School District has moved to a 1:1 environment, but an outdated technology plan has resulted in limited, ineffective use of technology in instructional delivery and student work in all grade levels.**

Effective use of technology is a critical component of a student’s education. In addition, learning can be enhanced through an appropriate integration of technology. Technology also serves important roles in the business and management functions of the school system. Appropriately funding and directing the use and integration of technology throughout the school district can be essential to effective management and control of district resources. Failure to plan for and utilize available technologies to their fullest extent limits the ability of the school system to achieve its goals relative to technology availability, use, and integration.

District leaders aspiring to deliver a world-class education to prepare students for the next level of their educational experiences will integrate technology into all aspects of the day-to-day operation of the district, including student learning. A written plan that outlines expectations, goals, and guidelines for use and integration of technology in the curriculum is an effective means of ensuring consistent implementation across the system. A quality plan that is effectively implemented provides stakeholders not only with a clear framework for the design of a technology program, but also information on how program results are evaluated.

To determine the quality of the technology program in the Milton-Union Exempted Village School District, auditors visited all school sites and a total of 41 classrooms to observe the use of technology. Auditors also interviewed board members, district administrators, building administrators, teachers, and support staff in addition to surveying teachers online regarding technology planning and use.

Board policies were reviewed by auditors to determine the direction they provide for technology integration and implementation. Current board policies, in general, do not provide for adequate quality control (see **Finding 1.1**). *Board Policy 2130: District Goals* states one of the goals of the district is “to integrate technology into the instructional and administration programs,” and *Board Policy:*

7540 Technology states, “The Board of Education is committed to the effective use of technology to both enhance the quality of student learning and the efficiency of District operations.”

No references to technology were found in either the district or building improvement planning documents. Auditors reviewed the Milton-Union Exempted Village School District Technology Plan and found the surveys and technology timeline for the district applicable to the years 1995-2003. However, the plan does not provide direction for any endeavors occurring after 2003, meaning the district has not had an active plan for the past 18 years.

Auditors used the Milton-Union Exempted Village School District Technology Plan, board policies, information from interviews, and other pertinent documents to determine the quality of technology planning within the district. The plan and other data points were measured against the 15 audit quality criteria. **Exhibit 5.2.1** presents the technology program quality criteria and the auditors’ assessment of adequacy. To be considered adequate, 70% of the quality criteria must be met.

**Exhibit 5.2.1: Quality Criteria for Instructional Technology Programs and Auditors’ Ratings**

Criteria	Auditors’ Rating	
	Met	Not Met
1. Board policy or administrative regulation for instructional technology exists.	X	
2. There is a clear statement of program philosophy/vision.	X	
3. A comprehensive view of technology exists.	Partial*	
4. A needs assessment has been completed and evaluated.	Partial*	
5. Measurable student goals and objectives exist.	Partial*	
6. An ongoing student assessment component exists.	X	
7. An ongoing program assessment component exists.	X	
8. There are comprehensive staff trainings related to existing standards and objectives.	Partial*	
9. Standards for hardware exist.	X	
10. Standards and guidelines for software/applications exist.	X	
11. Internet access standards exist.	X	
12. The role of the school library/media center is stated.	Partial*	
13. A budget for program implementation/roll-out has been identified.	Partial*	
14. A budget for program maintenance has been identified.	Partial*	
15. Technology site plans are aligned with district plans.		X
<b>Total</b>	<b>7</b>	<b>8</b>
<b>Percentage Met</b>	<b>47%</b>	
*Partial ratings are tallied as not met.		
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As can be noted from **Exhibit 5.2.1**, seven of the criteria were met for a 47% adequacy rating across all 15 criteria. For a technology plan to be considered adequate, 70% of the criteria need to be met. Auditors’ comments are noted for each criterion.

**Criterion 1: Board policy or administrative regulation for instructional technology (Met)**

*Board Policies 2130: District Goals and 7540 – Technology* provide adequate direction for instructional technology.

**Criterion 2: Clear statement of program philosophy/vision (Met)**

The Milton-Union Exempted Village School District Technology Plan provides a district philosophy and mission statement.

**Criterion 3: Comprehensive view of technology (Partially Met)**

The Milton-Union Exempted Village School District Technology Plan provides a historical timeline of various technological resources and infrastructure covering the years 1995-2003. However, no information was provided after 2003, nor was a comprehensive view or inventory of technology presented to auditors.

**Criterion 4: Needs assessment (Partially Met)**

The Milton-Union Exempted Village School District Technology Plan provides information regarding 11 surveys and questionnaires given between the years of 1995-2000. However, auditors were not presented with a needs assessment after the year 2000.

**Criterion 5: Measurable student goals and objectives exist (Partially Met)**

The Milton-Union Exempted Village School District Technology Plan provides district goals for students, including “to integrate technology into the instructional and administrative programs.” However, there are no measurable goals and objectives for how teachers and students should utilize technology to increase learning and achievement.

**Criterion 6: Ongoing student assessment (Met)**

The Milton-Union Exempted Village School District Technology Plan provides an evaluation plan for students’ use of technology.

**Criterion 7: Ongoing program assessment (Met)**

The Milton-Union Exempted Village School District Technology Plan provides an evaluation plan for technology programs.

**Criterion 8: Comprehensive staff trainings related to existing standards and objectives (Partially Met)**

The Milton-Union Exempted Village School District Technology Plan provides information regarding six required, three recommended, and two optional training sessions. However, auditors were not presented with any documents to support these sessions related to standards and did not find any additional information regarding the trainings in the district PD Plan document.

**Criterion 9: Hardware standards (Met)**

The Milton-Union Exempted Village School District Technology Plan provides information on district hardware standards.

**Criterion 10: Software standards (Met)**

The Milton-Union Exempted Village School District Technology Plan provides information on district software and applications standards.

**Criterion 11: Internet access standards (Met)**

The Milton-Union Exempted Village School District Technology Plan provides information on district Internet access standards.

**Criterion 12: Role of school library/media center (Partially Met)**

Although the library/media center is mentioned in the Milton-Union Exempted Village School District Technology Plan, auditors were not presented with documents that contain information on the role of the school library/media center in regard to technology.

**Criterion 13: Program implementation/roll-out budget (Partially Met)**

The Milton-Union Exempted Village School District Technology Plan provides budget allocations for fiscal years 2000-2003. However, auditors were not provided with budget information after 2003.

**Criterion 14: Program maintenance budget (Partially Met)**

Similar to Criterion 13, auditors were presented with budget information up to the year 2003.

**Criterion 15: Site/district plan alignment (Not Met)**

No references to technology were found in either the district or building improvement planning documents. In addition, auditors were not presented with documents for individual building technology plans.



*English teacher using SMART Board to teach both in person and virtual students*

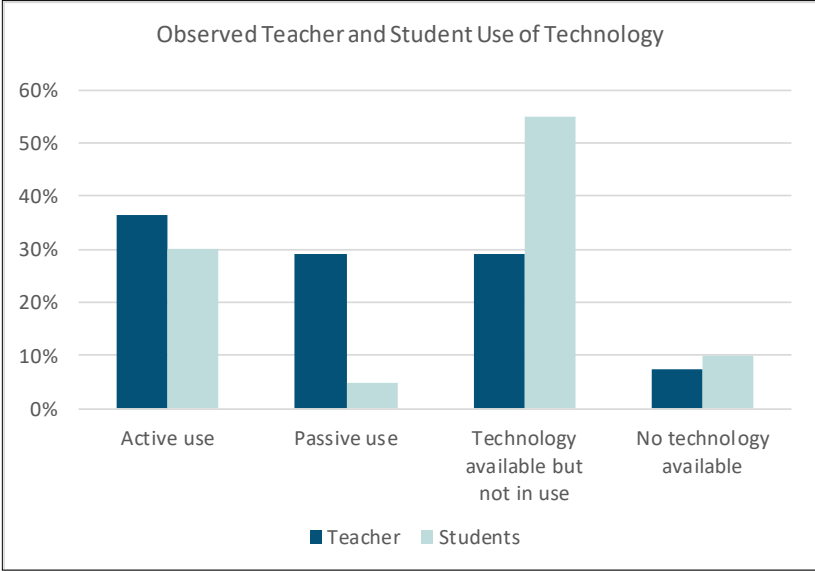
Auditors visited 41 classrooms and noted the use of technology. These are to be considered snapshots of what auditors saw on those days. During the walk-throughs, auditors made note of the use of technology by both teachers and students. If technology was noted, auditors checked to see if the technology was being used in an active manner or a passive manner by both teachers and students. **Exhibit 5.2.2** displays definitions used by auditors for use of technology.

**Exhibit 5.2.2: Definitions of Technology Usage**

	Active Use	Passive Use
Teacher	Teachers modeling, engaging with students, and using technology as a teaching tool.	Teachers providing directions and/or non-instructional information.
Student	Students researching, creating a presentation, or interacting with technology for learning.	Students using computer-assisted instruction (designed to be used for rote learning).

Of the 41 classrooms visited, auditors noted technology use by teachers and/or students in 38 classrooms. **Exhibit 5.2.3** displays what auditors witnessed concerning active or passive use of technology by students and teachers.

**Exhibit 5.2.3: Active/Passive Use of Technology**



As can be noted from **Exhibit 5.2.3**, approximately one-third of the classrooms observed had teachers (37%) and students (30%) using technology actively. Teachers had the same percentage either using technology passively or technology available but not in use (29%). More than half of classrooms visited (55%) had technology available to students, but not in use. In approximately one-tenth of the classrooms teachers (7%) or students (10%) had no access to technology.

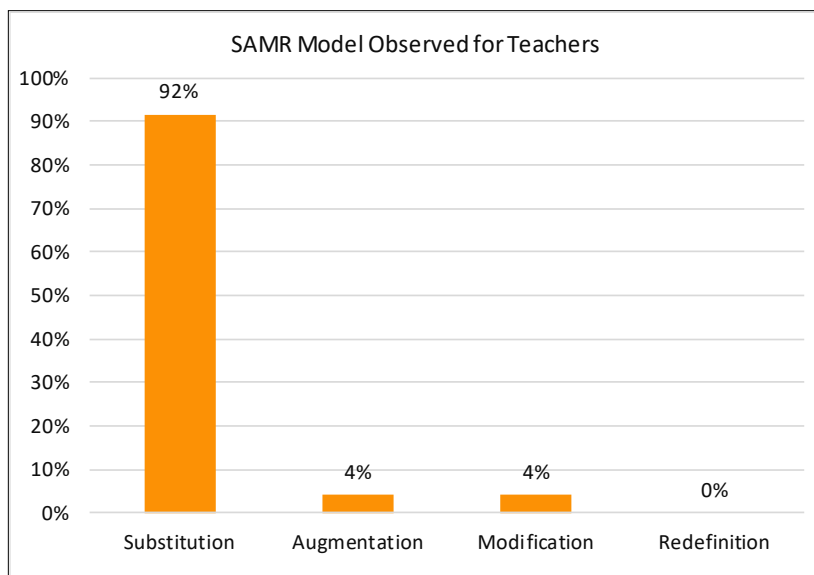
Auditors used the Substitution, Augmentation, Modification, Redefinition (SAMR) Model to gauge use of technology when teachers were observed using technology. The SAMR Model is an accepted model that illustrates the integration of technology into instruction. **Exhibit 5.2.4** displays the definitions used to rate level of teacher use of technology.

**Exhibit 5.2.4: Level Definitions of SAMR Model**

Level	Definition
<b>Substitution</b>	Direct tool substitute without modifications. Examples include using note-taking app to draft a document, using a writing instrument to write on the whiteboard while moving around the room, using the overhead projector as a tv, or showing a PowerPoint.
<b>Augmentation</b>	Task has not changed, but is slightly enhanced. Examples include using tools like thesaurus, dictionary, or speak mode to augment a classroom task.
<b>Modification</b>	Redesign new parts of the task, and transform student learning. Examples include student collaboration on a Google Document and using comments to give feedback.
<b>Redefinition</b>	Doing something inconceivable without technology. Examples include students connecting to classrooms across the world to write a narrative of a historical event, using chat and comments section to discuss differences in real-time, creating a documentary.

**Exhibit 5.2.5** displays the results of the 24 classrooms visited where teachers were seen using technology and the corresponding SAMR level rating assigned by auditors.

**Exhibit 5.2.5: SAMR Model Observed for Teachers**

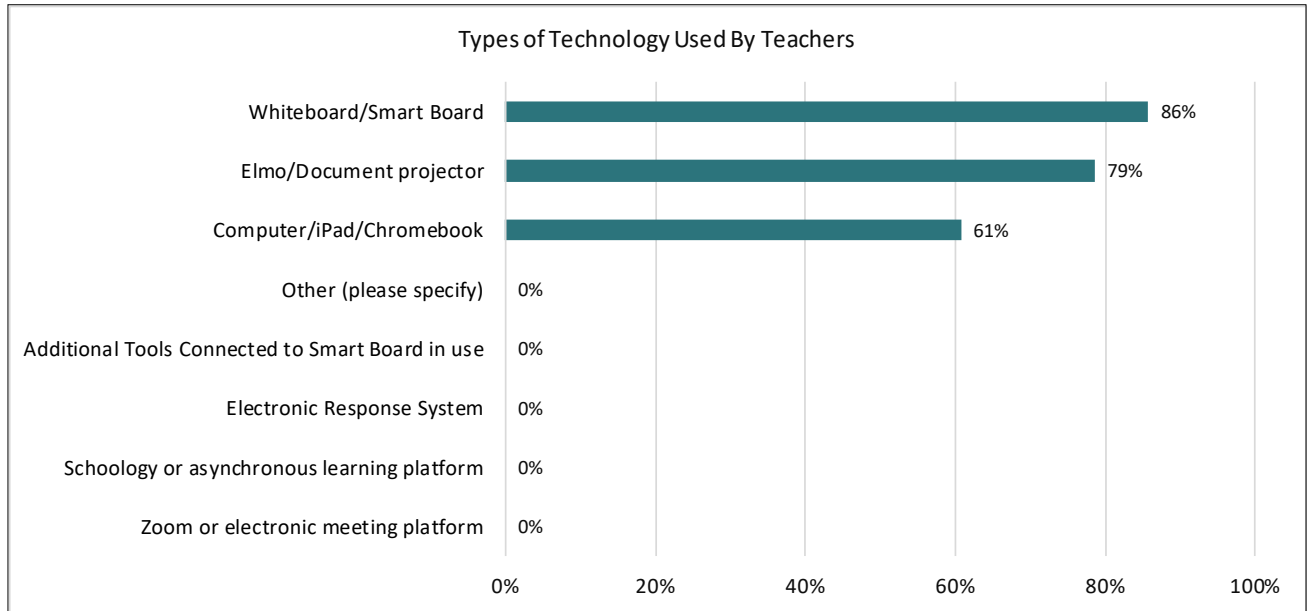


As can be noted from **Exhibit 5.2.5**, teachers were rated as using technology at the substitution level 92% of the time and augmentation and modification levels each 4% of the time during classroom visits.

In the classrooms noted in **Exhibit 5.2.5**, auditors also observed the types of technology being used by teachers. **Exhibit 5.2.6** displays the types of technology used.



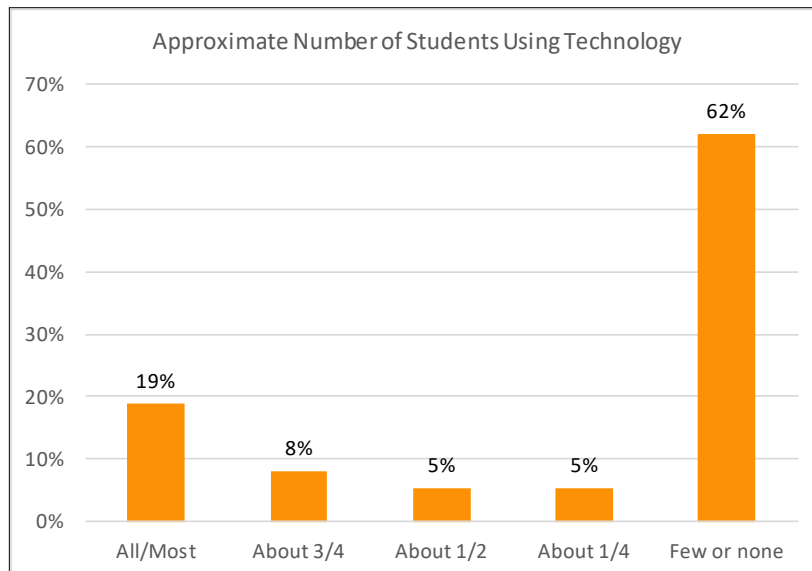
**Exhibit 5.2.6: Types of Technology Used by Teachers**



As noted from **Exhibit 5.2.6**, in 86% of classrooms, teachers were observed using the Whiteboard/Smart Board; 79% were using an Elmo/document projector; and 61% were using a , and a Computer/iPad/ChromeBook.

**Exhibit 5.2.7** displays the results of the 37 classrooms visited where technology was available to students and the approximate number of students using technology.

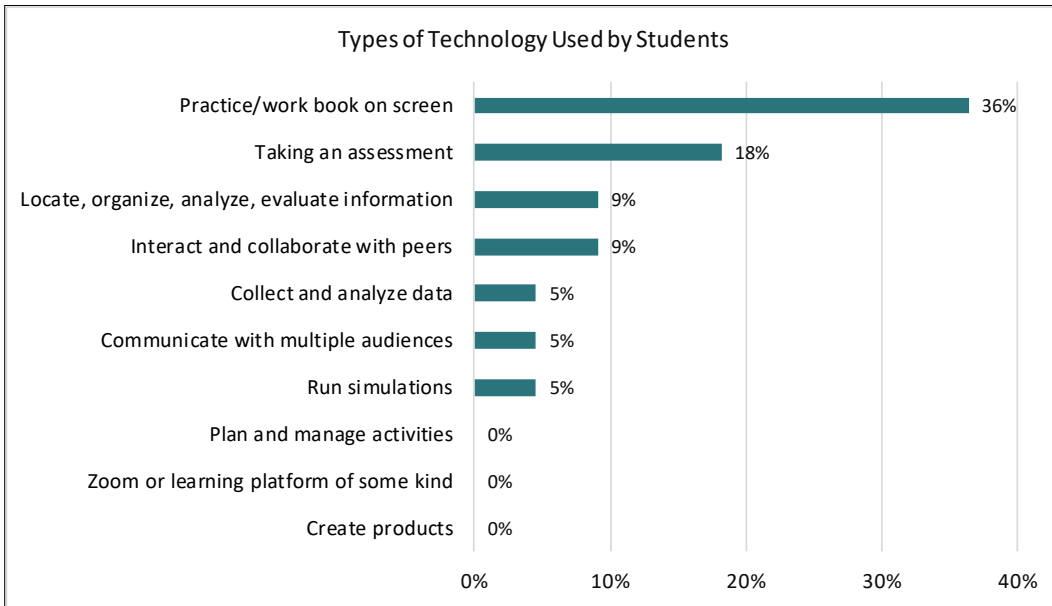
**Exhibit 5.2.7: Approximate Number of Students Using Technology**



As can be noted from **Exhibit 5.2.7**, all/most students were using technology in only 19% of classrooms observed. Few or no students were observed using technology in approximately 62% of classrooms visited.

**Exhibit 5.2.8** displays the results of the 22 classrooms visited where students were using technology and notes the tasks students were doing.

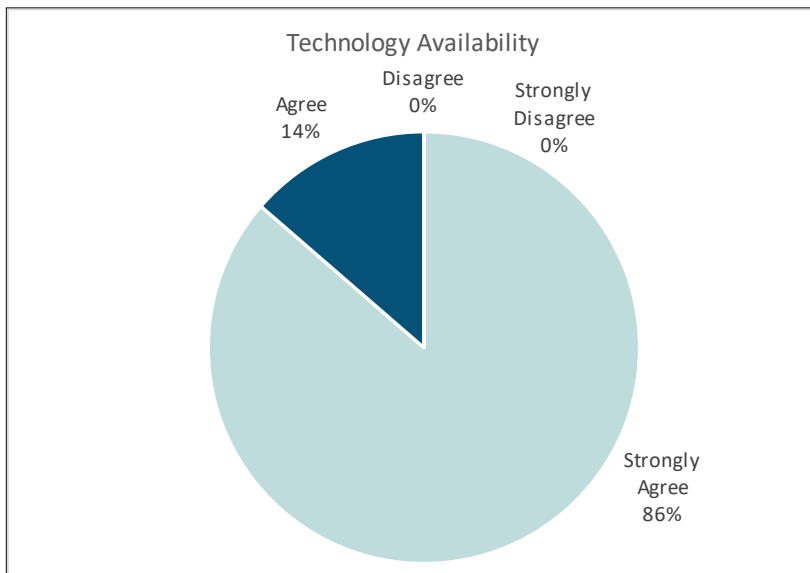
**Exhibit 5.2.8: Observed Tasks Students Were Performing with Technology**



As can be noted from **Exhibit 5.2.8**, in 36% of classrooms, students were observed using technology for practice/workbook on screen followed by 18% taking an assessment. Auditors noted that all other observations occurred during less than 10% of all classroom visits.

Teachers were asked about technology in an online survey. The first question asked about the availability of technology to support student learning. **Exhibit 5.2.9** displays the results from 22 teachers who responded.

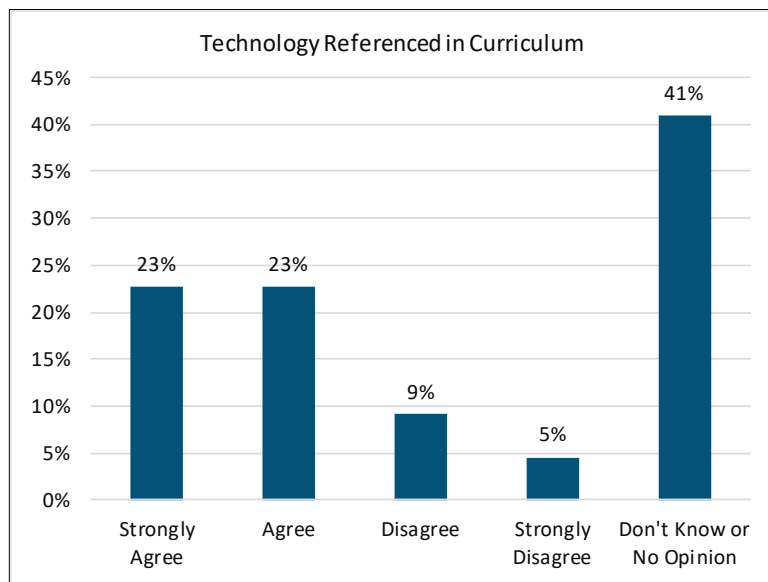
**Exhibit 5.2.9: Teacher Response to Availability of Technology to Support Student Learning**



As can be noted from **Exhibit 5.2.9**, 100% of the teachers responded they either “Strongly Agree” or “Agree” there is available technology to support student learning in their classrooms.

The next question asked about technology software and programs being clearly referenced in the curriculum documents for the grade/course. **Exhibit 5.2.10** displays the results.

**Exhibit 5.2.10: Teacher Response to Technology Referenced in Curriculum for the Grade/Course**



As can be noted from **Exhibit 5.2.10**, 46% of the teachers reported they either strongly agree or agree with technology being referenced in curriculum for the grade/course. Additionally, 41% of teachers stated they do not know or have no opinion whether technology is referenced in curriculum for the grade/course.

Auditors interviewed board members, district administrators, building administrators, and teachers regarding technology support. The following comments were heard by auditors:

- “Providing time for technology training has always been the hard part. We hired a part-time technology integration specialist, but that position is no longer in place.” (District Administrator)
- “We have great technology, but there are only two techs in the whole district to work on technology for the district. They are overwhelmed.” (Teacher)

**Summary**

Overall, auditors found the Milton-Union Exempted Village School District has moved to a 1:1 technology environment, but the an outdated technology plan has hindered the district in efforts to effectively implement technology in classrooms. Auditors observed that teachers and students have access to technology, but it is used as a substitute and is not integrated to its fullest potential in instructional delivery. Part of this is due to limited guidance in policy and job descriptions. Moreover, both district and building improvement planning documents do not include technology. Integration of technology to reach 21<sup>st</sup> century learning skills is currently missing. The absence of an up-to-date plan that incorporates audit standards has contributed to the limited effective implementation of technology into instructional delivery and student learning processes (see **Recommendation 5**).



## Recommendations

Based on the four streams of data derived from interviews, documents, online surveys, and site visits, the CMSi Curriculum Audit™ Team has developed a set of recommendations to address its findings shown under each of the focus areas of the audit.

In the case of the findings, they have been triangulated, i.e., multiple sources of data serve to support the auditors' conclusions. In the case of the recommendations, those put forth in this section are representative of the auditors' best professional judgments regarding how to address the problems that surfaced in the audit.

The recommendations are presented in the order of their criticality for initiating system-wide improvements. The recommendations also recognize and differentiate between the policy and monitoring responsibilities of the board of education, and the operational and administrative duties of the superintendent of schools.

Where the CMSi audit team views a problem as wholly or partly a policy and monitoring matter, the recommendations are formulated for the board of education. Where the problem is distinctly an operational or administrative matter, the recommendations are directed to the superintendent of schools as the chief executive officer of the school system. In many cases, the CMSi audit team directs recommendations to both the board and the superintendent, because it is clear that policy and operations are related, and both entities are involved in a proposed change. In some cases, there are no recommendations to the superintendent when only policy is involved or none to the board when the recommendations deal only with administration.

Audit recommendations are presented as follows: The overarching goals for the board and/or the superintendent, followed by the specific objectives to carry out the overarching goals. The latter are designated "Governance Functions" and "Administrative Functions."

**Recommendation 1: Develop a comprehensive, multi-year implementation plan that addresses the findings and recommendations contained in the Curriculum Audit™ report. Align district decisions and actions toward closing gaps identified in the audit findings.**

A school district served by district leaders who are committed to academic excellence and have high expectations for the achievement of all students develops a shared vision that is consistently communicated through the actions and practices of the organization and through the results achieved. Effective planning is essential for focusing and organizing district efforts toward achieving its goals and prevents district leaders from being in a reactive position. Comprehensive planning benefits students by increasing the probability that effective programs, practices, and resources will be available at every level of the school district. A school district committed to academic excellence systematically collects and analyzes student achievement data at the classroom, grade, department, building, and district level; identifies gaps between current and desired performance; identifies possible strategies to enhance teaching practices; and then organizes interventions to close any identified performance gaps. While many innovations work for some groups of students and may be preferred by teachers, ultimately, district staff and leadership must determine if the instruction, programs, and services of the school district are making a difference. Ensuring that all students are provided appropriate opportunities to learn and are achieving at desired levels is critical and requires school districts to be thoughtful about how they engage students and the expectations held for their

success. Responsibility within a successful school district is discharged through numerous short- and long-term plans and actions, including curriculum development, professional development, instruction, and student assessment.

The mission, goals, and value statements developed by district leadership convey an expectation that all students will graduate from high school ready for college, careers, and life. The district's policies, role definitions, plans, programs, and interventions do not meet audit criteria in design and implementation to ensure alignment of district decisions and establish a system-wide focus on improving student achievement over time. Approaches to curriculum design, student assessment, and professional development should add the components necessary to ensure that student achievement is predicated on appropriate opportunities for all students to learn (see **Findings 1.1, 2.1, 2.2, 3.1, 3.2, 3.3, 4.1, 4.2, 5.1, and 5.2**).

The Milton-Union Exempted Village School District has commissioned and received a Curriculum Audit™. The audit report represents a detailed examination of the design and delivery of the K-12 curriculum and results in terms of student achievement. The audit report contains specific recommendations for actions that district leadership can take to ameliorate conditions outlined in the findings to improve curriculum design and delivery. Without synthesizing the audit findings and recommendations into a coherent plan of action, district leadership assumes the increased likelihood of failed implementation and the inefficient use of district resources. It is recommended that within six months of receiving this Curriculum Audit™ report, the Milton-Union Exempted Village School District board take steps to ensure development of a cohesive set of multi-year plans aligned with board goals and coordinated to focus the resources of the district in accomplishing identified priorities.

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.1.1:** Direct the superintendent to develop a five-year plan that addresses the findings and recommendations in the Curriculum Audit™ and that focuses and aligns organizational efforts at all levels, including classroom, department, grade level, building, and district, toward achieving learning goals that have been established by the board. The audit findings and recommendations represent significant organizational change that will require time to implement and incorporate into the school district's organizational culture.

**G.1.2:** Direct the superintendent to present to the board annually an operational budget that includes the resources necessary to implement the five-year plan directed in Action **G.1.1**.

**G.1.3:** Appropriate the resources necessary for the superintendent to carry out the five-year implementation plan. If the board is unable to appropriate the resources requested, direct the superintendent to modify the implementation plan by extending the timelines so the plan can be accomplished within available resources.

**G.1.4:** Assess board practices and actions and use the results to revise, as necessary, the board governance policies to ensure they clearly define the role and responsibilities of the board regarding district governance, policy development, operational oversight, relations with the superintendent, public engagement, community relations, and advocacy of public education.

**G.1.5:** Review the current long-range plan to ensure the stated mission (purpose), vision (short-term desired results), core values (drivers of action), and strategic directions (focus of time and resources) present a compelling direction for the Milton-Union Exempted Village School District to guide

decision making, resource, allocation, and the collective energy of the organization to ameliorate discrepancies between current and desired results.

**G.1.6:** Incorporate into the board’s annual goals, goals directly related to the implementation of the superintendent’s multi-year plan for addressing the findings and recommendations contained in the Curriculum Audit™ report. Require the superintendent to report every four months on the progress made in addressing the audit findings and recommendations, specifically in terms of changes in organizational and professional practices.

**G.1.7:** Direct the superintendent to assist the board in developing a clear, concise, comprehensive policy framework that includes the following:

- Policies that delegate through the superintendent the operation of the school district and describe desired results. Policies should not be so prescriptive or detailed that they invite micromanagement or blur the lines between roles of the board and superintendent.
- Policies that define the board’s expectations in terms of organizational design, planning, curriculum design and content, system accountability, and program interventions.
- Policies that describe the procedures the board expects to be used in the operations of the school district. These policies may also define the limits of authority granted to the superintendent.
- A requirement that all key district functions, programs, and interventions be evaluated at designated intervals to ensure the school district is achieving the results desired by the board.

**G.1.8:** Direct the superintendent to develop administrative guidelines that provide detailed direction for how board policies will be carried out and implemented.

**G.1.9:** Direct the superintendent to draft for consideration by the board a policy that specifically guides planning functions within the district. Ensure that the policy language adheres to audit criteria and requires the development of a comprehensive, district-wide, long-range plan with annual renewal provisions and linkages among plans (building level plans, curriculum management plans, professional development plans, student assessment and program evaluation plans, technology plans, budget plans, facilities plans, etc.). All plans should be aligned with the district’s strategic direction.

**G.1.10:** Adopt a board policy for comprehensive district-wide, long-range planning, which focuses district efforts toward improved student achievement. Require that planning be designed to ensure that the long-range strategic plan drives other plans, that there is collaborative planning among buildings and functions, and that the budget development procedures are timed in coordination with annual strategic planning activities.

**G.1.11:** Direct the superintendent to prepare and present for review and adoption a draft of a change management policy that:

- States the goal of change management is to increase awareness and understanding of proposed changes across the school district and ensure that all changes are made in a thoughtful and planned manner in order to minimize negative impact on students and stakeholders.
- Requires change management planning to be developed from a “total” organizational view of the school district and considers the effect any proposed changes will have on various district functions, departments, buildings, and resources.

## RECOMMENDATIONS

- Requires the meaningful engagement of stakeholders, specifically those who will be directly responsible for implementing any proposed changes, during the change planning process.
- Requires, before implementation of any organizational change, that adequate resources are identified and allocated to implement change strategies and achieve intended results.
- Requires the development of written change management documents to clearly communicate the need for change and desired results, the capacity of the organization to implement change, and acceptable implementation strategies.
- Requires all functions, departments, and buildings within the school district to align their respective plans, strategies, budgets, and goals with the district's goals, strategies, and intended results.
- Requires that the implementation of any organizational change be monitored against measurable benchmarks, and that adjustments and modifications be made to the implementation plan as necessary to address unforeseen issues and ensure that intended results are attained.
- Requires the superintendent, through administrative regulations, to develop processes for developing comprehensive implementation plans that are used to analyze and evaluate the effectiveness of change strategies.
- Clearly delineates for each change initiative the roles and responsibilities of the board, superintendent, district administrators, building administrators, and other school staff in the coordination, monitoring, and support of the design, implementation, and monitoring of change.

**Administrative Functions:** The following actions are recommended to the Superintendent of Milton-Union Exempted Village School District:

**A.1.1:** Develop a five-year plan (as referenced in Action **G.1.1**) that addresses the findings and recommendations included in the Curriculum Audit™ report. The five-year implementation plan should describe desired results, contain explicit statements of action, establish specific timelines, assign roles and responsibilities, and include a detailed listing of the resources that will be required to accomplish each action step.

**A.1.2:** Assist the board in reviewing and, if necessary, revising district planning to ensure that the stated mission, vision, core values, and strategic directions present a compelling direction for the Milton-Union Exempted Village School District.

**A.1.3:** Assist the board in developing a clear, concise, comprehensive policy framework, using the audit findings as a guide (see **Recommendation 2**).

**A.1.4:** For critical policies, develop cohesive and comprehensive administrative guidelines that clearly describe how board policies will be implemented. Incorporate into administrative guidelines all the characteristics displayed in **Exhibits 1.1.3** through **1.1.7** of the Curriculum Audit™ report to ensure clear communication of district operational procedures and practices.

**A.1.5:** Develop and implement a comprehensive curriculum and instruction management plan to ensure maximum student achievement. The purpose of such a plan is to establish a systematic process for curriculum development in all areas, comprehensive student assessment and program



evaluation, and professional development that is designed based on clearly identified curriculum, assessment, student achievement, and job performance needs (see **Recommendation 3**).

**A.1.6:** Develop and implement a comprehensive set of job descriptions that ensures the work of key positions is aligned with the design, delivery, and monitoring of curriculum.

**A.1.7:** Draft, for consideration by the board, a change management policy that provides clear direction for considering, planning, and implementing change initiatives in the Milton-Union Exempted Village School District.

**A.1.8:** Develop an administrative guideline to direct the implementation of a change management process, increasing the likelihood that major change initiatives will be carried out with fidelity and consistency across the school district. Include the following:

- A change management template for use by the board and district leaders in communicating the rationale and need for organizational change. Include on the change management template space for:
  - An executive statement that clearly and succinctly communicates the rationale and need for change;
  - A description of current conditions that have prompted the need for change;
  - A description of the results if the change is successful in ameliorating the current conditions;
  - A listing of change strategies, methods, or options that would be considered unacceptable;
  - Identification of who will be responsible for making a decision regarding the final selection of a change option; and
  - A target date on which change options will be presented to identified decision makers.
- The change options planning document template should include space for:
  - A listing of the individuals who, working as a team will, be responsible for researching and developing change options for consideration by the identified decision makers;
  - A list of stakeholders who will be consulted in developing and scrutinizing various change options (should include those who will be directly responsible for implementing any proposed changes, as well as other stakeholders in the school district); and
  - A listing of identified change options, along with a summary of challenges, opportunities, organizational capacity, and budgetary requirements.
- Require the working team responsible for researching and developing possible change options to present decision makers options in rank order of recommendation, along with all supporting data.
- Include on the change implementation planning template space for:
  - A listing of all action steps that will be necessary to implement the desired change;
  - Who will be responsible for completing and/or supervising each action step;
  - Obstacles that will need to be addressed in order to complete or implement each action step;
  - The resources that will be needed to implement each action step;

## RECOMMENDATIONS

- Milestone measures that will indicate progress toward completing and/or implementing each action step; and
- The desired completion date for each action step.
- Incorporate a multi-year impact analysis in designing and implementing any significant change.
- Develop a communication plan to assist the board, staff, and community in understanding the need for change and the change implementation process. Ensure that the design and implementation of change is transparent, including the process for developing change options and implementing desired changes.

**A.1.9:** Utilize the Curriculum Audit™ report in the prioritization of strategies to achieve focus and to identify management clusters of activities.

**A.1.10:** To gain clarity on what needs to be accomplished in order to achieve the board’s vision, collect accurate, detailed data, and use analysis of the data to determine the status of the school district in terms of the board’s vision and strategic direction. Specifically, examine the effectiveness of district programs and interventions that have been implemented to improve student achievement. Terminate those programs and interventions that, within a three-year period, have failed to achieve their original goals. Identify programs and interventions that will most likely close the achievement gaps, particularly among minority and low-income students. The number of innovations is not so important as the targeted linkage between the intervention and system goals.

**A.1.11:** Establish an executive council that will include the following components:

- A central focus on teaching and learning improvement that is exclusive of any singular program or initiative.
- All central office leaders working in partnership across central office units and in partnership with building-level leaders, helping building level administrators grow as instructional leaders.
- All central office leaders focused on taking responsibility for solving problems that help schools improve teaching and learning by providing high-quality and relevant instruction, human resources, and business and support services that promote a learning-focused partnership with schools.
- All central office leaders engaged in evidence-based decision making, continuously examining student performance data to inform decision making and progressively providing more effective services and support for district-wide teaching and learning.

**A.1.12:** Develop a communication plan for communicating district programs and results in addressing the findings and recommendations of the Curriculum Audit™ report. Address in the communications plan:

- Modes of communication, including use of the district website and social media;
- Communicating in English and Spanish to include second language families or families not fluent in English; and
- Staff communications that clarify district priorities and efforts.

**A.1.13:** Designate in the annual operating budget the resources needed to implement a five-year plan that addresses the findings and recommendations included in the Curriculum Audit™ report.

These recommendations, if implemented, should provide district staff with means to address the findings contained in the audit report while focusing all district efforts toward achieving equity in student achievement outcomes.

**Recommendation 2: Establish and maintain adequate control over curriculum management with adoption and implementation of curriculum management related board policies and administrative guidelines. Create/revise and maintain an organizational chart and job descriptions that meet the principles of sound organizational management.**

The fundamental responsibility of a governance board is to establish and maintain control over all aspects of the school district to promote the focus of valuable resources on the district’s mission and goals. The most important component of this effort is quality board policies and administrative guidelines that express the board’s expectation for how the district’s mission should be accomplished to provide higher levels of learning for all students. The auditors found that adequate board policies and administrative guidelines are not in place and/or are outdated and, therefore, do not provide clear direction for curriculum management functions throughout the Milton-Union Exempted Village School District (see **Finding 1.1**).

Another important aspect of control is ensuring that the most valuable and financially demanding element of any school district—employees—are assigned to roles for which they are highly qualified, clearly understand their respective roles, and accept accountability for performing such roles in achieving the mission and goals of the district. Quality job descriptions and an organizational chart that reflects the principles of sound organizational management can help establish control over human resources within the district. Auditors found that job descriptions were not available for one key position reflected on the organizational chart; chain of command in two job descriptions conflicted with the organizational chart; and linkage to curriculum was missing for some key positions.

The auditors present the following recommendations regarding establishing greater control over curriculum management and related functions through quality documents that clarify the board’s and superintendent’s expectations. These actions should be completed within two years.

### ***Board Policies and Administrative Guidelines***

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.2.1:** Develop and adopt a set of board policies that meets the Curriculum Audit™ criteria for the management of an aligned written, taught, and assessed curriculum as reported in **Exhibits 1.1.3 through 1.1.7**. Ideally, create a new policy to include all the policy criteria, providing critical expectations regarding curriculum management in one location that could easily be accessed by all stakeholders. Components related to supporting curriculum functions (e.g., curriculum planning—**Finding 2.1**, assessment planning—**Finding 4.1**, professional development planning—**Finding 3.3**, budgeting—**Finding 5.1**, and technology—**Finding 5.2**), should be placed in policies in the respective categories (e.g., 0000, 1000, 2000) to reinforce expectations and provide broader control.

**G.2.2:** Request the superintendent to work with other district office personnel to develop administrative guidelines required by policy, as well as those desired locally, to provide clarification and further direction to staff regarding the interpretation and implementation of policies. Administrative guidelines are particularly important when the “how” of implementation is critical; when a board

policy is vague or stated in broad terms; and/or if precise implementation is necessary for legal and/or mission impact reasons.

**G.2.3:** Contract with Neola to provide a consultant to plan informational and planning sessions with the board and superintendent to review board policies and administrative guidelines to facilitate a clear understanding of roles and responsibilities, as well as policy development and revision. The conversation should focus on four questions: 1) Do current board policies reflect all of the board's collective expectations about curriculum management and related functions? If not, what changes are needed? (see **G.2.1**); 2) What directives/governance expectations are not being addressed by the board or superintendent? 3) What responsibilities, if any, are being assumed by the board that should be handled by the superintendent; and 4) What responsibilities, if any, are being assumed by the superintendent that should require board approval?

The adoption and/or revision of current policies is crucial, since many of the board policies have not been updated since 1991, a period of 30 years when education has undergone major changes (see **Finding 1.1**).

**G.2.4:** Ask the superintendent to present a plan that includes a timeline for completion and the resources needed to implement the administrative functions outlined below. Commit adequate resources and political support for timely implementation. Require regular board updates on progress.

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.2.1:** Assist the board in developing new, revising existing, and adopting board policies referenced in **G.2.1**.

**A.2.2:** Assign related administrators to review all policies within their respective content or focus areas and provide guidance for the identification and development of all required and desired administrative guidelines to provide clarification, interpretation, and expansion for the implementation of board policies. Consider adopting policies not mandated by the state but necessary for communicating the board's expectations regarding priority areas.

**A.2.3:** Develop and implement a process for timely communication of changes in policies and administrative guidelines to all employees and other stakeholders.

**A.2.4:** Work with the board president and Neola to schedule and plan the board policy and administrative guidelines training sessions described in **G.2.3** for assistance with roles and responsibilities and revising and/or adopting new policies that are up-to-date and meet current educational requirements.

### ***Job Descriptions and Organizational Chart***

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.2.5:** Expand **G.2.1** by revising *Board Policy 3120.01 Job Descriptions* to explicitly require job descriptions for curriculum department personnel to include accountability for design, and job descriptions for teachers, principals, and other instructional staff to include accountability for the delivery of an aligned curriculum.

**G.2.6:** Expand **G.2.1** by adopting new board policy that clearly assigns the responsibility of maintaining and publicizing a current, accurate organizational chart for the Milton-Union Exempted Village School District. Require that the district's organizational chart meets the CMA criteria for sound organizational management as described in **Exhibit 1.2.1** and that revisions be posted on the website within a time designated as reasonable by the board.

**G.2.7:** Request the superintendent present a plan that includes a timeline for completion and the resources needed to implement the administrative functions outlined below. Commit adequate resources and political support for timely implementation. Require regular board updates on progress.

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.2.5:** Assist the board in developing the policies described in **G.2.5** and **G.2.6**.

**A.2.6:** Assign responsibility and accountability for maintaining a current and comprehensive set of job descriptions for all district employees (as directed in *Board Policy 3120.01*) to an existing position that has human resource duties.

**A.2.7:** Create or revise job descriptions for all current positions to include the minimum elements and explanations described in **Finding 1.2** and those mentioned in **G.2.5**. Include the following leadership responsibilities in the job descriptions of existing or revised positions:

- A. District-level responsibility and accountability for the design of the curriculum.
- B. District-level responsibility and accountability for the implementation of the curriculum.
- C. District-level responsibility and accountability for maintaining a current and comprehensive set of job descriptions for all district employees as referenced in **A.2.6**.

**A.2.8:** Establish and follow control procedures to provide a copy of a revised job description to the affected employee immediately and a copy of the ongoing job description to every employee on an annual basis, ideally at the time of performance review. Require that the supervisor and employee sign the job description as evidence of communication.

**A.2.9:** Establish a 100% alignment between job titles on job descriptions and the organizational chart by developing and implementing a process in which any new and all revised position titles are immediately and correctly reflected on the district organizational chart. The lag time for changes in position, job description, and organizational chart change should be no longer than one week. Even minor changes in job titles can create confusion for internal and external stakeholders in their efforts to identify and contact employees with specific responsibilities.

**A.2.10:** Revise the district organizational chart to meet the CMA criteria for sound organizational management as described in **Exhibit 1.2.1**. The auditors' recommended organizational chart for the district is provided in **Appendix D**. The proposed chart reflects the following changes:

1. Create a new position—Director of Curriculum and Instruction—to oversee the design, development, revision, and evaluation of a district curriculum.
2. Change the chain of command and immediate supervisor for the Coordinator of Teaching and Learning and Director of Student Services from the Superintendent to the Director of Curriculum and Instruction.

## RECOMMENDATIONS

3. Change the Manager of Operations to Director of Operations since the position directly oversees three supervisor positions.
4. Clearly define the chain of command for the following positions (a position should have only one supervisor): E.M.I.S. Coordinator (job description and organizational chart differ); Athletic Director (job description and organizational chart differ).

**A.2.11:** Present the revised organizational chart to the board, place it on the district's website, and communicate widely to internal and external stakeholders. As changes occur, communicate with all groups, and make changes to the website.

Implementing the recommendations outlined above will assist the Milton-Union Exempted Village School District board and superintendent to establish improved control over valuable human resources and provide parameters for reliable and effective implementation.

**Recommendation 3: Develop and implement a comprehensive curriculum management plan that coordinates and prioritizes all curriculum management functions and tasks in the district. Develop curriculum guidelines with clear expectations for rigor in instruction as well as in student materials and resources for both core and non-core courses. Develop, adopt, and implement aligned, formative, and diagnostic assessments at all levels to monitor student learning continuously and to inform individualized, differentiated, and effective instruction.**

A school district's aim to deliver quality instruction and ensure academic success for every student is unquestionably a goal that cannot be left to chance. To ensure that every student is provided high-quality instruction, learning must be purposeful and individualized to meet each child's needs. Therefore, written planning documents must be in place that direct the tasks of all those responsible for the primary purpose of any school district: student learning. In addition to planning, monitoring and professional development must continue to support implementation of plans and the written curriculum.

A quality curriculum is based on the principle that the written, taught, and tested curricula are aligned. To be truly effective, not only must they be aligned in content, but in context and cognitive type, as well. Context refers to the way in which something is learned or practiced. Cognitive type refers to the type of cognition children use when accomplishing a task or practicing a skill. The first big step in assuring alignment begins with a quality written curriculum guide that specifies what content is to be taught and suggests the best ways to approach that content, as well as suggesting the contexts necessary for students to attain mastery and the desired cognitive type of student engagement. A quality guide also suggests a variety of rigorous, aligned resources and materials that support instructional goals, and provides a battery of formative, diagnostic assessments, and sample test items so teachers are able to evaluate when students have mastered the intended objectives.

The next step lies in supporting the effective delivery of the written curriculum, providing teachers with suggested approaches, materials, resources, and assessments for the successful differentiation of instruction and to ensure rigor. Instructional expectations should focus as much on cognitive engagement in the classroom as student engagement.

Once a district has the key components of the aligned curriculum in the design (all written aspects of the curriculum, including the expectations for what its implementation should look like and aligned, formative assessment tools), managing the delivery of that curriculum involves staff development, ongoing support and coaching, and consistent monitoring. Assessment data from valid and rigorous instruments must be collected to determine the effectiveness of instruction and programs or

interventions, and adjustments made in response to those data. The aim is to continually improve instruction and curriculum management processes. Student success for all subgroups must also be monitored to assure equity and equal access for all students.

In the Milton-Union Exempted Village School District, the auditors did not find a system-developed written curriculum or board policies that were adequate to provide for a curriculum management plan and quality control (see **Finding 1**). With no written curriculum or curriculum management plan, the district cannot provide for the design, delivery, and alignment of high-quality instruction to meet the needs of students (**Finding 2.1**). The scope of the district's written curriculum was inadequate to effectively guide teaching and learning (**Finding 2.2**). The auditors found no evidence of assessment planning, and the assessments available for progress monitoring were limited for both core and non-core content areas (see **Finding 4.1** and **4.2**).

The auditors recommend the following specific steps to address the gaps in curriculum management components and processes across the district. These steps will help district leaders prioritize the work that needs to be done and focus all involved personnel on common goals, thereby, rendering the attainment of those goals more likely. The recommended steps are organized into the following sections:

- I. Curriculum Planning and Personnel
- II. Curriculum Design and Development
- III. Curriculum Implementation and Monitoring
- IV. Assessment.

### ***I. Curriculum Planning and Personnel***

In the areas of curriculum and assessment, a cohesive and comprehensive plan is needed that directs personnel in managing a quality, deeply aligned curriculum that is implemented effectively in every classroom and that is evaluated frequently with various assessment tools. The Milton-Union Exempted Village School District needs to develop a comprehensive management plan for the development and implementation of a quality curriculum that is: 1) aligned to the Ohio State Learning Standards, as well as high-stakes state/national assessments; 2) implemented effectively in every classroom in the district; and 3) continuously evaluated using aligned, formative, and diagnostic assessments. This plan should be developed in concert with plans governing student assessment and program evaluation to ensure that all personnel and departments within the district work effectively in achieving district goals related to increased student achievement.

A single curriculum management plan directs curriculum design, implementation, evaluation, monitoring, and revision. It also integrates staff development and monitoring practices. The assessment plan is addressed in Section IV.

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.3.1:** Develop and adopt policies that define the roles and responsibilities of the board, district administrators, teachers, and support personnel regarding curriculum. Incorporate into these policies the responsibilities outlined under the Administrative Functions section of this recommendation. Refer to **Recommendation 2** for supporting input on this topic.

**G.3.2:** Direct the superintendent (or designee) to define a plan for the development, revision, delivery, monitoring, and assessment of curriculum. The plan is intended to serve many purposes,

but minimally: 1) to define the processes and timelines involved in the continuous evaluation and development of curriculum; 2) to provide guidelines for what a finished product should look like; and 3) to clarify which tasks and responsibilities are classroom-level, school-level, and district-level. This plan should also incorporate the district's belief statements and mission and integrate the main goals of the strategic plan. It should explicitly coordinate functions across departments (such as curriculum design and development, curriculum delivery [elementary and secondary education], professional development, and assessments) so confusion regarding responsibilities and positions is minimized and gaps and/or overlays are diminished. The plan should include all the components outlined in Administrative Function **A.3.2** and should also include:

- The expectation of an aligned written, taught, and tested curriculum in all three dimensions (content, context, and cognitive type) for all content areas and at all grade levels.
- The expectation of a K-12 scope and sequence (that is a refinement of the scope and sequence the state provides) of specific learning goals, benchmarks, and objectives that form the backbone of the written curriculum and that meet and exceed the state's core standards. This scope and sequence should identify which objectives receive priority, eliminate overlaps among objectives, and connect the objectives in a clearly spiraled continuum of learning. This scope and sequence assists teachers in determining what concepts and skills are most important and supports curricular differentiation.
- A requirement that all courses offered be supported by quality written curriculum; and
- Formal board of education adoption of all curricula prior to implementation.
- A requirement that planning, particularly timelines for curriculum revisions, and planning for assessment be aligned to the curriculum management plan, especially in providing the professional development necessary to support effective curriculum delivery (at any level—school, department, district). Note that the plan should also specify the role of curriculum resources and materials (textbooks) in supporting curriculum delivery, but not supplanting the curriculum.

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.3.1:** Assist the board of education in developing policies that define the roles of the board, district administrators, and teachers regarding curriculum. For example, the board is primarily responsible for adopting curriculum; administrators are responsible for overseeing its development, evaluation, and revision, as well as for monitoring its implementation; teachers are responsible for delivering the adopted curriculum and sometimes assisting in the writing or reviewing of the curriculum, with assistance from outside consultants or district administrators.

**A.3.2:** Develop a curriculum management plan for directing the design, delivery, monitoring, evaluation, and revision of curriculum. Curriculum development is the most critical task facing the district and should be the focal point of the curriculum management plan. The plan should include and specify the following characteristics (see **Finding 1**):

**A philosophical framework for the design of the curriculum:** What are the underlying beliefs of district leadership regarding how children learn, what constitutes effective teaching, what is the teacher's, role, what is the student's role, and what is a district's role in making available or ensuring a student's education? Is education a process, a goal, or both? Defining the beliefs and philosophy establishes



the foundation for what curriculum should look like, what the district's and schools' respective roles are in providing each child with an education, and creates a picture of what an effective, engaging classroom might look like. Defining the philosophical framework must take place before defining an instructional model.

**Timing, scope, and procedures for a periodic cycle of curriculum and resource review/development:**

This ensures that every content area is addressed and has a written curriculum guide that facilitates effective, rigorous instruction; and that curriculum is kept up-to-date, particularly with changes in state standards or requirements, as well as testing modifications or changes. The cycle should also include procedures for when/how often to finalize revisions or modifications to the curriculum, so revision is manageable and cost effective. Such a cycle should also establish the timeline for reviewing the alignment, quality, and rigor of adopted resources and materials, and direct their revision or replacement where and when they are inadequate. **ALL** resources that are referenced by the curriculum should be screened for rigor, appropriateness, alignment to district expectations for instruction and student engagement, and content alignment.

**Stages of curriculum development:** This specifies the different stages involved in developing and revising the curriculum. These might include: backloading and released item analysis (for deep alignment); review for deep alignment with external/target assessments in all three dimensions (content, context, cognition); assessing the complexity, rigor, and measurability of objectives; placing objectives in an articulated, PreK-12 sequence that expects mastery of content six-to-nine months before it is encountered on the *Ohio State TEST* or other high-stakes tests; developing mastery-level projects and activities with accompanying rubrics (to assure rigor); validating the existing objectives, materials, and resources against multiple external sources, such as IB standards, AP standards, etc., for rigor, cultural relevance, and student-centered, active and meaningful learning; and create a bank of high quality assessment items and formative/progress-monitoring/diagnostic assessment instruments to support differentiated, individualized instruction. See *50 Ways to Close the Achievement Gap*<sup>1</sup> for more specific suggestions and information. The stages defined in this plan must address particularly the way student achievement data, teacher input, and monitoring data are used to evaluate the quality of the written curriculum, and to revise the guides accordingly.

**Staff roles and responsibilities for curriculum management:** Who is responsible for what task?

This aspect of the plan delineates which tasks are primarily classroom-based, which are school- or classroom-based, and which are district-based. For example, it is the board of education's responsibility to determine the content of the educational program, in congruence with state law, and to approve and adopt the written curriculum. It is the teacher's role to deliver the curriculum, the principal's to monitor, and the administrators' responsibility to direct curriculum evaluation, development, and revision efforts.

Monitoring of classroom activities should be the primary role of the principal to identify and promote productive practices that support learning correct or eliminate practices not supportive of learning, and identify professional development needs.

**A format and included components for curriculum guides:** This specifies the aspects or components of the written curriculum guides that are non-negotiable, for consistency in every content area, and these aspects that are "fluid." The curriculum should include, minimally, the components listed in **A.3.4.**

1 Downey, English, Poston, Steffy (2009). Corwin Press.

**Direction for how state standards will be included in the curriculum:** This includes whether to use a backloaded approach, in which the curriculum is derived from high stakes tested learnings (topological and/or deep alignment), and/or a frontloaded approach, which derives the curriculum from the state standards (but in a refined, more specific format). This is defined in policy (see **Finding 1**).

**Require for every content area a focused set of precise student objectives/student expectations and standards:** These should be derived from the standards, be reasonable in number so the student has adequate time to master the content, be specific so teachers clearly understand what mastery of these objectives look like and what the standard of performance is, and should be measurable (written in measurable terms).

The curriculum should not only specify the content of the student objectives/student expectations, but also include multiple contexts and rigorous cognitive engagement.

**Assessment beliefs and procedures to determine curriculum effectiveness and use of data:** What are all the instruments that will be used to measure progress toward meeting goals, including the goal of students mastering curriculum objectives? How the data will be used, by whom, and how data will be collected, analyzed, and disseminated to teachers, administrators, and concerned stakeholders should all be defined. There must be an expectation for formative assessments (diagnostic and authentic, that can also serve as suggested projects or assignments) in addition to the common assessments, included in the Curriculum, that teachers can use whenever needed to evaluate student progress in mastering objectives (or to determine whether they already know content about to be taught). This also requires adjustment to the philosophy surrounding assessment, viewing it as assessment for learning, an integral component of the teaching/learning process.

**Design of curriculum to support differentiation and other expectations for delivery:** This directs the curriculum to be revised so that it supports teachers' differentiation of instructional approaches to match student preferences and learning styles (instructional differentiation), and to support teachers' selection of student objectives at the right level of difficulty (curricular differentiation). This ensures that those students who need prerequisite concepts, knowledge, and skills are moved ahead at an accelerated pace, so they do not fall further and further behind, and that students who have already mastered the objectives are also moved ahead at a challenging pace. This also requires a pacing framework that supports a degree of fluidity, based on the fact that all students learn at different, and inconsistent (sometimes fast, sometimes slower), rates.

District curriculum leaders must define what true academic differentiation looks like and how teachers can manage so many different skill levels and varying content knowledge in the classroom without holding certain students back or leaving other students behind. This is critical to meeting the needs of academically at-risk populations and must be addressed by the design of the curriculum in addition to all district documents that describe expectations for delivery. The better teachers are able to differentiate, the more students that can be effectively served in the classroom without pull-out interventions that may disrupt student learning. See Curriculum Implementation Section III for more information on this.

**Approaches for using diagnostic, formative, and summative test results to plan instruction, evaluate programs, and design interventions at all levels:** See Assessment Section IV.

**A staff development program linked to curriculum design and delivery:** Professional development prepares teachers to deliver the curriculum in accordance with the board's performance expectations.

This includes support in the classroom and the proper use of PLCs to ensure that training and curriculum materials are properly used. See Staff Development in section III, Curriculum Implementation, for more detailed information.

**Monitoring the delivery of curriculum:** This outlines the procedures, philosophy, and intent for monitoring the delivery of curriculum. Multiple means of monitoring are suggested, including the *Three-Minute Walk-through* (Downey, et al.). See Monitoring in section III. Curriculum Implementation.

**Communication plan:** This establishes a plan for communicating among and across departments regarding the process of curriculum design and delivery (which also includes professional development and assessment) to maintain constancy of effort, focus, and continuity.

**A.3.3:** Make periodic reports to the board of education regarding the progress in managing curriculum district-wide, using data from formative and summative assessments, as well as from monitoring practices. The importance of quality deeply-aligned written curriculum that raises expectations for student performance and supports those expectations with critical and aligned resources for teachers cannot be overstated. Curriculum is a key component in ensuring better teaching and higher achievement. Planning for its development, implementation, and revision is essential to impacting student learning in every classroom.

## ***II. Curriculum Design and Development***

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.3.3:** Require that efforts to improve the curriculum and ensure its delivery begin immediately; require that decisions regarding which content areas receive priority be data-based. (For example, social studies guides were weakest and the division inadequately staffed, so focusing on that content area first might be prudent.)

**G.3.4:** Establish a common definition of curriculum, and contrast it to the Ohio Learning Standards and commercially produced materials and resources. Include definitions in policy.

**G.3.5:** Direct the superintendent (or designee) to review the concepts of deep curriculum alignment, and require that those concepts form the basis for curriculum design and revision efforts across the district (see **A.3.7**).

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.3.4:** Define what should be included in a “model” curriculum guide. These components are minimum requirements:

**Objectives (Tightly Held).** Objectives should be “refinements” of the state standards or student expectations: a specific restatement of the intended skill or knowledge to be learned, the contexts in which it is to be learned and practiced, and the standard of performance by which a teacher knows mastery of that skill or knowledge has been achieved. These should also relate to the student expectations in the state standards, but these specific learner objectives give the teacher more precise information of what mastery looks like and clearly define which objectives are assigned to which grade or instructional level (because the first-grade objective is clearly different from the second, and so on).

The number of objectives included in the guide must also be manageable. It is better to focus on fewer objectives and address them more “deeply” than including an entire battery of objectives that teachers “might” touch on. Review all objectives for evidence of rigor (see Bloom’s Taxonomy/Depth of Knowledge **Appendix E**), and integrate the objective across all content areas.

Giving teachers a clear continuum of student learning from preschool-12 allows them to move students ahead at a more appropriate pace, if the student is on-level, or to accelerate them. This is easier when the teacher knows where a student is on the continuum of learning, what is next in the sequence, and knows what students have mastered when they come into their classroom.

**Assessment.** Valid and rigorous tools for assessing each objective must be included in the curriculum. District formative assessments should be cross-referenced throughout, specifying when, how, and with which instrument each objective (or a cluster of objectives within a unit) will be evaluated. Simply relying on released items or commercially produced assessments or unit/chapter tests is insufficient; the sample items to be included in assessments should be based on deconstructed released items that have been altered and “deepened” to provide students with a challenging level, ensuring their success on a multitude of test items related to the same content (English and Steffy, 2001).

The Milton-Union Exempted Village School District has a plethora of diagnostic, formative, and summative assessments. While these are supportive of teachers having authentic instruments to continuously evaluate student progress and move them at the appropriate, there is little alignment of assessments utilized across the district or within the same campus. Lack of aligned assessments as students transition from one grade or campus to the next can result in unintended learning gaps or misinformation to individualize student learning.

The Milton-Union Exempted Village School District should consider a full-scale analysis of district diagnostic, formative, and summative assessments to develop an aligned approach to evaluating student learning.

**Prerequisites/Scope and Sequence.** Including learner objectives (Pre-K-12) within a scope and sequence document allows teachers to easily discern what content and skills students come in with, and what content and skills they are responsible for seeing students leave with. Such a document helps to distribute accountability and eliminates gaps and overlaps in student learning—an important factor in an educational environment that must make the most of the time allowed with students. This also facilitates greater articulation of the curriculum from one level to the next and assures greater coordination across a single level or course, as the mapping out of objectives is already completed and any misinterpretation of the Ohio Learning standards is avoided.

**Suggested Strategies and Approaches.** This component is critical to ensuring high expectations for students and achieving deep alignment. It is intended to provide teachers, particularly inexperienced teachers, with support in deciding ways to teach the assigned objectives. Flexibility is *always* allowed in how teachers approach a given objective, but this component provides teachers with invaluable, research-proven suggestions if they want or need them. The suggested strategies should be revised to ensure they incorporate those contexts and cognitive types known to be part of the tests in use, and these strategies and suggested student activities and projects allow students to become familiar with the context and cognitive type before encountering them on high-stakes tests. This is the main tenet of the “doctrine of no surprises.”

However, such strategies should not only align with test contexts. A wide variety of authentic, student-centered, and culturally responsive contexts is recommended to ensure a more broad-based, real-life

application of the concepts, skills, and knowledge so that students can connect personally with the learning, be more actively and cognitively engaged, and see the overall value of their learning.

Classroom-based activities and strategies should always meet and exceed the rigor found on assessments; students should be challenged in the classroom, not by high-stakes tests.

In the absence of a written curriculum, for developmental purposes, the district should identify suggested strategies of varying quality and rigor, and note evidence of differentiating to meet individual student needs.

**Suggested Resources and Materials.** Every book, recommended professional resource, audiovisual aid, technological enhancement or program, and other resource should be listed or linked (after ensuring teachers have all that are necessary) in the guide and be referenced by objective/strategy within a lesson or unit, after it has been screened for rigor, quality, developmental appropriateness, and alignment with the content, contexts, and cognitive types of the objectives. All suggested materials and resources should be analyzed for deep alignment to the curriculum and the tests in use; modifications to improve alignment should also be included.

**Suggested Student Activities and Assignments.** These can be added over time, but the purpose of including suggested student activities is to provide teachers with an idea of what high quality, rigorous engagement looks like. These can also serve as authentic assessments when provided with a specific rubric.

**A.3.5:** Reflect in the design of the curriculum the expectation that instruction will be differentiated to accommodate individual student needs (academic—curricular differentiation) and learning styles (instructional differentiation). This requires supporting fluid groupings of students (pairs, small groups, etc.), Response to Intervention (RtI), in addition to the basic suggestions for reteaching as well as enrichment within the guides themselves. Also include the curriculum design components and characteristics that reflect the district philosophy and beliefs concerning effective curriculum delivery. Make these expectations a part of the curriculum documents, rather than stand-alone documents.

**A.3.6:** Take steps to assure that all courses (core and non-core) taught at all levels across the district have a corresponding written curriculum. Set priorities, beginning with core content areas, for curriculum development. This will be a major undertaking and may take three years to complete, depending on the availability of outside assistance.

Ascertain that every district course is board approved and included in the official course list, indicating which courses are offered at all levels.

**A.3.7:** Engage in a deep alignment analysis to ensure the objectives, resources, and strategies included in curriculum guides are deeply aligned to the tests in use. Research the methods and ideas presented in the book, *Deep Curriculum Alignment*, by English and Steffy (2001), or consider contracting for a deep curriculum alignment training to gain the skills necessary to analyze and deconstruct released test items, for information on how to successfully prepare for current and future tests in use, and to more successfully anticipate the direction in which the test is moving. This will assist the district in predicting where the state assessments and other external assessments are going and increase student success on current and future forms of the tests in use, by ensuring that the content, context, and cognitive types encountered on any tests are an integral part of daily instruction without compromising rigor, active student engagement, and hands-on problem solving.

**A.3.8:** Establish a process to ensure that ALL texts, instructional materials, ancillary resources, and assessment tools for all courses that are offered, including interventions and adopted commercially produced programs, are screened for quality, rigor, and alignment to the curriculum and district expectations for delivery in all three dimensions (content, context, cognition), approved by the administration, and presented to the board for adoption prior to purchase.

Whenever possible, integrate the district's expectations for instruction with strategies and approaches that are most effective with diverse populations. When these are integrated into all core and non-core courses, it is more likely to become an institutionalized expectation and practice.

**A.3.9:** Prepare trainings for teachers in using and effectively implementing the Curriculum, using the instructional model (**A.1.12**) as the context for delivering the guides.

**A.3.10:** Develop an administrative guideline attached to new board policy that requires alignment of any proposed instructional program to the district prior to adoption, purchase, and/or implementation. The procedure should apply to all instructional programs, whether recommended for implementation at the classroom, campus, or district level. The administrative guidelines should outline the process of alignment in content, context, and cognitive type to the Ohio Learning Standards.

### ***III. Curriculum Implementation and Monitoring***

#### **Instruction**

Instructional delivery is a critical part of promoting high expectations for students, and achieving deep alignment between the written and taught curriculum. Teachers, particularly inexperienced teachers, must be provided support in selecting ways to teach the assigned objective(s). Flexibility should be allowed in how teachers approach a particular objective, but a well-developed district-adopted instructional model provides teachers with invaluable, research-proven suggestions. Instructional strategies should incorporate content and process standards for each objective as well as those contexts and cognitive types known to be part of the assessment structure in use. Recommended instructional strategies should incorporate a mastery learning approach, which provides for differentiation based on informal and diagnostic assessment, along with reteaching and sufficient practice to embed new learning into long-term memory. Differentiation includes strategies for remediation, sheltering content for access by English Language Learners, enrichment, and strategies that are effective with at-risk student populations. A district-adopted instructional model is explicitly incorporated within curriculum design rather than being a stand-alone add on.

The auditors found no direction in policy, job descriptions, observation, or evaluation protocols for district expectations of an instructional model. There was no common understanding of expectations for instructional practice across the district. In their visits to classrooms throughout the district, auditors found instructional practices were varied and in cases, high quality, but inconsistently so. The rigor, however, was not reflective of the higher level types of cognition.

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.3.6:** Direct the superintendent (or designee) to review research-supported instructional strategies that are effective with all student populations (such information available from CMSi). Require this review of research to focus especially on those characteristics that have been shown to improve student achievement, such as vocabulary development and cognitively engaging instruction.

**G.3.7:** Direct the superintendent (or designee) to develop administrative guidelines that define the instructional model(s) to be adopted in classrooms throughout the district.

**G.3.8:** Direct the superintendent (or designee) to regularly evaluate the effectiveness of curriculum delivery across the district. Such an evaluation should use data from multiple sources: formative assessments, summative assessments, all monitoring data from principals, and data from the teacher evaluation instrument.

**G.3.9:** Draft and adopt the policies and administrative guidelines described above; direct the superintendent to ensure their implementation.

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.3.11:** Assist the board of education in developing the policies described above.

**A.3.12:** Assure consistency in curriculum implementation. Train teachers in use of the new curriculum documents, and support them in using the documents to guide instruction. Assure that the curriculum is used in a context that prioritizes student needs above all else; the most effective instruction is responsive to students at an individual level.

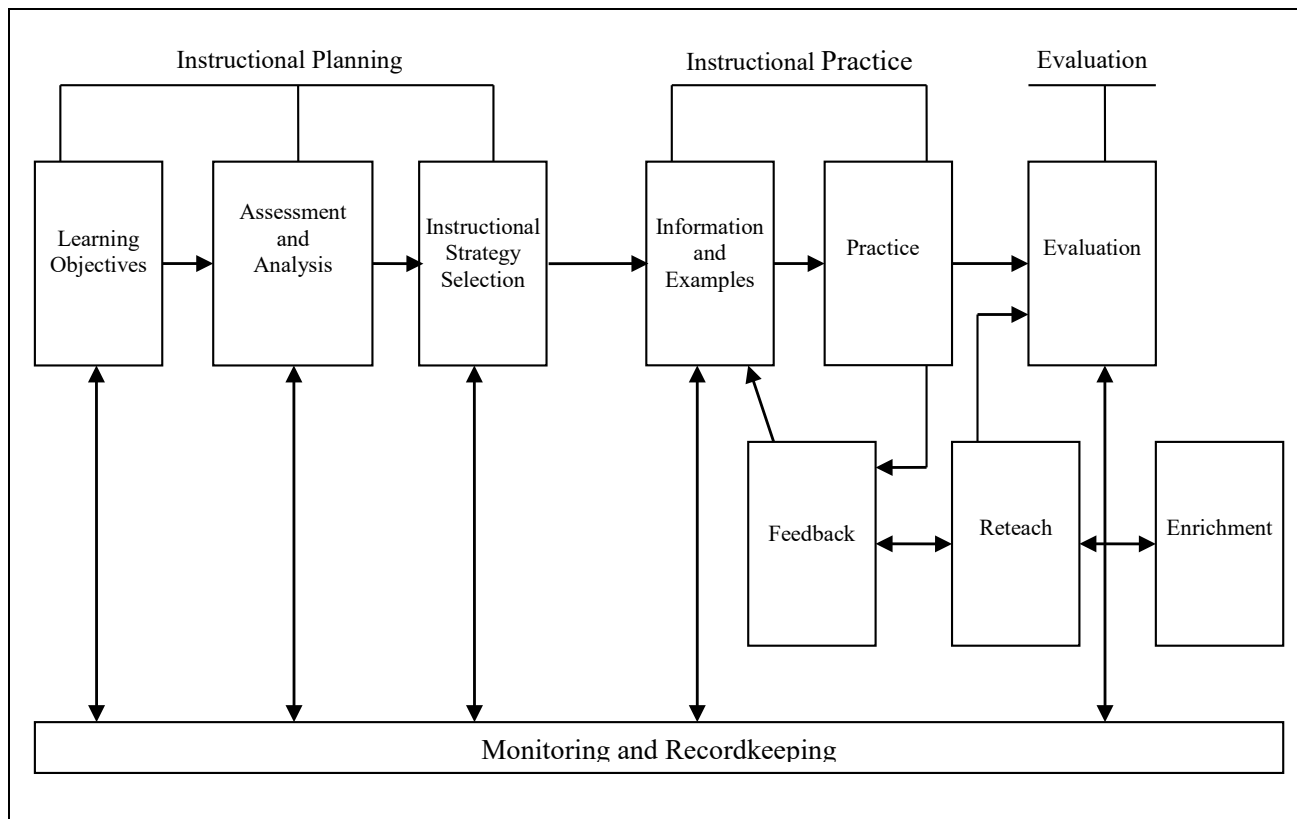
**A.3.13:** Define the instructional model expected to be used in classrooms across the district. This is *not* intended to be a prescriptive, tightly held requirement. Rather, the instructional model is intended to provide a clear picture of what district leaders want and expect effective and rigorous instruction to look like. The model should encompass the following:

- 1. Strategies/Approaches.** Describe the ways in which district-adopted curriculum is expected to be delivered. In other words, the types of teaching practices district leadership expect to see and that are proven effective should be specifically described in writing and adopted in policy to ensure implementation. Strategies are loosely held, but this is intended to outline those strategies and approaches the district considers congruent with the philosophy of teaching and learning. Suggested practices should be research-based, developmentally appropriate as well as relevant, and might include:
  - Ensuring that the learning objective and language objective are evident to students and that the students understand what they should be able to know and do.
  - Implementing higher-order questioning that helps students see the “big picture” of the concepts, knowledge, and skills being taught, as well as facilitating a deeper understanding on the part of students.
  - Differentiating instruction to meet the individual needs of all students.
  - Using small group activities, paired tasks, and cooperative learning strategies.
  - Comparing/contrasting new concepts, knowledge, skills, with concepts, skills, and experiences already familiar to students.
  - Engaging students in experimental inquiry, problem-solving, and investigation—all hands-on methods of applying or discovering new knowledge and concepts.
  - Having students set their own learning goals, develop strategies for attaining them, and monitor their own progress toward meeting those goals.

- Engaging students in metacognitive activities, whereby they analyze their own thought processes in approaching test questions, assignments, new information, etc.
- Using non-linguistic ways to support comprehension of, identification with, and the retention of new concepts or knowledge, such as pictures, graphic organizers, outlines, etc.<sup>2</sup>
- Tailoring instruction to the cultural, economic, and linguistic diversity present in every classroom, recognizing and valuing differences and similarities and emphasizing the benefits of cultural and linguistic pluralism.

**2. Instructional Planning and Monitoring of Learning.** Describe expectations for how teachers are to use student performance/achievement data to plan instruction based on their specific academic needs. Consider the Mastery Learning Model as a possible model for planning and executing instruction, using a variety of strategies and approaches that the teacher is comfortable with. The Mastery Learning Model requires close monitoring of student learning that is data-based, and relies on flexible, small student grouping to deliver the exact teaching that those students need, rather than relying on whole group, one-size-fits-all approaches. This model is presented in **Exhibit R.3.1**.

**Exhibit R.3.1: Mastery Learning Model**



2 For more information, see Downey, C., English, F., Steffy, B., Frase, L., & Poston, W. (2003). Fifty Ways to Close the Achievement Gap.

See also Marzano, R., Gaddy, B. & Dean, C. (2001). What Works in Classroom Instruction. May be downloaded from <http://www.mcrel.org/topics/products/110/>



Require the monitoring of curriculum delivery to include monitoring of teaching strategies and practices expected to be used in the classroom. The aim is to provide teachers with specific feedback regarding what type of strategies they are using, their effectiveness, and how a strategy could have been more effective or how perhaps another could have been used to improve student achievement.

**A.3.14:** As part of the instructional model, incorporate the expectation for differentiating instruction in the classroom to meet individual student needs. Differentiation occurs in two important ways: differentiating the content or objective an individual student needs to learn based on where they are in the overall sequence of learning and differentiating the type of activity or performance product the student is expected to accomplish or create. Both types of differentiation are important, but teachers must learn the difference and apply one or the other or both as needed with each individual child, based on the individual child's need. A critical part of differentiating effectively is access to a battery of skill-specific diagnostic assessments that give teachers key information on whether a student has mastered a targeted concept or skill.

**A.3.15:** Communicate the expectations for adherence to the instructional model widely. Integrate throughout all discussions and meetings concerning curriculum delivery the need to not only verbally espouse high expectations for all students and respect and appreciation for cultural, ethnic, linguistic, and economic diversity, but to model it faithfully in every classroom every day.

The definition and adoption of a research-based, student-centered, rigorous instructional model will assist the district in moving forward with improving instruction and student achievement.

### Monitoring

Monitoring is the primary means by which district leaders evaluate the degree to which curriculum is delivered with fidelity, and that the instructional model is likewise reflected in classroom activities and instruction. Monitoring is a critical facet of effective implementation. It is about supporting and facilitating quality and effective curriculum delivery, not just looking for it. No matter who is involved in monitoring (it can be carried out by multiple positions within a building and even by teachers amongst themselves), the principal should remain the instructional leader on the campus.

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.3.10:** Revise the principal and superintendent's job descriptions and board policy to include more specific expectations for monitoring. These expectations must:

1. Define all purposes of monitoring;
2. Specify who is monitoring for what and how those responsibilities are interconnected. For example, if department chairs share in monitoring responsibilities, how/when are their findings or observation data shared with the principal? What kind of feedback should they share with district-level curriculum staff? How is this to occur and how frequently? Ensure that the building principal remains the key instructional leader in the building, and require him/her to oversee all monitoring that occurs by other staff members;
3. Specify what type of data are to be collected for each purpose, and with what methods;
4. Indicate which data are intended to be collected district-wide for district-level feedback (such as for determining the effectiveness of a professional development initiative), and which data are to be used for teacher evaluation, coaching, and instructional improvement within the building. All monitoring data should be reported to a single department, rather than split

across individual departments. Gathering instructional walk-through data is about collecting information regarding the effectiveness and alignment of the delivered curriculum, not an evaluation of teachers, so this should be seen primarily as a curriculum-related function.

5. Consider two other purposes and types of monitoring that supplement the non-supervisory classroom walk-throughs: trend data collection and examining student work data collection for calibrating student work. This is simply classroom observational data collected frequently over time to see if dominant teacher and student activities, the objectives taught, and the student work displayed all reflect the district's instructional model and expectations for rigor. Examining student work is a method for collecting student work to calibrate it against district and state standards and expectations to check alignment and determine whether the work is on, above, or below level. All three methods for collecting data are for different purposes, and all three comprise one facet of monitoring that contributes to valuable feedback for decision making.

**G.3.11:** Direct the superintendent to revise supervision and evaluation procedures to be consistent with the district's instructional model.

**Administrative Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Superintendent:

**A.3.16:** Require monitoring to be the primary responsibility of the principal, in keeping with his/her role as an instructional leader. When monitoring, district leaders should not only keep the learner objectives and effective strategies in mind, but the instructional model, as well, focusing reflective questions on those aspects of the model the administrators deem appropriate or desirable.

**A.3.17:** Revise walk-through observation tools and evaluation procedures to be consistent with the newly adopted instructional model.

**A.3.18:** Once the new instructional model has been incorporated into regular classroom practice, consider adding additional classroom observation processes (in addition to walk-throughs), as described above, to specifically evaluate the student artifacts and objectives being used in each classroom, in a collaborative, non-threatening context that can even be performed by teachers. Consider something like the *Examining Student Work* program to enable teachers and building leaders to gauge the level of student work in the school, and determine if it is appropriately on-level and cognitively challenging. This process will also assist teachers in evaluating the work they assign in their classrooms (a loosely held component), particularly those activities and resources that are commercially produced.

### Professional Development

The purpose of a quality professional development program is to increase staff effectiveness and student achievement. This is accomplished by developing the skills of teachers, administrators, and support personnel in effective design and delivery of the curriculum. Professional development is a key factor in ensuring the alignment of the written, taught, and tested curriculum. A comprehensive professional development program is based on district goals prioritized and implemented over a stated period. Special emphasis must be placed on training teachers and principals to employ instructional strategies that meet the needs of all students and to implement the adopted instructional model to support differentiation and student-responsive teaching. A comprehensive professional development program also requires regular evaluation of the professional development approaches and content to determine if student achievement has improved based on the training and approaches used. An

effective professional development program is also linked to a teacher appraisal program designed to provide teachers with constructive feedback to improve classroom performance. Refer to **Recommendation 4** for more information on professional development.

#### ***IV. Assessment***

In effective school systems, all administrators and teachers know how to analyze important trends in the instructional program, as well as areas of strength and weakness by classroom, student groups, and individual students. School Leaders make frequent use of assessment data to design classroom instruction aimed at improving student achievement. Various forms of data are used to identify needs that can inform decision making at both the school and district levels.

Effective school systems have clear steps to follow when students are not meeting grade-level expectations. Such systems clearly identify what the expectations are and what they look like when mastered, what tools are used to determine mastery of those expectations, how to interpret the data from those assessment tools, and what to do when mastery is not achieved. Accordingly, interventions are identified for use with students who require additional assistance to attain mastery, and guidelines for acceleration are provided for those students who perform above grade-level expectations.

In the Milton-Union Exempted Village School District, the auditors found board policies, plans, and job descriptions did not meet audit criteria to direct student assessment and the use of data to address student needs and improve student achievement (see **Findings 4.1** and **4.2**) Planning for a comprehensive assessment program was not in place to provide feedback to students, parents, teachers, and administrators with results of student attainment of expected outcomes (see **Finding 4.1**) Auditors found the scope of student assessment was inadequate to evaluate the taught curriculum in core and non-core courses to provide sufficient data for making sound curricular decisions (see **Finding 4.2**).

Without a comprehensive plan for student assessment, the district does not have critical linkages with the curriculum (see **Finding 4.1** and **4.2**) and, therefore, direction for producing desired learning outcomes. The leadership of the Milton-Union Exempted Village School District needs to consider, as a priority, design and implementation of a comprehensive student assessment planning process to include specific actions for the use of data for improvement of student achievement.

**Governance Functions:** The following actions are recommended to the Milton-Union Exempted Village School District Board of Education:

**G.3.12:** Direct the superintendent to strengthen policy language to require that assessment planning occur, and include the characteristics outlined in **A.3.19**.

**G.3.13:** Establish a timeline for assessment reports to the board; reports should include data on subgroup performance (Gender, SPED, Gifted/Talented, ethnic, or ELL designations).

**Administrative Functions:** The following actions are recommended for consideration to the Milton-Union Exempted Village School District Superintendent:

**A.3.19:** Develop a Students Assessment and Program Evaluation plan that aligns to the Strategic Plan and addresses the criteria in **Exhibit 4.1.4**.

**A.3.20:** Develop formative assessments, common across the system, that more deeply align with the *Ohio State Test* and existing state standards, and that reflect the levels of cognition and type of student performance desired by district leaders. Link assessments to the curriculum so teachers know what is available for every unit.

**A.3.21:** Provide additional diagnostic tools and assessments for all content areas where none currently exist, specifically non-core content areas; these should be more authentic and aligned to the philosophy of assessment for learning.

These assessment tools will provide teachers with diagnostic data on what skills, concepts, and knowledge students have mastered or are still lacking, so that instructional decisions may be made that target those deficiencies and teaching is never redundant. Include diagnostic assessments that target specific skills to round out the battery of assessments teachers can use to constantly monitor student progress toward mastery of a discrete concept, skill, or objective. All assessments used in the district, whether classroom-based or district-level, should integrate a variety of student modes of response and performance-based items, as well as incorporate multiple types of cognition.

The assessments should be concise and yield the needed information in a very brief span of time—a few days, at the most. Ideally, the assessments could be quickly scored at each campus, so teachers receive the data immediately and can adjust instruction accordingly. These formative assessments also allow teachers to monitor every individual student’s progress toward mastering the intended curriculum; each student’s performance on the state tests will no longer be a surprise or guessing game.

**A.3.22:** Establish clear expectations for administrators and teachers in board policies, administrative guidelines, and job descriptions on use of assessment data for diagnosing student needs, evaluating student progress, determining curriculum and program effectiveness, and making all operational decisions.

These recommendations, if implemented within six months to two years, should give the district a means of ensuring consistent, appropriate use of data to assess student progress, analyze results, and ensure such results are used to make sound decisions about curriculum and instruction. Additionally, assessment and evaluation data will be available for informing students, parents, and other stakeholders of the effectiveness of district staff in educating their students.

In conclusion, attention to the three essential components of effective school districts, the written, taught, and assessed curriculum, will assure that Milton-Union Exempted Village School District students will attain exemplary levels of achievement compared not only to other Ohio school districts, but across the U.S. as well. With the community support and student-centered instruction available in Milton-Union Exempted Village School District, the district has all the tools it needs to excel.

**Recommendation 4: Develop a district staff development plan that incorporates an emphasis on growth in curriculum design and delivery, effective classroom strategies that align with district expectations, and ongoing professional growth among all employees focused on annual district student achievement goals.**

The goal of a quality professional development plan is to increase student achievement. This is accomplished by developing the skills of teachers, administrators, and support personnel in the effective delivery of the curriculum, utilizing instructional strategies that meet the needs of all students. A comprehensive professional development plan is long-term, focused on student achievement data, and based on curriculum and district goals.

In Milton-Union Exempted Village School District, auditors found board policies to be absent that would have directed an effective and meaningful professional development program. Although ample professional development takes place in the district, much of the training is site-based, and the content of trainings is often a building level decision. Nor was evidence provided to link professional growth of staff to student achievement. Additionally, no one person has responsibility for oversight of professional development across the district (see **Finding 3.3**).

The auditors recommend the following steps to strengthen the district professional development program in Milton-Union Exempted Village School District.

**Governance Functions:** The following actions are recommended to the Board of Education of Milton-Union Exempted Village School District:

**G.4.1:** Direct the superintendent to present to the board for review and adoption a policy that provides a framework for a comprehensive professional development plan that directs staff development efforts, fosters an expectation for professional growth, and is for all employees.

**G.4.2:** Direct the superintendent to develop district comprehensive professional development plan to meet audit criteria (see **Exhibit 3.3.1**) and coordinate with the district curriculum management plan (see **Recommendation 3**), district and school improvement plans, and the district technology plan.

**G.4.3:** Direct the superintendent to revise teacher and principal appraisal instruments to provide focus on the improvement of instruction and follow-through with professional development training.

**G.4.4:** Allocate funds to support district-wide professional development to promote consistency in the educational program.

**G.4.5:** Monitor annual reports to the board concerning the improvement of instruction and its impact on student achievement.

**Administrative Functions:** The following actions are recommended to the Superintendent of Milton-Union Exempted Village School District:

**A.4.1:** Develop for board consideration a draft of a comprehensive professional development policy for all employees, which will support the design and delivery of curriculum and district priorities.

**A.4.2:** Develop administrative regulations to implement the above policy, including an administrative procedure that provides guidelines for monitoring the quality of instruction.

**A.4.3:** Assign responsibility for the development and overall coordination of a comprehensive professional development plan based on audit criteria found in **Exhibit 3.3.1** to the Director of

Curriculum and Instruction (see **Recommendation 2**). Revise job descriptions to clearly define professional development responsibilities at the district and school level.

**A.4.4:** Develop the district comprehensive professional development plan to build staff capacity, support district priorities, provide district-wide coordination, and increase student achievement. The plan should include the 18 audit criteria for professional development provided in **Exhibit 3.3.1**. The plan should accomplish the following:

- Limit professional development to three to five major topics over a time period of three to five years. Consider topics that might focus on curriculum implementation, expected instructional strategies, student engagement, the use of technology to support the delivery of the curriculum, and the use of formative and summative assessment data to inform lesson planning to increase student achievement. Such training should be required of all administrators, teachers, and appropriate support staff with corresponding follow-up procedures.
- Provide guidelines to principals clarifying how central office and school-based professional development efforts will be integrated to support curricular, technological, organizational, and instructional initiatives.
- Require evaluation of the effectiveness of staff development activities to determine if they are cost effective in increasing teacher capacity and improving student achievement.
- Make provisions for follow-up training to reinforce teachers' mastery of instructional strategies learned in staff development activities.

**A.4.5:** Align the professional development plan with the district curriculum management plan (see **Recommendation 3**), district and school improvement plans, and the district technology plan.

**A.4.6:** Analyze how training will be delivered:

- Determine who will be the trainers and how training will be managed if school-site personnel are utilized.
- Provide trainers with extensive training in curriculum content, in the instructional strategies teachers are to emulate, and in group presentation skills.
- Use training strategies that model competencies and methodology that teachers are to utilize with students, including follow-up application of learned skills or strategies.
- Include instructional strategies to meet differential needs of all disaggregated groups of students without lowering expectations.

**A.4.7:** Provide training to district and school administrators in monitoring the delivery of the curriculum and in supporting professional development efforts (see **Recommendation 3**). Include training in a comprehensive walk-through process that incorporates the following:

- The process is a research-based model that addresses the difference in skill levels of teachers through direct, dependent, and independent responses.
- The process utilizes frequent, short classroom observations.
- The process is not dependent upon an activity checklist.
- The process provides for reflective thought and dialogue.

Hold administrators accountable for monitoring through their performance evaluations.

**A.4.8:** To effectively monitor the implementation of the professional development plan and training activities, consider the following:

- Provide central office oversight of all training efforts by district departments, schools, and individual staff members. A district clearinghouse function is vital to consistent and coordinated professional development. Develop a comprehensive tracking system to enable district personnel to access all professional development session information.
- Revise training content and strategies as the written curriculum is updated. Supervise the trainers' presentation of content and methodology.
- Hold building level professional development teams accountable for maintaining a professional development schedule and training content and for ensuring that district professional development takes place. Finally, hold individual employees accountable for attendance, participation, and use of the training information.

**A.4.9:** Evaluate the professional development program:

- Collect sustained and coordinated personnel needs assessments for all employee groups.
- Utilize the supervisor findings as employees are monitored through consistent walk-through instruments and employee appraisal systems.
- Collect disaggregated student achievement data by class, grade, school, district, and subgroup.
- Perform program evaluations based on student data over meaningful periods of time.
- Require comprehensive training evaluation data from participants and trainers.

**A.4.10:** Report annually to the board on the impact of professional development and teacher appraisal on student achievement.

### Summary

These recommendations, when fully implemented, should allow the district to experience improvements in job performance related to instruction and increases in student achievement. Additionally, the steps will support creation of a systemic approach to professional development while also supporting progress at the departmental and building levels.

**Recommendation 5: Revise and implement a district technology plan to support the management and equitable use of instructional technology across the district and to enhance student learning and staff productivity. Clearly identify expectations for technology usage in classrooms, and provide adequate professional development and oversight to ensure its implementation and links to student learning.**

Technology planning in an effective school district leads to technology implementation that supports deeper, more meaningful learning and, thereby, increases overall student achievement. The systemic, efficient integration of technology into curriculum and instruction additionally serves as a model for students to view technology as a crucial component in future careers. Technology also serves important roles in district business and management functions. Appropriately funding and directing the equitable use of technology throughout the school district is an essential part of successful management and control. A written plan that outlines expectations, goals, guidelines, and evaluation protocols for the use and integration of technology is a productive means of ensuring consistent implementation across the district.

Auditors found that the Milton-Union Exempted Village School District does not have an updated comprehensive technology plan that meets audit criteria. Board policies and district job descriptions are limited in relation to guidance and responsibility connected to technology for the outcome and improvement of student learning (see **Finding 5.2**).

**Governance Functions:** The following actions are recommended to the Board of Education of Milton-Union Exempted Village School District:

**G.5.1:** Require through board policy a schedule be established for reporting evidence of the effectiveness of technology use to the board and other decision makers. Require that effectiveness be calculated in terms of impact on student achievement.

**G.5.2:** Establish an annual reporting cycle for administrators to present results that include student performance data linked to the goals and objectives of the technology plan, as well as recommendations to continue, modify, or terminate practices.

**G.5.3:** Approve funding for instructional technology, related professional development, maintenance, and sustainability based on completed needs assessments, information regarding alignment with the curriculum, student performance data, and the criteria in **A.5.1**.

**Administrative Functions:** The following actions are recommended to the Superintendent of Milton-Union Exempted Village School District:

**A.5.1:** Direct the Director of Technology to establish a committee to revise the Milton-Union Exempted Village School District Technology Plan, and require collaboration, input, and feedback from key stakeholders (e.g., representative leadership from, at minimum, curriculum and instruction, technology, and school site personnel). All of the technology program criteria found in **Exhibit 5.2.1** should be revised and updated with the following components the most urgent:

- A comprehensive view of technology exists for both instructional technology and staff level management.
- A needs assessment has been completed and evaluated.
- Measurable student goals and objectives exist, which align with student learning expectations.



## RECOMMENDATIONS

- Comprehensive staff trainings are offered with measurable standards for equipment, application, and technology.
- The role of the school library is stated.
- An implementation budget has been identified.
- A maintenance budget has been identified.
- Technology site plans are aligned with district plans.

**A.5.2:** Require that district curriculum documents include recommendations for the effective use of instructional technology to assist students with learning.

**A.5.3:** Align classroom technology use for instruction and learning with instructional expectations. Consider incorporating active classroom technology use as part of the teacher evaluation protocol.

**A.5.4:** Post the position and hire at least one digital learning specialist to assist with ongoing professional development for teachers and staff on best practices for integrating technology into classroom instruction.

**A.5.5:** Provide professional development for teachers and staff on the SAMR Model for fully integrating technology into student learning (see **Exhibit 5.2.4**).

**A.5.6:** Provide professional development for program administrators and principals on identifying effective technology use in the classroom.

**A.5.7:** Provide professional development for teachers and staff on effective practices in utilizing the district-wide learning management system.

**A.5.8:** Provide professional development for teachers, staff, administrators, and principals on how to utilize management technologies for housing data, curriculum, lessons, assessments, evaluations, and student work.

The implementation of the given recommendations will advance the overall management of technology and productivity of district personnel within Milton-Union Exempted Village School District. Furthermore, the plan will enhance instructional models to more fully integrate the technology into student learning and, therefore, increase achievement levels. This recommendation should be complete within 6 to 12 months from receipt of the audit report.



## Appendices

### Appendix A: Auditors' Biographical Data



#### David Surdovel, MEd

David Surdovel has served in the role of Director of Mathematics & Curriculum Management in Tomball Independent School District since 2016 and previously held titles of Curriculum Director of Mathematics and Science, Executive Coordinator of Science, Technology, Engineering, and Mathematics (STEM), Coordinator of K-12 Mathematics, Instructional Specialist of Secondary Mathematics and Social Studies, and Assistant Principal. He was accepted into the Educational Leadership Doctoral program at Sam Houston State University in 2021 and elected as the Vice President of the Texas Association of Supervisors of Mathematics (TASM) in 2020. He serves on the state review committee for the Presidential Awards for Excellence in Mathematics and Science Teaching (PAEMST) and was recognized with the “Shining Star” Professional Employee of the Year Award in 2010. Prior to moving to Texas, Mr. Surdovel gained experience in a multitude of educational settings at the K-12 and collegiate levels in both suburban and urban settings in New York, including positions of adjunct graduate lecturer, academic liaison, instructional coach, and mathematics teacher in the New York City Department of Education and The City College of New York. Mr. Surdovel was recognized for his service to public education in 2007 with the Phi Delta Kappa/Pace University Leo Weitz “Master Teacher” Award. He received his BA from Marist College in Poughkeepsie, NY, and his MS and MEd degrees from Pace University in New York, NY. He completed his Curriculum Management Audit training through Curriculum Management Systems, inc. in Austin, Texas, in 2015 and has served on audits in Connecticut, Iowa, Maryland, Pennsylvania, Texas, and Washington.



#### Marcia McMahan, EdD

Marcia McMahan has 37+ years of education experience. She has served as a middle school social studies teacher, assistant principal, elementary school principal, Executive Director for Curriculum, Instruction, Evaluation, and Compliance, Regional Education Service Center Specialist, and Assistant Superintendent for various school districts in Texas. She is a national leader in school board growth and transformation, coaching school board members across the nation to develop their leadership by focusing on what matters most: student outcomes. As Vice-President of Tenet Leadership, she supports school districts and charter organizations across the nation in governance practices as well as district and campus turnaround efforts. Her area of expertise is curriculum alignment, instructional design and assessment development. Over her career, she has presented at both state and national conferences and has been published twice in the *American Association of School Administrators Journal*. Currently, she serves as a Texas Education Agency monitor/conservator and grant application reviewer.

Dr. McMahan received her BS from Mississippi State University and both her MS and EdD from the University of Houston-Clear Lake. She resides with her husband and family in Friendswood, Texas.

**Susan N. Van Hoozer, MEd**

Sue Van Hoozer has been an educator for over 40 years. She was a teacher at the elementary level and taught developmental and remedial reading in middle school and high school in several districts in Texas. Mrs. Van Hoozer was an elementary principal, high school assistant principal, and high school principal in San Angelo, Texas. She worked in human resources and served as Executive Director of Schools, supervising principals, for the San Angelo Independent School District. Mrs. Van Hoozer worked as an Administrative Services Specialist for Education Service Center, Region 15, in San Angelo, Texas, where she provided technical assistance and professional development for principals, superintendents, and school trustees. She also taught in the Education Department at Angelo State University in San Angelo, Texas.

Mrs. Van Hoozer received her BS and MEd degrees from Angelo State University. She completed audit training in Tucson, Arizona, in 2004, and has served as an auditor in Texas, California, Virginia, Mississippi, Wisconsin, Minnesota, New York, Kentucky, Arkansas, Arizona, Idaho, Michigan, Ohio, Missouri, and Washington.

## Appendix B: Audit Methodology

### The Model for the Curriculum Audit™

The model for the Curriculum Audit™ is shown in the schematic below. The model has been published widely in the national professional literature, including the best-selling book, *The Curriculum Management Audit: Improving School Quality* (1995, Frase, English, Poston).



### A Schematic View of Curricular Quality Control

General quality control assumes that at least three elements must be present in any organizational and work-related situation for it to be functional and capable of being improved over time. These are: (1) a work standard, goal/objective, or operational mission; (2) work directed toward attaining the mission, standard, goal/objective; and (3) feedback (work measurement), which is related to or aligned with the standard, goal/objective, or mission.

When activities are repeated, there is a “learning curve,” i.e., more of the work objectives are achieved within the existing cost parameters. As a result, the organization, or a subunit of an organization, becomes more “productive” at its essential short- or long-range work tasks.

Within the context of an educational system and its governance and operational structure, curricular quality control requires: (1) a written curriculum in some clear and translatable form for application by teachers in classrooms or related instructional settings; (2) a taught curriculum, which is shaped by and interactive with the written one; and (3) a tested curriculum, which includes the tasks, concepts, and skills of pupil learning and which is linked to both the taught and written curricula. This model is applicable in any kind of educational work structure typically found in mass public educational systems, and is suitable for any kind of assessment strategy, from norm-referenced standardized tests to more authentic approaches.

The Curriculum Audit™ assumes that an educational system, as one kind of human work organization, must be responsive to the context in which it functions and in which it receives support for its continuing existence. In the case of public educational systems, the support comes in the form of tax monies from three levels: local, state, and federal.

In return for such support, mass public educational systems are supposed to exhibit characteristics of rationality, i.e., being responsive to the public will as it is expressed in legally constituted bodies such as Congress, state legislatures, and locally elected/appointed boards of education.

In the case of emerging national public school reforms, more and more this responsiveness is assuming a distinctive school-based management focus, which includes parents, teachers, and, in some cases, students. The ability of schools to be responsive to public expectations, as legally expressed in law and policy, is crucial to their future survival as publicly-supported educational organizations. The Curriculum Audit™ is one method for ascertaining the extent to which a school system, or subunit thereof, has been responsive to expressed expectations and requirements in this context.

## Standards for the Auditors

While a Curriculum Audit™ is not a financial audit, it is governed by some of the same principles. These are:

### Expertise

CMSi-certified auditors must have actual experience in conducting the affairs of a school system at all levels audited. They must understand the tacit and contextual clues of sound curriculum management.

The Milton-Union Exempted Village School District Curriculum Audit™ Team selected by the Curriculum Management Audit Center included auditors who have been Regional Service Center Directors, assistant superintendents, executive directors and directors, principals and assistant principals, as well as elementary and secondary teachers in public educational systems in several locations, including New York and Texas.

### Independence

None of the Curriculum Audit™ Team members had any vested interest in the findings or recommendations of the Milton-Union Exempted Village School District Curriculum Audit™. None of the auditors has or had any working relationship with the individuals who occupied top or middle management positions in the Milton-Union Exempted Village School District, nor with any of the past or current members of the Milton-Union Exempted Village School District Board of Education.

### Objectivity

Events and situations that comprise the database for the Curriculum Audit™ are derived from documents, interviews, site visits, and online surveys. Findings must be verifiable and grounded in the database, though confidential interview data may not indicate the identity of such sources. Findings must be factually triangulated with two or more sources of data, except when a document is unusually authoritative, such as a court judgment, a labor contract signed and approved by all parties to the agreement, approved meeting minutes, which connote the accuracy of the content, or any other document whose verification is self-evident.

Triangulation of documents takes place when the document is requested by the auditors and is subsequently furnished. Confirmation by a system representative that the document is, in fact, what was requested is a form of triangulation. A final form of triangulation occurs when the audit is sent to the superintendent in draft form. If the superintendent or his/her designee(s) does not provide evidence that the audit text is inaccurate, or documentation that indicates there are omissions or otherwise factual or content errors, the audit is assumed to be triangulated. The superintendent's review is not only an additional source of triangulation, but is considered a summative triangulation of the entire audit report.

### Consistency

All CMSi-certified curriculum auditors have used the same standards and methodology since the initial audit conducted by Dr. Fenwick English in 1979. Audits are not normative in the sense that one school system is compared to another. School systems, as the units of analysis, are compared to a set of standards and positive/negative discrepancies cited.

### Materiality

CMSi-certified auditors have broad implied and discretionary power to focus on and select those findings that they consider most important to describing how the curriculum management system is functioning in a school district, and how that system must improve, expand, delete, or reconfigure various functions to attain an optimum level of performance.

### Confidentiality

Auditors must reveal all relevant information to the users of the audit, except in cases where such disclosure would compromise the identity of employees or patrons of the system. Confidentiality is respected in all audit interviews.

In reporting data derived from site interviews, auditors may use some descriptive terms that lack a precise quantifiable definition. For example:

- “Some school principals said that...”
- “Many teachers expressed concern that...”
- “There was widespread comment about...”

The basis for these terms is the number of persons in a group or class of persons who were interviewed, as opposed to the total potential number of persons in a category. This is a particularly salient point when not all persons within a category are interviewed. “Many teachers said that...” represents only those interviewed by the auditors, or who may have responded to a survey, and not “many” of the total group whose views were not sampled, and, therefore, could not be disclosed during an audit.

In general these quantifications may be applied to the principle of full disclosure:

<b>Descriptive Term</b>	<b>General Quantification Range</b>
Some...or a few...	Less than a majority of the group interviewed and less than 30%
Many...	Less than a majority, more than 30% of a group or class of people interviewed
A majority...	More than 50%, less than 75%
Most...or widespread	75-89% of a group or class of persons interviewed
Nearly all...	90-99% of those interviewed in a specific class or group of persons
All or everyone...	100% of all persons interviewed within a similar group, job, or class

It should be noted for purposes of full disclosure that some groups within a school district are almost always interviewed in toto. The reason is that the audit is focused on management and those people who have policy and managerial responsibilities for the overall performance of the system as a system. In all audits, an attempt is made to interview every member of the board and all top administrative officers, all principals, and the executive board of the teachers’ association or union. While teachers and parents are interviewed, they are considered in a status different from those who have system-wide responsibilities for a district’s operations. Students are rarely interviewed unless the system has made a specific request in this regard.

**Interviewed Representatives of the Milton-Union Exempted Village School District**

Superintendent	Assistant Principal
Central Office Administrators	Counselors
Board Members	Teachers
Principals	Parents

Approximately 25 individuals were interviewed during the site visit phase of the audit.

**Data Sources of the Curriculum Audit™**

A Curriculum Audit™ uses a variety of data sources to determine if each of the three elements of curricular quality control is in place and connected one to the other. The audit process also inquires as to whether pupil learning has improved as the result of effective application of curricular quality control.

The major sources of data for the Milton-Union Exempted Village School District Curriculum Audit™ included the following:

<p><b>Documents</b></p> <p>These sources consist of curriculum guides, memoranda, state reports, accreditation documents, assessment information, and any other source of information and data that reveal elements of the written, taught, and tested curricula and the linkages among these elements. <u>Appendix C</u> lists all documents reviewed over the course of the audit.</p>	<p><b>Interviews</b></p> <p>The auditors conducted interviews with stakeholders throughout the district to shed light on district initiatives and documents and on the district context, as a whole. Interviews were conducted with board members, the superintendent, top administrators in the system, all building principals, several teachers, and parents. A total of 25 stakeholders were interviewed as part of the audit process.</p>
<p><b>Site Visits</b></p> <p>Site visits reveal conditions in which students are learning and the related expectations for their performance that teachers and school leaders may hold. The school context is invaluable in revealing additional areas of inconsistency that may result from a lack of alignment between district expectations and site-level implementation of those expectations.</p>	<p><b>Online Surveys</b></p> <p>Selected stakeholders (teachers, administrators, community members, parents, and students, depending on district preference) are offered a comprehensive, online survey prior to or at the time of the site visit or off-site audit (simultaneous with the submission of documentation). The intent of the survey is to offer every stakeholder an opportunity to speak to the strengths and weaknesses of the system. Samples of the questions on these surveys are available.</p>



### Appendix C: List of Documents Reviewed by the Milton-Union Exempted Village School District Audit Team

Overall	Finding(s)	Type	Document Name
1	1.1	Board Policy	Board Policy 0118 Philosophy of the Board
2	1.1	Board Policy	Board Policy 0131 Legislative
3	1.1	Board Policy	Board Policy 0171 Review of Policy
4	2.1	Board Policy	Board Policy 0171.2 Review of Policy - Philosophy and Goals
5	1.1	Board Policy	Board Policy 1100 District Organization
6	1.1	Board Policy	Board Policy 1210 Board Superintendent Relationship
7	1.1	Board Policy	Board Policy 1230 Superintendent of Schools
8	1.1	Board Policy	Board Policy 1230.01 Development of Administrative Guidelines
9	1.1	Board Policy	Board Policy 1400 Job Descriptions
10	1.1	Board Policy	Board Policy 1401 Job Description-Superintendent
11	1.1	Board Policy	Board Policy 1530 Evaluation of Principals and Other Administrators
12	1.1	Administrative Guideline	Administrative Guideline 1530 Standards-Based Principal Evaluation System
13	1.1, 2.1, 3.1	Board Policy	Board Policy 2110 Philosophy of the District
14	1.1, 5.1	Board Policy	Board Policy 2114 Meeting State Performance Indicators
15	1.1	Administrative Guideline	Administrative Guideline 2120 The School Improvement Process
16	5.2	Board Policy	Board Policy 2130 District Goals
17	1.1, 2.1	Administrative Guideline	Administrative Guideline 2131 Characteristics of an Effective Statement of Educational Outcomes
18	1.1	Board Policy	Board Policy 2132 Educational Process Goals
19	1.1, 2.1	Board Policy	Board Policy 2210 Curriculum Development
20	1.1	Board Policy	Board Policy 2211 Competency Based Education
21	1.1	Board Policy	Board Policy 2220 Adoption of Courses of Study
22	1.1, 2.1	Administrative Guideline	Administrative Guideline 2220 Curriculum Guides
23	1.1	Administrative Guideline	Administrative Guideline 2252 Strategy for Planning a Project (Job, Task, Activity)
24	1.1, 2.1, 4.1	Board Policy	Board Policy 2260 Nondiscrimination and Access to Equal Educational Opportunity
25	1.1	Board Policy	Board Policy 2260.01 Section 504/ADA Prohibition Against Discrimination Based on Disability
26	1.1	Board Policy	Board Policy 2271 College Credit Plus Program
27	4.2	Board Policy	Board Policy 2464 Gifted Education and Identification
28	1.1	Board Policy	Board Policy 2510 Adoption of Textbooks
29	1.1	Board Policy	Board Policy 2520 Selection of Instructional Materials and Equipment
30	1.1, 4.1	Board Policy	Board Policy 2605 Program Accountability and Evaluation
31	1.1, 4.1, 4.2	Board Policy	Board Policy 2623 Student Assessment and Academic Intervention Services
32	1.1, 4.1, 4.2	Board Policy	Board Policy 2623.02 Third Grade Reading Guarantee
33	1.1	Board Policy	Board Policy 3120.01 Job Descriptions

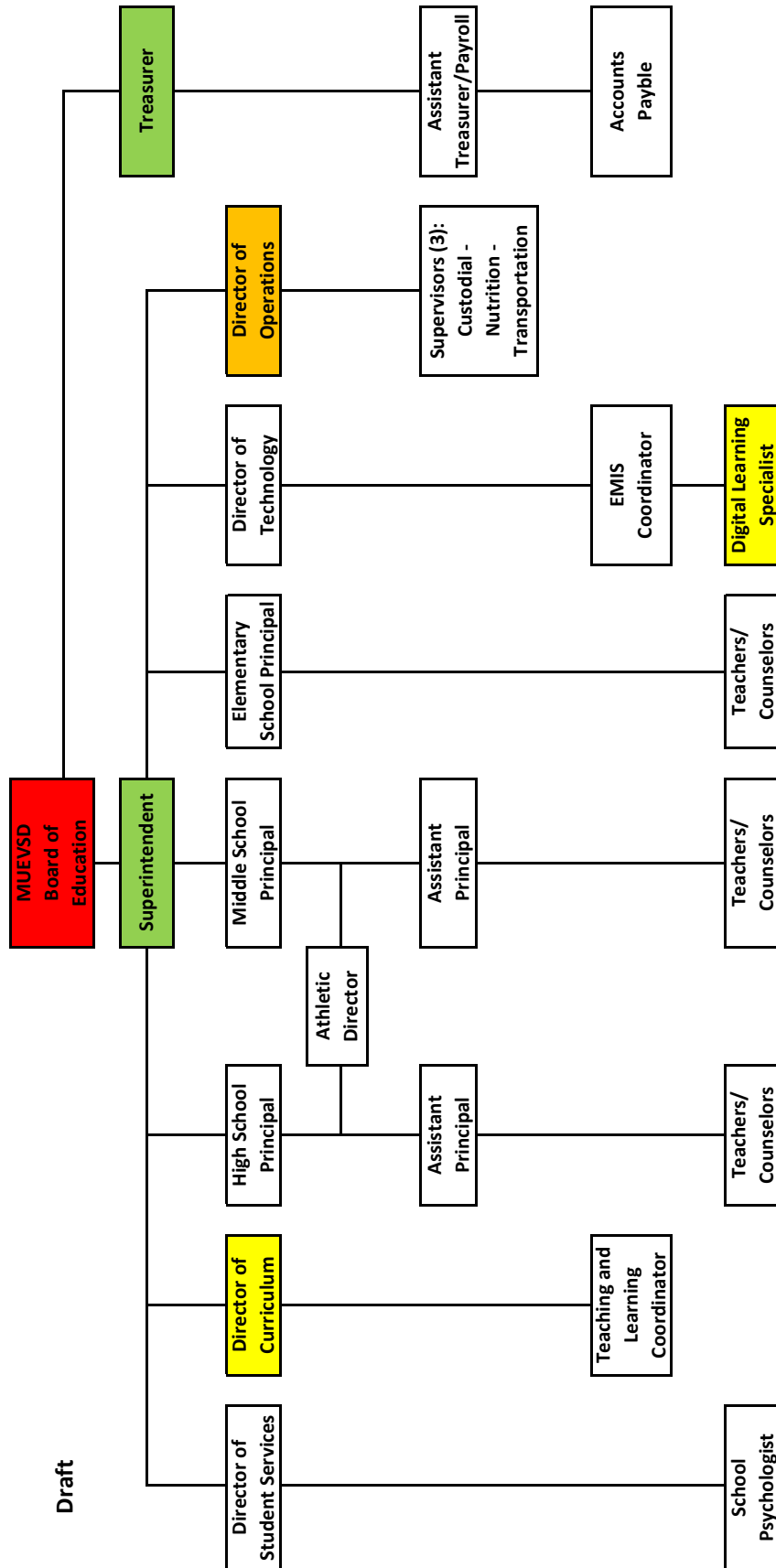
Overall	Finding(s)	Type	Document Name
34	1.1, 3.1	Board Policy	Board Policy 3220 Standards-Based Teacher Evaluation
35	1.1, 3.3	Board Policy	Board Policy 3242 Professional Development and Licensure
36	1.1	Board Policy	Board Policy 5410 Promotion, Academic Acceleration, Placement, and Retention
37	1.1, 5.1	Board Policy	Board Policy 6210 Fiscal Planning
38	1.1, 5.1	Administrative Guideline	Administrative Guideline 6220 Budget (Appropriations) Preparation
39	1.1	Board Policy	Board Policy 7100 Facilities Planning
40	1.1	Board Policy	Board Policy 7410 Maintenance
41	1.1	Board Policy	Board Policy 7440 Facility Security Board
42	1.1	Board Policy	Policy 8300 Continuity of Organizational Operations Plan
43	1.1	Board Policy	Board Policy 8400 School Safety
44	5.2	Board Policy	Board Policy 7540 Technology
45	1.1, 2.1, 3.3	Administrative Guideline	Administrative Guideline 2210A Curriculum Development
46	1.1	Administrative Guideline	Administrative Guideline 2520A Selection of Instructional Materials and Equipment
47	1.1, 4.1, 4.2	Administrative Guideline	Administrative Guideline 2623A Testing Program
48	1.1	Administrative Guideline	Administrative Guideline 3242C Six Questions for Determining the Effectiveness of Staff Development Programs
49	4.1	Website	"Ohio's Graduation Requirements" <a href="http://education.ohio.gov/Topics/Ohio-s-Graduation-Requirements">http://education.ohio.gov/Topics/Ohio-s-Graduation-Requirements</a>
50	4.1	Website	"Ohio's State Tests in English Language Arts, Mathematics, Science, and Social Studies" <a href="http://education.ohio.gov/Topics/Testing/Ohios-State-Test-in-ELA-Math-Science-SocialStudies">http://education.ohio.gov/Topics/Testing/Ohios-State-Test-in-ELA-Math-Science-SocialStudies</a>
51	5.1	Planning Document	Annual Financial Report for the year ended June 30, 2016
52	5.1	Planning Document	Annual Financial Report for the year ended June 30, 2017
53	5.1	Planning Document	Annual Financial Report for the year ended June 30, 2018
54	5.1	Planning Document	Annual Financial Report for the year ended June 30, 2019
55	5.1	Planning Document	Annual Financial Report for the year ended June 30, 2020
56	4.2	Planning Document	Building Master Schedules
57	4.1	Website	Local School District & Building Report Cards – "Report Card Resources" <a href="http://education.ohio.gov/Topics/Data/Report-Card-Resources">http://education.ohio.gov/Topics/Data/Report-Card-Resources</a>
58	1.1	Contract	Master Contract between the Milton-Union Education Association and the Milton-Union Exempted Village School District
59	1.1	Contract	Master Contract between the Milton-Union Exempted Village Board of Education and the Ohio Association of Public School Employees
60	4.1	Planning Document	Milton-Union Exempted Village School District 5Essentials Report, High School, Middle School, and Elementary School
61	4.1	Planning Document	Milton-Union Exempted Village School District Program Evaluation Model, Reading Tiered Fidelity Inventory-Elementary Level Edition
62	4.1	Planning Document	Milton-Union Exempted Village School District Reading Tiered Fidelity Inventory Data-Program Evaluation
63	4.2	Planning Document	Milton-Union Exempted Village High School Program of Study
64	2.1	Survey	Milton-Union Exempted Village School District 5Essentials Survey Report

## APPENDICES

Overall	Finding(s)	Type	Document Name
65	4.1, 4.2	Planning Document	Milton-Union Exempted Village School District Assessment Matrix
66	4.2	Planning Document	Milton-Union Exempted Village School District Grade 6-8 Course Selection Sheets
67	5.2	Planning Document	Milton-Union Exempted Village School District Technology Plan
68	4.1, 4.2	Planning Document	Milton-Union Exempted Village School District Testing Calendar
69	3.3	Planning Document	Milton-Union Needs Assessment
70	2.1	Planning Document	MUEVSD Assessment Plan
71	4.2	Planning Document	MUEVSD Elementary School Assessment Plan
72	4.2	Planning Document	MUEVSD High School Assessment Plan
73	4.2	Planning Document	MUEVSD Middle School Assessment Plan
74	3.1	Evaluation Document	Ohio Teacher Evaluation System (OTES) Teacher Performance Evaluation Rubric
75	3.1, 3.3	Planning Document	OIP District Improvement Plan
76	4.1	Website	State Testing – “Ohio’s State Tests” <a href="http://education.ohio.gov/Topics/Testing">http://education.ohio.gov/Topics/Testing</a>
77	3.2	Planning Document	Strategic Plan Vision 2023
78	1.2	Job Description	Maintenance Custodian
79	1.2	Job Description	Literacy Coach
80	1.2	Job Description	Clinic Aide
81	1.2	Job Description	Teaching & Learning Coordinator
82	1.2	Job Description	Lead Driver
83	1.2	Job Description	Operations Manager
84	1.2	Job Description	School Counselor
85	1.2	Job Description	School Nurse
86	1.2	Job Description	Maintenance Supervisor
87	1.2	Job Description	Library-Media Specialist
88	1.2	Job Description	Gifted Intervention Specialist
89	1.2	Job Description	EMIS Coordinator
90	1.2	Job Description	Director of Technology
91	1.2	Job Description	Athletic Director
92	1.2	Job Description	Administrative Secretary
93	1.2	Job Description	Treasurer CFO
94	1.2	Job Description	Transportation Supervisor
95	1.2	Job Description	Teacher
96	1.2	Job Description	Supt
97	1.2	Job Description	SLP
98	1.2	Job Description	School Psychologist
99	1.2	Job Description	Principal
100	1.2	Job Description	Head Cook
101	1.2	Job Description	Bus Driver
102	1.2	Job Description	Assistant Principal
103	1.2	Job Description	Playground Aide



Appendix D: Recommended Table of Organization



Director of Curriculum - New Position  
Director of Operations - Changed from Manager of Operations



## Appendix E: Description of Cognitive Types in Bloom's Taxonomy

Cognitive Domain	Definition of Type	Additional Clarification Comments
<b>Knowledge</b>	Includes those behaviors and test situations that emphasize the remembering, either by recognition or recall, of ideas, material, or phenomena.	Ranges from the specific and relatively concrete types of behaviors to the more complex and abstract ones, including the interrelations and patterns in which information can be organized and structured. Remembering is the major psychological process involved.
<b>Comprehension</b>	When confronted with a communication, written or oral, they are expected to know what is being communicated and to be able to market some use of the material or ideas contained in it.	Three types: translation, interpretation, and extrapolation. Emphasis is on the grasp of the meaning and intent of the material.
<b>Application</b>	Apply comprehension in a situation new to the student without prompting; requires transferring of knowledge and comprehension to a real situation.	Emphasis is on the remembering and bringing to bear upon given material the appropriate generalizations or principles.
<b>Analysis</b>	Break down the material into its constituent parts, make explicit the relationships among the elements, and then recognize the organizational principles of the arrangement and structure that holds together the communication as a whole.	Emphasis is on the breakdown of the material into its constituent parts and detection of the relationship of the parts and of the way they are organized. Not to be confused with the comprehending the meaning of something abstract (which is comprehension).
<b>Synthesis</b>	Putting together elements and parts so as to form a whole, to a pattern or structure not clearly there before.	Focus on creative ability of the student but within limits of a framework. Must draw upon elements from many sources and put these together in a structure or pattern not clearly there before. Should yield a product.
<b>Evaluation</b>	Making of judgments about the value, for some purpose, of ideas, works, solution, methods, material, etc.	Involves use of criteria as well as standards for appraising the extent to which particulars are accurate, effective, economical, or satisfying. May be quantitative or qualitative. Are not opinions but judgments based on criteria.
<i>Source: <u>Taxonomy of Educational Objectives</u>, Benjamin Bloom, Editor, Longman, 1956</i>		
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