

A Curriculum Audit™
of the
Richland School District
Richland, Washington



Visual displays and technology being used in a Badger Mountain Elementary math class to support instruction



**International Curriculum Management Audit Center
Phi Delta Kappa International**

**Operated in affiliation with
Curriculum Management Solutions, inc.
5619 NW 86th Street, Suite 500
Johnston, IA 50131**

April 2018

A Curriculum Audit™
of the
RICHLAND SCHOOL DISTRICT
Richland, Washington

Conducted Under the Auspices of
International Curriculum Management Audit Center
Phi Delta Kappa International
PO Box 7888
Bloomington, IN 47407-7888

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A Curriculum Audit™

of the

Richland School District

Richland, Washington

I. INTRODUCTION

This document constitutes the final report of a Curriculum Audit™ of the Richland School District. The audit was commissioned by the Richland School District School Board within the scope of its policy-making authority. It was conducted during the time period of February 5-8, 2018. Document analysis was performed off-site, as was the detailed analysis of findings and site visit data.

A Curriculum Audit™ is designed to reveal the extent to which officials and professional staff of a school district have developed and implemented a sound, valid, and operational system of curriculum management. Such a system, set within the framework of adopted board policies, enables the school district to make maximum use of its human and financial resources in the education of its students. When such a system is fully operational, it assures the district taxpayers that their fiscal support is optimized under the conditions in which the school district functions.

Background

Brief District History

The Tri-Cities region is the fourth largest Metropolitan Statistical Area (MSA) in the state of Washington. The Tri-Cities is located in southeast Washington and is situated at the confluence of the Columbia, Snake, and Yakima Rivers. With a population of 248,400, the major communities are Kennewick, Pasco, Richland, and West Richland.

In 1907 the first elementary school opened in Richland with 17 pupils. From that time until 1943, Benton County District #6 included the following: Richland SD #6, White Bluffs SD #7, Hanford SD #29, and Vernita SD #34. On March 10, 1943, RSD #6 was notified that the federal government was taking over the area for defense purposes. On August 2, 1943, Richland School District #400 was established, combining the Richland, White Bluffs, Hanford, and Vernita districts into one district.

Enrollment increased greatly due to the establishment of the Hanford site in 1943. Fall 1943 enrollment was 1,244 students. By Spring 1944 enrollment had nearly doubled to 2,211 students.

Currently, Richland School District serves the cities of Richland and West Richland with 10 elementary schools, 4 middle schools, and 3 high schools. Additionally, select students are served through the district's Three Rivers Homelink, Delta High School (located in Pasco, WA), and Tri-Tech Skills Center (located in Kennewick, WA). The district enrolls 13,600 students and has 1,500 employees. Total operating budget is approximately \$160,000,000. RSD is the recipient of the Washington State Quality Award—Achievement Level.

Sources: District provided documents, RSD website, Tri-Cities Chamber of Commerce

Mission and Vision

The district has adopted the following mission statement that was provided to auditors, “Educating Every Student for Success.” The identified priority goal is to “Expand Student Learning for All, While Reducing the Income-Based Achievement Gap.”

District Measures to determine success at attaining this goal are as follows:

- Increase the percentage of NFRL students meeting standards from 65.5% to 74.0% and the FRL students from 40.4% to 53.9% by the spring of 2020 resulting in a reduction in the income-based learning gap from 25.1% to 20.1%.

- Increase the percentage of NFRL students meeting standards from 58.3% to 68.1% and the FRL students from 30.6% to 45.6% by the spring of 2020 resulting in a reduction in the income-based achievement gap from 27.7% to 22.5%.
- Reduce the rate of chronic absenteeism for NFRL students from 9.4% to 8% and for FRL students from 21.2% to 16% by the spring of 2020 resulting in a reduction in the low-income achievement gap from 11.8% to 8%.
- Reduce the rate of suspension and expulsion for NFRL students from 1.6% to 1.0% and for FRL students from 5.7% to 4% by the spring of 2020 resulting in a reduction in the low-income achievement gap from 4.3% to 3%.
- Increase the rate of graduation for NFRL students from 89.4% to 92.4% and for FRL students from 59.4% to 71.4% by the spring of 2020 resulting in a reduction in the low-income achievement gap from 30% to 21%.

Governance Structure

Richland School District is governed by a five-member board. Board members are elected to four-year terms on a staggered basis. Current board members and years of service are as follows:

Board Member	Role	Years on Board
Richard Jansons	President	17 years
Heather Cleary	Vice President	13 years
Brett Amidan	Legislative Representative	3 years
Gordon Comfort	Member	3 years
Rick Donohoe	Member	9 years

The superintendent of the Richland School District is Dr. Rick Schulte who is in his fifth year as superintendent of the system. The board has selected current Deputy Superintendent, Dr. Nicole MacTavish, to succeed Dr. Schulte upon his retirement in 2019. The following is a list of the current and former superintendents over the past 20 years and their years of service:

School Year	Superintendent	Total Tenure
7/2013-present	Rick Schulte	5 years
1/2013-7/2013 (Interim)	Rich Puryear	6 months
12/2012-1/2013 (Acting)	Rich Puryear	1 month
7/2010-12/2012	Jim Busey	2.5 years
7/2008-6/2010	Jean Lane	2 years
7/1997-6/2008	Rich Semier	11 years

Enrollment

Enrollment was 13,553 in 2016-17. Exhibit 0.1 presents the 2014-2017 enrollment by grade level and the district-wide percentage increase:

Exhibit 0.1
Student Enrollment Information
Richland School District
2014-2017

Grade	2014	2015	2016	2017
PreK	148	161	172	209
K-Full	71	70	957	851
K-Half	784	836	14	58
1	907	940	963	1,006
2	881	960	972	995
3	830	953	999	1,007
4	906	856	993	1,041
5	936	965	915	1,034
6	887	991	1,023	940
7	916	930	1,021	1,026
8	969	926	969	1,068
9	985	1,071	1,032	1,032
10	948	981	1,103	1,045
11	901	975	1,009	1,107
12	1,036	1,017	1,079	1,134
Total	12,105	12,632	13,221	13,553
% increase from previous year		4.4%	4.7%	2.5%

As displayed in Exhibit 0.1,

- Overall enrolment has increased from 12,105 to 13,553.
- Student enrollment has increased steadily over the past three years.

Demographically, the district includes a blend of students from varied ethnic and socioeconomic backgrounds. Exhibits 0.2 and 0.3 present enrollment by ethnicity, socioeconomic background, and by special academic program.

Exhibit 0.2

Student Ethnicity Data—District and School Richland School District February 2018

School	Total Enroll	# Hisp	% Hisp	# Am Ind	% Am Ind	# Asian	% Asian	# Blk/AA	% Blk/AA	# Pacif Isl.	% Pacif Isl	# White	% White	# 2 or More	% 2 or More
Richland School District	13,409	2,296	17.1	57	0.4	502	3.7	277	2.1	26	0.2	9,670	72.1	575	4.3
Badger Mountain Elementary	609	128	21.0	0	0.0	31	5.1	15	2.5	0	0.0	399	65.5	36	5.9
Chief Joseph Middle	754	154	20.4	0	0.0	25	3.3	25	3.3	3	0.4	509	67.5	32	4.2
Carmichael Middle	959	194	20.2	5	0.5	31	3.2	20	2.1	1	0.1	667	69.6	41	4.3
Enterprise Middle	1,183	149	12.6	13	1.1	57	4.8	15	1.3	1	0.1	923	78.0	25	2.1
Hanford High	2,010	282	14.0	10	0.5	106	5.3	57	2.8	2	0.1	1,482	73.7	71	3.5
Jefferson Elementary	481	117	24.3	1	0.2	8	1.7	33	6.9	7	1.5	297	61.7	18	3.7
Jason Lee Elementary	548	100	18.2	0	0.0	9	1.6	4	0.7	0	0.0	391	71.4	44	8.0
Lewis & Clark Elementary	557	131	23.5	2	0.4	32	5.7	8	1.4	1	0.2	348	62.5	35	6.3
Marcus Whitman Elementary	563	157	27.9	4	0.7	6	1.1	9	1.6	0	0.0	350	62.2	37	6.6
Orchard Elementary	669	91	13.6	0	0.0	49	7.3	13	1.9	1	0.1	473	70.7	42	6.3
River's Edge High	212	53	25.0	1	0.5	2	0.9	5	2.4	1	0.5	145	68.4	5	2.4
Richland High	2,007	302	15.0	8	0.4	69	3.4	38	1.9	4	0.2	1,536	76.5	50	2.5
Sacajawea Elementary	499	119	23.8	3	0.6	17	3.4	14	2.8	5	1.0	313	62.7	28	5.6
Tapteal Elementary	614	153	24.9	3	0.5	7	1.1	4	0.7	0	0.0	400	65.1	47	7.7
Three Rivers Home Link	531	29	5.5	2	0.4	11	2.1	8	1.5	0	0.0	473	89.1	8	1.5
White Bluffs Elementary	687	70	10.2	1	0.1	34	4.9	4	0.6	0	0.0	543	79.0	35	5.1
William Wiley Elementary	526	67	12.7	4	0.8	8	1.5	5	1.0	0	0.0	421	80.0	21	4.0
Note: Data provided was prior to the opening of Libby Middle School															
Source: OSPI, Washington State Report Card, October 2016 student count data															

As displayed in Exhibit 0.2,

- The student population is comprised of White (72.1%), Hispanic (17.1%), 2 or more races (4.3%), Asian (3.7%), Africa American/Black (2.1%), American Indian (0.4%), and Pacific Islander (0.2%).
- Auditors noted discrepant enrollment numbers due to the varying reporting periods by the Washington Office of the Superintendent of Public Instruction (OSPI).

Exhibit 0.3

Student Risk Status Data—District and School
Richland School District
February 2018

School	Total Enroll	# SpEd	% SpEd	# F/R	% F/R	# Bilingual	% Bilingual
Richland School District	13,444	1,442	10.7%	4,739	35.2%	622	4.6%
Badger Mountain Elementary	616	57	9.3	203	33.0	54	8.8
Chief Joseph Middle	766	116	15.1	386	50.4	62	8.1
Carmichael Middle	953	85	8.9	316	33.2	31	3.3
Enterprise Middle	1,185	98	8.3	265	22.4	27	2.3
Hanford High	1,943	161	8.3	457	23.5	48	2.5
Jefferson Elementary	516	114	27.9	327	63.4	57	11.0
Jason Lee Elementary	571	80	14.0	405	70.9	34	6.0
Lewis & Clark Elementary	569	92	16.2	364	64.0	33	5.8
Marcus Whitman Elementary	581	102	17.6	447	76.9	50	8.6
Orchard Elementary	682	62	9.1	113	16.6	33	4.8
River's Edge High	228	32	14.0	109	47.8	6	2.6
Richland High	1,948	172	8.8	546	28.0	20	1.0
Sacajawea Elementary	517	67	13.0	220	42.6	64	12.4
Tapteal Elementary	619	66	10.7	295	47.7	68	11.0
Three Rivers Home Link	512	10	2.0	80	15.6	0	0.0
White Bluffs Elementary	700	64	9.1	114	16.3	25	3.6
William Wiley Elementary	538	64	11.9	92	17.1	10	1.9
Note: Data provided was prior to the opening of Libby Middle School							
Source: OSPI, Washington State Report Card, May 2017 student count data							

As displayed in Exhibit 0.3,

- The percentage of students enrolled in special education is 10.7%.
- The percentage of students enrolled in bilingual programming is 4.6%.
- The percentage of students eligible for free and reduced lunches is 35.2%.

Financial Background

For the 2017 fiscal year, the school board adopted a budget with anticipated receipts of funds from local, state, and federal sources totaling over 149 million dollars. Exhibit 0.4 indicates the sources and amounts of funds budgeted by the board.

Exhibit 0.4

Fund Sources and Amounts Richland School District Fiscal Year 2017 (Budgeted)

Funding Source	Amount	Percent
Local Taxes	\$23,694,650	15.8
Local Non-Tax Support	9,244,292	6.2
State, General Purpose	91,789,955	61.3
State, Special Purpose	17,938,513	12.0
Federal, General Purpose	25,000	>0.1
Federal, Special Purpose	7,085,617	4.7
Total Revenues	\$149,778,027	100%
<i>Source: State of Washington, OSPI, School Apportionment and Financial Services, 2017</i>		

Exhibit 0.5 displays the FY2017 operational budget apportioned by program, group, and object code, and percentage of total.

Exhibit 0.5

Operational Budget Richland School District Fiscal Year 2017 (Approved)

Program Group	Approved Budget	Percent
Regular Instruction	\$96,795,998	60.49
Special Education Instruction	16,980,573	10.61
Vocational Instruction	3,696,812	2.31
Compensatory Education Instruction	6,183,275	3.86
Other Instructional Programs	1,228,038	0.77
Community Services	368,896	0.23
Support Services	34,755,115	21.72
Total Program Groups	\$160,008,707	100%
Activity Group	Approved Budget	Percent
Teaching Activities	\$89,698,942	56.06
Teaching Support	20,555,157	12.85
Other Supportive Activities	27,544,530	17.21
Building Administration	9,909,950	6.19
Central Administration	12,300,128	7.69
Total Activity Groups	\$160,008,707	100%

Exhibit 0.5 (continued) Operational Budget Richland School District Fiscal Year 2017 (Approved)		
Object Code	Approved Budget	Percent
Certificated Salaries	\$65,089,396	40.68
Classified Salaries	22,383,380	13.99
Employees Benefits & Payroll Taxes	32,914,038	20.57
Supplies, Instructional Resources	11,978,631	7.49
Purchased Services	22,369,882	13.98
Travel	1,091,992	0.68
Capital Outlay	4,181,388	2.61
Total Object Code	\$160,008,707	100%
<i>Source: State of Washington, OSPI, School Apportionment and Financial Services, 2017</i>		

Audit Background and Scope of Work

The Curriculum Audit™ is a process that was developed by Dr. Fenwick W. English and first implemented in 1979 in the Columbus Public Schools, 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.”

A Curriculum Audit™ is an independent examination of four data sources: documents, interviews, site visits, and online surveys. These are gathered and triangulated, or corroborated, to reveal the extent to which a school district is meeting its goals and objectives, whether they are internally or externally developed or imposed. A public report is issued as the final phase of the auditing process.

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, “postholed” look at how well a school system such as Richland 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 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. It would not examine vehicle maintenance charts, unless buses continually broke down and children could not get to school to engage in the learning process. It would not be concerned with custodial matters, unless schools were observed to be unclean and unsafe for children to be taught.

The Curriculum Audit™ centers its focus on the main business of schools: teaching, curriculum, and learning. Its contingency focus is based upon data gathered during the audit that impinges negatively or positively on its primary focus. These data are reported along with the main findings of the audit.

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, which, if not addressed, will severely compromise the ability of the school system to be successful with its students.

Curriculum Audits™ have been performed in over 500 school systems in more than 41 states, the District of Columbia, and several other countries, including Canada, Saudi Arabia, New Zealand, Bangladesh, Malaysia, and Bermuda.

The methodology and assumptions of the Curriculum Audit™ have been reported in the national professional literature for more than two decades, and at a broad spectrum of national education association conventions and seminars, including the American Association of School Administrators (AASA); Association of Supervision and

Curriculum Development (ASCD); National Association of Secondary School Principals (NASSP); Association for the Advancement of International Education (AAIE); American Educational Research Association (AERA); National School Boards Association (NSBA); and the National Governors Association (NGA).

Phi Delta Kappa's International Curriculum Management Audit Center has an exclusive contractual agreement with Curriculum Management Solutions, inc. (CMSi—a public corporation incorporated in the State of Iowa, and owner of the copyrights to the intellectual property of the audit process), for the purpose of conducting audits for educational institutions, providing training for auditors and others interested in the audit process, and officially assisting in the certification of PDK/ICMAC-CMSi curriculum auditors.

This audit was conducted in accordance with a contract between Richland School District and the International Curriculum Management Audit Center at Phi Delta Kappa International. All members of the team were certified by Curriculum Management Solutions, inc.

Curriculum auditors for this audit were:

- Jeffrey Tuneberg, Ph.D., Lead Auditor
- Rosanne Stripling, Ed.D.
- David Surdovel, M.S., M.Ed.
- Christy Tidwell, M.S.
- Sue Van Hoozer, M.Ed.

Biographical information about the auditors is found in [Appendix A](#).

System Purpose for Conducting the Audit

The following is the district's statement concerning the need for an audit:

The Richland School District has a strong history of being a recognized school district in terms of student academic achievement, athletics, fine arts, etc. In many aspects, RSD continues to compete at the regional and state levels. Significant changes over the years, however, have challenged the district in terms of student academic performance, including an increase in children living in poverty, bilingual students, and an identified leveling-off of student academic performance on state tests.

What's needed from this audit is to ensure we have a guaranteed and viable curriculum, an administrative structure to support teaching and learning in the classroom, assessments that inform decision making throughout the district, and planning that supports district and building level improvement. We also seek prioritization of the opportunities for improvement.

Approach of the Audit

The Curriculum Audit™ has established itself as a process of integrity and candor in assessing public school districts. It has been presented as evidence in state and federal litigation concerning matters of school finance, general resource managerial effectiveness, and school desegregation efforts in Kansas, Kentucky, New Jersey, and South Carolina. The audit served as an important data source in state-directed takeovers of school systems in New Jersey and Kentucky. The Curriculum Audit™ 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. The interrelationships of system components and their impact on overall quality of the organization in accomplishing its purposes are examined in order to “close the loop” in curriculum and instructional improvement.

II. 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 classroom 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:

Technical Expertise

PDK-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 Richland School District Curriculum Audit™ Team selected by the Curriculum Management Audit Center included auditors who have been school superintendents, assistant superintendents, directors, coordinators, principals and assistant principals, as well as elementary and secondary classroom teachers in public educational systems in several locations, including Texas, Alaska, Arizona, Kansas, California, Washington, Vermont, Maryland, Kentucky, North Carolina, Virginia, Mississippi, Wisconsin, Minnesota, New York, Arkansas, Ohio, Oregon, Michigan, Pennsylvania, Iowa, Georgia, and New Jersey.

The Principle of Independence

None of the Curriculum Audit™ Team members had any vested interest in the findings or recommendations of the Richland 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 Richland School District, nor with any of the past or current members of the Richland School District School Board.

The Principle of Objectivity

Events and situations that comprise the database for the Curriculum Audit™ are derived from documents, interviews, online surveys, and site visits. 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 auditor 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 a second source of triangulation, but is considered summative triangulation of the entirety of the audit.

The Principle of Consistency

All PDK-CMSi-certified curriculum auditors have used the same standards and basic methods 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.

The Principle of Materiality

PDK-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.

The Principle of Full Disclosure

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 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:

Descriptive Term	General Quantification Range
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 Richland School District

Superintendent	School Board Members
District Administrators	Principals and Assistant Principals
RSD Teachers’ Association Representative	Parents (voluntary, self-referred)
Teacher Online Survey (409 completed)	Building Administrator Online Survey (35 completed)
District created parent survey results	

Approximately 67 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 Richland School District Curriculum Audit™ were:

Documents

Documents included written board policies, administrative regulations, curriculum guides, memoranda, budgets, state reports, accreditation documents, and any other source of information that would reveal elements of the written, taught, and tested curricula and linkages among these elements.

Interviews

Interviews were conducted by auditors to explain contextual variables that were operating in the school system at the time of the audit. Such contextual variables may shed light on the actions of various persons or parties, reveal interrelationships, and explain existing progress, tension, harmony/disharmony within the school system. Quotations cited in the audit from interviews are used as a source of triangulation and not as summative averages or means. Some persons, because of their position, knowledge, or credibility, may be quoted more than once in the audit, but they are not counted more than once because their inclusion is not part of a quantitative/mathematical expression of interview data.

Site Visits

All building sites were toured by the PDK-CMSi audit team. Site visits reveal the actual context in which curriculum is designed and delivered in a school system. Contextual references are important as they indicate discrepancies in documents or unusual working conditions. Auditors attempted to observe briefly all classrooms, gymnasiums, labs, playgrounds, hallways, restrooms, offices, and maintenance areas to properly grasp accurate perceptions of conditions, activities, safety, instructional practices, and operational contexts.

Online Surveys

Online surveys were administered to stakeholder groups, such as principals, teachers, parents, and sometimes students. The surveys allow stakeholders to provide auditors with valuable feedback regarding strengths and weaknesses in the system.

Standards for the Curriculum Audit™

The PDK-CMSi Curriculum Audit™ used five standards against which to compare, verify, and comment on the Richland School District's existing curricular management practices. These standards have been extrapolated from an extensive review of management principles and practices and have been applied in all previous Curriculum Audits™.

As a result, the standards reflect an ideal management system, but not an unattainable one. They describe working characteristics that any complex work organization should possess in being responsive and responsible to its clients.

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

The five standards employed in the PDK-CMSi Curriculum Audit™ in Richland School District were:

1. The school district demonstrates its control of resources, programs, and personnel.
2. The school district has established clear and valid objectives for students.
3. The school district demonstrates internal consistency and rational equity in its program development and implementation.
4. The school district uses the results from district-designed or -adopted assessments to adjust, improve, or terminate ineffective practices or programs.
5. The school district has improved productivity.

A finding within a Curriculum Audit™ is simply a description of the existing state, negative or positive, between an observed and triangulated condition or situation at the time of the PDK-CMSi audit and its comparison with one or more of the five audit standards.

Findings in the negative represent discrepancies below the standard. Findings in the positive reflect meeting or exceeding the standard. As such, audit findings are recorded on nominal and ordinal indices and not ratio or interval scales. As a general rule, audits do not issue commendations, because it is expected that a school district should be meeting every standard as a way of normally doing its business. Commendations are not given for good practice. On occasion, exemplary practices may be cited.

Unlike accreditation methodologies, audits do not have to reach a forced, summative judgment regarding the status of a school district or subunit being analyzed. Audits simply report the discrepancies and formulate recommendations to ameliorate them.

III. EXECUTIVE SUMMARY

A Curriculum Audit™ is basically an “exception” report. That is, it does not give a summative, overall view of the suitability of a system. Rather, it holds the system up to scrutiny against the predetermined standards of quality, notes relevant findings about the system, and cites discrepancies from audit standards. Recommendations are then provided accordingly to help the district improve its quality in the areas of noted deficiency.

The auditors conducted a Curriculum Audit of the Richland School District (RSD) during February 2018. RSD policies, plans, curriculum, access to the educational programs and activities, student achievement, and productivity of the support offices and programs were analyzed and evaluated against a set of predefined standards and indicators of quality, noting any discrepancies from the standards. These constitute the findings of the audit. The auditors then provide recommendations representing their “best judgement,” to help the district address the discrepancies noted in the report. It is expected that the superintendent and his/her staff will review the findings and recommendations and make decisions regarding how and when to address the suggested steps for resolving the discrepancies in relationship to the audit standards. The recommendations serve as the starting point for a discussion of how to deal with the documented findings.

Standard audit practice is that the superintendent and the district’s school board *receive* an audit, but they do not *accept* or *approve* it. After review of the audit report, the board may request the response of its superintendent of schools to the audit recommendations. When the superintendent’s response is received, then the board makes a determination regarding how it will act upon the recommendations. In this manner, the superintendent and the board become accountable for what occurs in the school system after an audit report.

RSD takes great pride in its schools, student achievement, fine arts, and new facilities, and is determined to remain a premier system in Washington. Significant changes over the years, however, have challenged the district in terms of student academic performance. Once a small, rural community, the area served by the district has grown steadily over the past few years. Much like the growth of the state, student demographics have changed considerably in the last decade. This growth and diversity, coupled with steadily increasing state standards and the uncertainty surrounding Washington school finance, have placed the district in a position to revisit their strategies and processes to meet student needs.

RSD undertook a curriculum management audit in order to conduct a system-wide organizational analysis aimed at improving support for teachers and the instruction they deliver to address these needs. Information from the curriculum audit will be used to continue a focus on teaching and learning and provide a structure to organize and prioritize the work of the system on closing the achievement gap for all students.

The intent of this audit report was to identify areas in which the education program and supporting district operations do not meet Curriculum Management Audit criteria for effectiveness and to offer reasonable recommendations related to the identified areas of need. The report contains 15 findings for which auditors have provided 9 comprehensive packages of recommendations with action steps to help bring the specified conditions to a status of congruence with audit standards. These findings and recommendations are cross-referenced in Exhibit S.0.1. The findings listed in this exhibit provide RSD with specific details about the current and potential barriers and challenges that internal stakeholders face in the efforts to buoy the district toward achieving its mission and goals enroute to the next level of excellence. [Note: Each of the recommendations covers multiple findings; the major recommendation assigned to each barrier is indicated with an “X” in Exhibit S.0.1.]

Exhibit S.0.1

Findings and Recommendations Aligned to Audit Standards Richland School District February 2018

Recommendations	Standard 1 Control			Standard 2 Direction			Standard 3 Connectivity			Standard 4 Feedback			Standard 5 Productivity		
	Finding 1.1: Planning	Finding 1.2: Policies	Finding 1.3: T/O and Job Descriptions	Finding 2.1: Curriculum Planning	Finding 2.2: Curriculum Scope	Finding 2.3: Curriculum Quality	Finding 3.1: Equity and Equality	Finding 3.2: Inst. Practices/Monitoring	Finding 3.3: Professional Development	Finding 4.1: Assessment Planning	Finding 4.2: Assessment Scope	Finding 4.3: Use of Assessment as Feedback	Finding 5.1: Curriculum Based Budgeting	Finding 5.2: Interventions	Finding 5.3: Facilities
1	X														
2				X	X	X		X							
3		X													
4									X						
5							X								
6										X	X				
7												X		X	
8			X												
9													X		X

Standard One: Control

The auditors found the district's planning documents and planning are inadequate to direct district efforts in achieving higher levels of learning for all students. While some planning across the district has taken place, it lacks the guidance and oversight by the school board and district-level personnel. The result has been a lack of attention to planning in general or to the development of comprehensive plans. The board has adopted a district improvement plan for 2017-18 after an absence of such a plan for many years. While this is a good first step, the lack of a long-term district strategic plan has resulted in a lack of essential goals related to teaching and learning for the changing student population in RSD (see [Finding 1.1](#)).

In an analysis of board policies, the auditors found the Richland School District's policies and administrative regulations to be inadequate in both content and specificity to guide all necessary aspects of curriculum management and the educational programs (see [Finding 1.2](#)). Several policies in the curriculum management areas of control, direction, consistency and equity, feedback, and productivity were either weak or absent.

Auditors determined that the district table of organization is ineffective to provide oversight to the board. More specifically, the table of organization violates several rules of organizational management, most notably in the areas of span of control, chain of command, logical grouping, scalar relationships, separation of line and staff functions, and full inclusion. Auditors examined job descriptions and determined that they do not meet audit criteria. Based upon recommendations as a result of this audit report, job descriptions will require revisions to reflect changes in district assignments and administrative responsibilities, particularly in the area of linkage to the curriculum (see [Finding 1.3](#)). Additionally, some critical administrative positions in the central office were missing job descriptions.

Standard Two: Direction

No district comprehensive curriculum management plan or formalized process to guide administrators, teachers, and staff was presented to auditors for review (see [Finding 2.1](#)). Without such a document, the Richland School District cannot optimally utilize resources to guide the design, delivery, monitoring, and evaluation of curriculum. Likewise, existing district curriculum management planning practices do not meet minimum audit criteria.

Overall, the scope of the district curriculum did not meet audit criteria for adequacy. Auditors expect to find written curriculum for 100% of all core area subjects (English language arts, mathematics, science, and social studies) and 70% of non-core area subjects in all grade levels and courses. At the elementary level the scope of the core curriculum was deemed adequate, as auditors found written documents to guide instruction for all core area subjects. District-wide, 36% of the 375 course offerings for all subject areas had written documents to guide instruction in grades K-12 (see [Finding 2.2](#)).

The quality of the district curriculum did not meet audit criteria for adequacy to direct teaching and maximize student achievement in any subject areas or grade levels. Auditors reviewed curriculum documents available for courses in the core area subjects of English language arts, mathematics, science, social studies, and non-core area subjects for all grade levels K-12. Based on the 134 district written curriculum guides presented, the auditors determined the quality of the district's core curriculum is inadequate to direct instruction (see [Finding 2.3](#)). A review of internal consistency found that while newly purchased English language arts instructional material generally were topologically aligned with state standards, only 11% of those resource activities in grades 2, 3, and 4 English language arts were rated as deeply aligned in content to the Common Core State Standards.

Standard Three: Consistency and Equity

Although the district has expressed a commitment to eliminate achievement gaps based on wealth, resolution toward achieving parity for these students, as well as English language learners, has been minimal. Preliminary data indicate limited improvement in a few targeted areas (e.g., dropout rate, discipline referrals, absenteeism), known to deter student success. An intentional, equitable allocation of human and financial resources that could promote an even learning trajectory has not been institutionalized. Further, the district's ineffective implementation of a program geared to promote English language competency serves as a barrier to English language learners' equal access to the district's curriculum as they attempt to become English proficient (see [Finding 3.1](#)).

Auditors visited 294 classrooms across all campuses and found that observed instructional practices were inconsistent with the district's expectations. During classroom visits, the auditors documented teacher-centered, large group direct instruction as the most dominant teacher behavior, and the most common student activity observed was completing a worksheet or worksheet-type activity. Although the board and district leadership have expressed an expectation for higher-level thinking in classroom activities, the cognitive levels most often observed were knowledge and comprehension. Further, auditors observed little differentiated instruction, delivery of other effective teaching practices, and the use of technology as a teaching tool during classroom visits (see [Finding 3.2](#)). Although district leadership recognizes the value of instructional monitoring, clearly established expectations, procedures, and an overarching focus for instructional monitoring were missing.

The district offers many professional development opportunities for teachers and limited offerings for other employee groups. However, board policies regarding professional development are vague (see [Finding 1.2](#)), and the district has not developed a written, comprehensive professional development plan to provide guidance regarding the many critical aspects of professional development. Professional development lacks coordination at the district level, and an employee whose primary responsibility is to manage a clearinghouse to promote productivity in the expenditure of professional development funds has not been appointed. Auditors determined that the current professional development program is unlikely to accomplish the intended goal of improved human capacity for better teaching and higher levels of student learning (see [Finding 3.3](#)).

Standard Four: Feedback and Assessment

Student assessment and program evaluation planning documents provided to the auditors for review, combined with interviews and campus observations, did not provide sufficient evidence of a comprehensive student assessment and program evaluation plan. Auditors found no evidence of a systematic means of evaluating instructional programs for the purposes of making decisions about their selection, continuation, modification, and/or termination (see [Finding 4.1](#)).

Auditors expect to see 100% of taught courses assessed with a district sanctioned assessment. The scope of formal assessment in Richland School District is inadequate when viewed across all grade levels and curriculum offerings as well as when considering the various grade level groups. Overall, the scope of formal assessment in the Richland School District was inadequate in that only 36% of core courses and 13% of non-core courses had some form of state or district-wide assessment (see [Finding 4.2](#)).

Data use was found to be inadequate to inform curricular, instructional, and programmatic decision making to improve student achievement. Data use to guide instruction is undefined, and data were used inconsistently from campus to campus and classroom to classroom. District-wide summative data collection was limited to those courses having required state assessments. A system-wide process for the use of data in evaluating programs prior to implementation or when making decisions about continuation, modification, or termination was not in place (see [Finding 4.3](#)).

Standard Five: Productivity

Financial decision making and budget development processes lack cost-benefit analyses and are not adequately linked to curricular goals and priorities. The budgetary planning process currently in place is lacking direct linkages among department goals and budget priorities. This problem is exacerbated in part because no formal or informal assessment of program effectiveness exists in the district. As a result, no formal, routine effort has been made to link student achievement or program performance feedback to budgetary decisions. Additionally, participation in the budget planning processes at the district level lacks full inclusion of stakeholders and is inconsistently utilized at the building level (see [Finding 5.1](#)).

Auditors determined that a variety of intervention programs are being utilized on campuses; however, the district has no developed process to guide program or intervention selection, implementation, or effectiveness. Furthermore, the auditors found that the RSD has not adequately defined the Response to Intervention approach or clarified the expectations for Tiers I, II, and III for district employees, resulting in varying results from school to school (see [Finding 5.2](#)).

The auditors concluded that the Richland School District's facility planning meets audit criteria. The facility construction and renovation program currently underway is reflected in district planning documents. A district facility study and survey report includes many updates and student growth projections through 2030. Auditors visited all school buildings and found them to be adequately clean and maintained. They also found that while renovations and new construction are ongoing, security lapses in some buildings require district attention.

Future Steps

The audit team has suggested several steps for improving all areas in which the current practices precluded the district's meeting audit criteria. These recommendations and detailed action steps are contained elsewhere within this report. Additional actions might be developed by district leaders and staff to implement these recommended changes, but most of the suggested actions have a history of success in other districts and merit focused attention.

The critical first step is for the superintendent to develop a work plan for responding to the findings and recommendations. Eventually, the board should approve an implementation plan that spans the next one to three years.

Overall, the auditors recognized the immense challenges facing the leaders of Richland School District. In light of the identified needs in areas of curriculum and instruction, major changes will be needed to address necessary actions while maintaining reasonable funding and staff. Given the core of committed administrators and staff and the vitality that comes from a program analysis of the district, the audit team expresses confidence that focused efforts and courageous decisions and actions will bring the desired results in the next few years.

IV. FINDINGS

STANDARD 1: The School District 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 board of education 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. It also enables the district to make meaningful assessments and use student learning data as a critical factor in determining its success.

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 Richland School District:

A school system meeting PDK-CMSi Curriculum Audit™ Standard One is able to demonstrate its control of resources, programs, and personnel. Common indicators are:

- A curriculum that is centrally defined and adopted by the board of education;
- A clear set of policies that establish an operational framework for management that permits accountability;
- A clear set of policies that reflect state requirements and local program goals and the necessity to use achievement data to improve school system operations;
- A functional administrative structure that facilitates the design and delivery of the district's curriculum;
- A direct, uninterrupted line of authority from school board/superintendent and other central office officials to principals and classroom teachers;
- Organizational development efforts that are focused to improve system effectiveness;
- Documentation of school board and central office planning for the attainment of goals, objectives, and mission over time; and
- A clear mechanism to define and direct change and innovation within the school system to permit maximization of its resources on priority goals, objectives, and mission.

Overview of What the Auditors Found in the Richland School District:

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

The auditors found the district's planning documents and planning are inadequate to direct district efforts in achieving higher levels of learning for all students. Some planning across the district has taken place, but the lack of guidance and oversight by the board and district level personnel has contributed to the lack of attention to planning or the development of comprehensive plans. While the board has adopted a district improvement plan for 2017-18 after an absence of many years, the lack of a long-term district strategic plan has resulted in a lack of essential goals related to teaching and learning for the changing student population in RSD.

The auditors found the Richland School District's board policies, and administrative regulations are inadequate in both content and specificity to guide all necessary aspects of curriculum management and the educational programs. Several policies in the curriculum management areas of control, direction, consistency and equity, feedback, and productivity were either weak or absent.

An examination of the organization structure determined that the district table of organization is ineffective to provide oversight to the board. More specifically, the table of organization violates several rules of organizational management, most notably in the areas of span of control, chain of command, logical grouping, scalar relationships, separation of line and staff functions, and full inclusion. Auditors determined that job descriptions do not meet audit criteria. Furthermore, several key administrative positions, including the Superintendent of Schools and the Executive Director of Finance, have no job descriptions.

Finding 1.1: Important elements of district and school planning fail to meet audit standards and are inadequate to direct district efforts in achieving higher levels of learning for all students.

School district and student needs are changing continually. An effective school district has the ability to plan for both the short term and long term, focused on the attainment of agreed upon goals and priorities. Long-range planning provides a process where district personnel anticipate emerging needs, develop a systematic plan for attainment of organizational goals, and focus activities that address the vision for the future. When planning is given high priority and engaged in consistently throughout the system, it establishes a means through which results are delivered against critical goals. Greater district focus, improved student achievement, and greater efficiency are realized when goals are measurable, supported by effective implementation strategies, and evaluated for effectiveness on an ongoing basis. Effective planning establishes a measure of organizational accountability that keeps everyone at all levels of the organization focused on district priorities. It also allows for better use of resources and efficiency in the use of those resources. Finally, effective planning communicates expectations through the district, allowing district staff, students, parents, and community members to know and understand district expectations. As school districts develop their goals, priorities, and implementation plans, individual school and department leaders within the system must also engage in planning that aligns with the larger system goals.

To understand how planning is conducted in the Richland School District and to assess the quality of planning documents, the auditors reviewed board policies, job descriptions, various district- and building-level plans, and other district documents. They also interviewed administrators and board members, surveyed teachers and principals, and visited all school campuses.

Although RSD provided the auditors with a current year district improvement plan and current year building plans, the auditors found the district's planning and plans inadequate to direct district efforts in achieving higher levels of learning for all students. Some elements of planning across the district are evident, but the lack of guidance and oversight by the board and district-level personnel has contributed to the lack of attention to planning. Further, the lack of a long-term district strategic plan has resulted in a lack of essential goals related to teaching and learning for a changing student population in RSD. Auditors noted that a document entitled *Strategic Planning Goals* from 2007 was the only indication of prior strategic planning in RSD. Auditors were told that no strategic planning had been attempted in the district since prior to 2010. Until the current district improvement plan, the district had been without a plan for over a decade.

Auditors examined board policies and regulations for effective planning and decision making. The following policies make reference to planning and plans:

- *Board Policy 1710: Powers and Duties of the Board* requires "learning the concerns and aspirations that all segments of the community have for the schools and attempting to find ways to accommodate them, where possible."
- *Board Policy 1810: Board Goals and Objectives* requires the board to "adopt and publicize goals and objectives for the new school year."
- *Board Policy 2005: School Improvement Plans* requires buildings to develop a school improvement plan or process with an annual review as part of the process.

- *Board Policy 6000: Program Planning, Budget Preparation, Adoption and Implementation* states that the budget will be designed to meet student needs within the limits of anticipated revenues.

Exhibit 1.1.1 lists the various plans presented to and reviewed by auditors:

Exhibit 1.1.1
Plans Reviewed by Auditors
Richland School District
February 2018

Plan	Date
Richland School District Priority Goal	2017-18
Richland School District 2017-2020 Improvement Plan	2017-18
School Improvement Plans for district campuses	2017-18
Teaching Learning and Curriculum Work Plan	2017-18
Long-range Facilities Planning Options Report	August 2009
District Technology Plan	2014-2017
Instructional Technology PD Plan	2017-18
Safety & Crisis Plan Handbook	No Date
High Quality Preschool in the Richland School District: Our Current Practices and Vision for the Future	June 2016

Multiple levels of analysis are used to determine the quality of a district's planning process and planning documents. The first level addresses the planning process in general. In applying this level of analysis, the auditors considered the planning function within the RSD and how it is implemented at various levels within the district. The second level of analysis focuses on the existence and quality of a comprehensive district-wide planning document. The third level of analysis addresses the existence and quality of school and department/unit planning documents. Details of the auditors' findings on each level of analysis are provided below:

Level I: The quality of planning in the RSD is inadequate to guide ongoing quality improvement across the district toward higher levels of learning for all students.

The auditors found evidence of limited comprehensive district-wide, school, technology (see [Finding 3.2](#)), curriculum management (see [Finding 2.1](#)), assessment (see [Finding 4.1](#)), professional development (see [Finding 3.3](#)), and facilities planning (see [Finding 5.3](#)) likely to have a positive impact on improved student achievement.

To determine the quality of comprehensive planning in the RSD, the auditors used the CMA characteristics of quality planning. This analysis approaches the planning function across the district, including the central office, departments/areas, and schools. In order for the auditors to rate planning quality as adequate, 6 of 8 characteristics must receive an adequate rating. [Exhibit 1.1.2](#) lists the audit characteristics for examining RSD's planning and the auditors' ratings.

Exhibit 1.1.2

Level I: Characteristics of Quality Planning Audit Criteria— Design, Deployment, and Delivery Richland School District February 2018

There is evidence that...	Auditors' Rating	
	Adequate	Inadequate
1. Policy Expectations: The governing board has placed into policy the expectation that the superintendent and staff collectively discuss the future and that this thinking should take some tangible form without prescribing a particular template, allowing for flexibility as needed.		X
2. Vision/Direction: Leadership has implicit or explicit vision of the general direction in which the organization is going for improvement purposes. That vision emerges from having considered future changes in the organizational context.	Partial*	
3. Data-driven: Data influence the planning and system directions/ initiatives.		X
4. Budget Timing: Budget planning for change is done in concert with other planning, with goals and actions from those plans driving the budget planning.		X
5. Day-to-Day Decisions: Leadership makes day-to-day decisions regarding the implicit or explicit direction of the system and facilitates movement toward the planned direction.		X
6. Emergent/Fluid Planning: Leadership is able to adjust discrepancies between current status and desired status, facilitates movement toward the desired status, and is fluid in planning efforts (emergent in nature).		X
7. Deliberate Articulated Actions: Staff are involved in a purposeful way through such efforts as school/unit improvement planning, professional development councils, and district task forces that are congruent with the articulated direction of the system or system initiatives.	Partial*	
8. Aligned Professional Development: Professional development endeavors are aligned to system planning goals and initiatives.		X
Total	0	8
Percentage of Adequacy	0%	
*Partial ratings are tallied as inadequate.		
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As noted in Exhibit 1.1.2, none (0%) of the characteristics was rated as fully adequate by auditors, and two of the characteristics were rated as partially adequate. Partially adequate ratings by audit design count as inadequate for calculation purposes. To meet audit standards, 70% of the characteristics for quality planning must be rated as adequate. Therefore, planning in the Richland School District is inadequate.

The following provides details on the auditors' ratings:

Characteristic 1: Policy Expectations

While policy requires individual school or campus planning and school improvement plans (*Board Policy 2005*), there is no direction in policy related to district planning, outside of adopting and publicizing goals for a new school year (*Board Policy 1810*). Further, policy does not provide for superintendent oversight of district-level planning. This characteristic was rated inadequate.

Characteristic 2: Vision/Direction

District personnel are aware of changing demographics as evidenced by the Priority Goal set by the district to include expanded learning for all while reducing the income-based achievement gap. However, evidence of planning to achieve the outcome was not presented to the auditors. Therefore, the auditors rated the characteristic as only partially adequate.

Characteristic 3: Data-driven

The district does not have a program evaluation process in place to determine the impact of instructional programs on learning (see [Finding 4.3](#)), nor is there an expectation for focused and consistent data-driven decision making across the district. This characteristic was rated inadequate.

Characteristic 4: Budget Timing

Board Policy 6000 addresses the relationship between long-range goals and budget preparation. However, the auditors were not presented with evidence that the timing of budget preparation, either in policy or in practice, is done in concert with the planning process (see [Finding 5.1](#)). This characteristic was rated inadequate.

Characteristic 5: Day-to-Day Decisions

While it is evident that day-to-day decisions are made at both the district and campus levels, and job descriptions indicate that principals must have the ability to make clear and rational decisions, the lack of planning and plans at the district level results in a lack of focus and direction for the various departments and campuses. This then creates an environment where decisions within departments and campuses may be made independent of district desires, resulting in inconsistent student achievement. This characteristic was rated inadequate.

Characteristic 6: Emergent/Fluid Planning

The auditors found little evidence from interviews, district and school improvement plans, and meeting minutes that planning directions were adjusted or modified based on changes within the internal and/or external environments. A contributing factor to this may be that until the current school year, the district was operating without an improvement plan. Interview data also indicate that changes to school improvement plans have been in the form of revised templates rather than in response to changes within the environments. This characteristic was rated inadequate.

Characteristic 7: Deliberate Articulated Actions

The auditors saw evidence of deliberate articulated planning efforts through documents related to ELA committees at the elementary, middle, and high school levels, an elementary math committee, curriculum content committee member lists, and a committee related to technology and digital citizenship. However, documents were not presented that indicate district planning at the executive or cabinet level. Therefore, this characteristic was rated as partially adequate.

Characteristic 8: Aligned Professional Development

Professional development is a key component to any initiative or program adopted or undertaken by a school district. The RSD has a detailed list of professional development offerings, but does not have a professional development plan (see [Finding 3.3](#)) to provide clear direction and focus to ensure that the professional development offerings achieve the district goal to “expand learning for all, while reducing the income-based achievement gap.” This characteristic was rated inadequate.

Auditors interviewed board members, district administrators, building administrators, and parents, and surveyed teachers. Comments related to planning included:

- “We need for the district to develop a common vision and five-year plan so that campuses know what to do.” (Building Administrator)
- “We do not make decisions based on anchored, targeted plans. If we did, we would move from good to great.” (District Administrator)

- “Our lack of direction as a board has hampered the progress of the district as a whole. With our new district improvement plan, hopefully, this will be corrected.” (Board Member)

In summary, the RSD shows some evidence of planning. However, district-wide planning has not yet become an integral process and lacks the following: the collection, analysis, and use of data as feedback; a budget process that is tied directly to teaching and learning; a decision-making model that clearly delineates who and at what levels decisions are made; leadership and direction for planning at the district and campus levels to promote redirection when necessary; and a professional development plan aligned tightly to district goals and priorities.



Self-portrait bulletin board at Marcus Whitman Elementary School, celebrating the 100th day of school

Level II: The quality of the Richland School District 2017-2020 Improvement Plan is inadequate to support focused and sustained curriculum management.

The *Richland School District 2017-2020 Improvement Plan* was provided to the auditors in an electronic format. The plan includes an overall district goal to “expand learning for all while reducing the income-based achievement gap.” Five district measures focus on: 1) English language arts achievement, 2) mathematics achievement, 3) reduced absenteeism, 4) reduced discipline incidents, and 5) increased graduation rates. Each measure includes an objective related to non-free/reduced lunch students and free/reduced lunch students, with actions to provide direction for goal attainment. The plan also includes three additional sections: Schoolwide Title 1 Components, Sixteen Poverty Strategies, and Four Essential Elements (Instruction, Leadership, Systems, Culture). The improvement plan was presented to the board and approved at the April 25, 2017, board meeting.

Auditors rated the district’s improvement plan against the CMA quality characteristics of a comprehensive institution plan, as displayed in [Exhibit 1.1.3](#). For the plan to achieve an overall rating of adequate, 5 of the 7 characteristics must be rated as adequate.

Exhibit 1.1.3

**Level II: Characteristics of District-wide Plan Quality
For Design, Deployment, and Delivery
Richland School District
February 2018**

Characteristics	Auditors' Rating	
	Adequate	Inadequate
1. Reasonable and Clear: The plan is reasonable; it has a feasible number of goals and objectives for the resources (financial, time, people) available. Moreover, the goals and objectives are clear and measurable.	X	
2. Emergent/Fluid: The plan allows for emergent thinking, trends, and changes that impact the system both internally and externally.		X
3. Change Strategies: The plan incorporates and focuses on those action strategies/interventions that are built around effective change strategies (e.g., capacity building of appropriate staff).		X
4. Deployment Strategies: The plan clearly delineates strategies to be used to support deploying the steps and tasks outlined in the plan (e.g., orientation to the change, staff development on the proficiencies needed to bring about the change, communication regarding planned change).		X
5. Integration of Goals and Actions: All goals and actions in the plan are interrelated and congruent with one another.		X
6. Evaluation Plan and Implementation: There is a written plan to evaluate whether the objectives of the plan have been met (not to evaluate whether or not the activities have taken place). Evaluation components of plans are actions to be implemented; plans are evaluated for their effects or results, and they are then modified as needed. There is both frequent formative evaluation and annual summative evaluation, so that plans are revised as needed.		X
7. Monitoring: Systems are in place and are being implemented for assessing the status of activities, analyzing the results, and reporting the outcomes that take place as the plan is designed and implemented.		X
Total	1	6
Percentage of Adequacy	14%	
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As indicated in [Exhibit 1.1.3](#), the RSD improvement plan achieved a quality rating of adequate in 1 of the 7 characteristics, resulting in a 14% overall adequacy rating, below the 70% standard. The following narrative provides details regarding the ratings.

Characteristic 1: Reasonable and Clear

The *Richland School District 2017-2020 Improvement Plan* includes one district goal and five district measures. The “district measures” include one objective per measure that is clear and measurable. The objectives address the improvement of achievement in English language arts and mathematics, a reduction in the rate of chronic absenteeism and suspension/expulsion rates, and an increase in graduation rates. Each measure objective includes improvement percentages for both non-free/reduced lunch students and free/reduced lunch students. Actions are included for each objective to support attainment of the objective and overall goal. This characteristic was rated adequate.

Characteristic 2: Emergent/Fluid

The auditors found no evidence in the written plan or administrator interviews that the plan is an evolving, emergent, living document. Top-level administrators indicated that the plan was new for the current school year after a number of years without a plan. The plan does not include directions for modifications or revisions and does not include formative assessment checkpoints for periodic review (e.g., November, January, April). Both the English language arts and mathematics measures include an action that includes Touch Base meetings that will “provide opportunities to discuss progress and access district support.” However, no documentation related to those meetings was presented. This characteristic was rated inadequate.

Characteristic 3: Change Strategies

Professional development as a strategy for facilitating change was referenced in the two measures related to English language arts and mathematics (district level training on Interim Assessment Blocks and Interim Comprehensive Assessments, teacher and principal training on CEL 5D Instructional Framework). However, professional development was not included in the actions related to absenteeism, discipline, and graduation. The auditors assessed the number and quality (details and potential impact) of the change strategies as inadequate to promote positive change. This characteristic was rated inadequate.

Characteristic 4: Deployment Strategies

To determine the adequacy of this characteristic, auditors looked for strategies that address the recognition that successful implementation of change requires deployment (i.e., anticipation for what will be required, preparation, organization). Some examples include activities that help stakeholders recognize the need for change such as team building, staff retreats, and professional development related to the change process. The auditors found no evidence of deployment strategies. This characteristic was rated inadequate.

Characteristic 5: Integration of Goals and Actions

To determine the adequacy of this characteristic, the auditors looked at two elements addressed in the characteristic—alignment between each goal and its strategies, and the use of strategies to promote success of multiple goals, as appropriate.

The auditors determined that some actions, particularly related to English language arts and mathematics, may assist in bringing about positive change. However, some strategies were vague and lacked clarity for implementation. Examples include:

- **Chronic Absenteeism:** Reduce the rate of chronic absenteeism for NFRL students from 9.4% to 8% and for FRL students from 21.2% to 16% by the spring of 2020 resulting in a reduction in the low income achievement gap from 11.8% to 8% - Action 4: “Support buildings in analyzing data associated with Early Warning System (discipline tracking, academic progress, student discipline, absenteeism, historical records, etc.).”

The action does not include what will be done with the data once analyzed or how it will help reduce chronic absenteeism.

- **Discipline:** Reduce the rate of suspension and expulsion for NFRL students from 1.8% to 1.0% and for FRL students from 6.1% to 4% by the spring of 2020 resulting in a reduction in the low income achievement gap from 4.3% to 3% - Action 4: “Create a workgroup to review and analyze state discipline requirements and district compliance.”

The action does not directly address reducing suspensions and expulsions, but rather looks at district compliance.

The auditors found evidence in some cases where two or more measures are supported by common actions. For instance:

- English language arts and mathematics each have seven identical actions or strategies for the purpose of increasing the percentage of students meeting standards in each subject area (e.g., curriculum renewal process, touch base meetings, CAST, training on interim assessments, training for CEL 5D Instructional Framework, support for PLCs).
- The measures related to reducing absenteeism (6 actions), reducing suspensions and expulsions (4 actions), and increasing graduation rates (9 actions) have a total of 19 actions or strategies for the 3 measures with only 2 that are common for all 3 measures—expand extended learning opportunities to increase student connections to school, and establish a stakeholders group to explore support for mental health issues.

While there is some integration as noted above, the actions or strategies do not provide clear indicators of what the action will specifically do or how the action will be utilized to directly affect positive change in each of the measures included in the improvement plan.

This characteristic was rated inadequate.

Characteristic 6: Evaluation Plan and Implementation

The district improvement plan does not clearly indicate evaluation or implementation components. Additionally, no formative checkpoints were noted, nor was there any indication that the plan has been revised since it was developed. This characteristic was rated inadequate.

Characteristic 7: Monitoring

The auditors found no evidence in the improvement plan that a system is in place for monitoring implementation of the actions or progress toward the desired outcomes. Neither did they find evidence in board meeting minutes that would indicate reports to the board on progress toward the district goal. This characteristic was rated inadequate.

During interviews with board members, district administrators, and campus administrators the following comments related to the district plan were heard:

- “We did not have any district goals until about two years ago.” (Board Member)
- “I would be hard pressed to locate the district improvement plan.” (Building Administrator)

In summary, *Richland School District 2017-2020 Improvement Plan* is inadequate to provide clear direction for achieving the district’s goals. The auditors found that the plan had a feasible number of goals and objectives and that they are clear and measurable. However, the plan does not support emergent thinking resulting in change, does not include strategies for effective change, fails to provide deployment strategies, provides for some integration of goals and actions, and does not include an evaluation plan or monitoring system.

Level III: The quality of the district’s school improvement plans is inadequate to support focused and sustained curriculum management.

Richland School District requires by policy that all schools have an improvement plan with annual review for progress and needed changes. The policy further requires that the plans be data-driven and “promote a positive impact on student learning.” Auditors were presented with electronic copies of the 2017-18 school improvement plans as well as hard copies for analysis. Upon review of the plans, the auditors conducted an informal collective assessment of all school improvement documents, rather than a formal assessment of selected individual documents. The rationale for this decision was based on the fact that a formal assessment of the school plans would result in a very similar analysis as the district plan (see [Exhibit 1.1.3](#)), providing limited additional information for the school district.

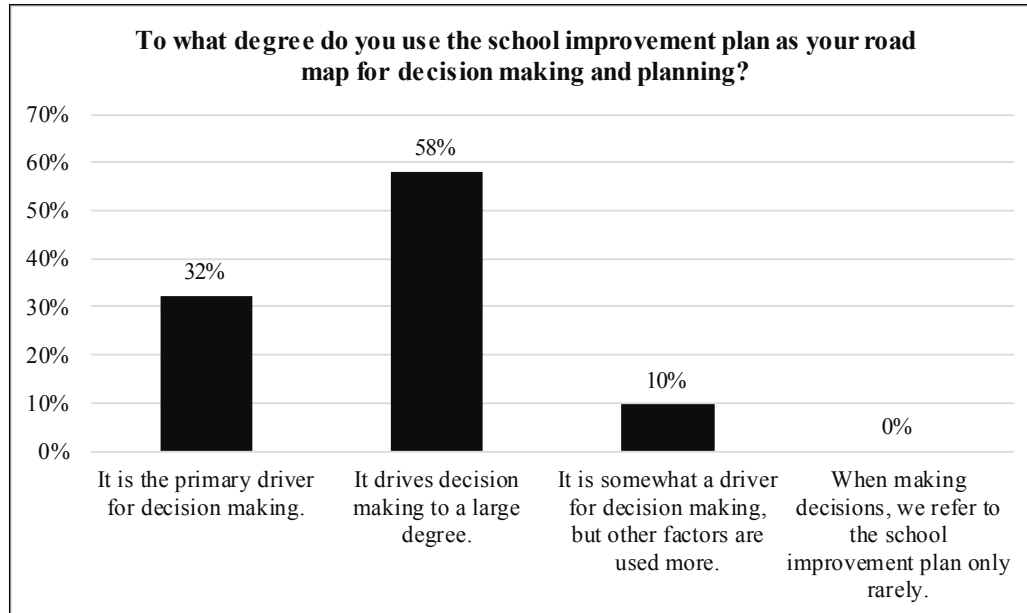
The auditors' general observations regarding the quality of the school improvement plans are provided below:

- The school plans utilize a format based on the district improvement plan template and address the same five measures found in the district plan: English language arts improvement, mathematics improvement, reduction in chronic absenteeism, reduction of discipline incidents, and increased graduation rates, all related to free/reduced lunch students and non-free/reduced lunch students. Interview data from principals revealed that since the inception of the new template in the spring of 2017, multiple revisions have been made, each requiring change at the campus level.
 - “For this year we are now in the 13th revision to the template for our campus plans.” (Building Administrator)
 - “There is no guidance from the district about our improvement plan other than changing the versions several times.” (Building Administrator)
 - “My staff is frustrated about our plan. They voted on it, and then the district tells us we need to change it. So, then it isn’t what the teachers voted on for our campus.” (Building Administrator)
- All school improvement plans include an objective for each of the five measures. Each objective includes a target for free/reduced lunch students and a separate target for non-free/reduced lunch students, with the intent of “reducing the income-based achievement gap” by the spring of 2020 as seen in the district plan. The plans utilize individual campus data as the basis for the objectives related to the five measures. Therefore, each campus has different targets related to increased achievement and graduation rates and decreased absenteeism and discipline incidents.
- Similarly, the school improvement plans include actions for the purpose of achieving the objectives. The actions for the plans vary greatly; some provide specific and detailed direction, and others general direction. Additionally, the number of actions varied by measure and by campus, ranging from one action to as many as nine actions per measure.
- The school improvement plans, like the district plan, address Schoolwide Title 1 Components (T), Sixteen Poverty Strategies (P), and Four Essential Elements (A) in the template, with each campus identifying which of the components, strategies, and elements are a priority for that particular campus.
- The school improvement plans do not provide evidence of ongoing review or monitoring, indicating a lack of accountability for implementation, deployment, and review.

Responses to an online survey question regarding use of the school improvement plan for decision making and planning indicated that most principals utilize the plans as noted in [Exhibit 1.1.4](#):

Exhibit 1.1.4

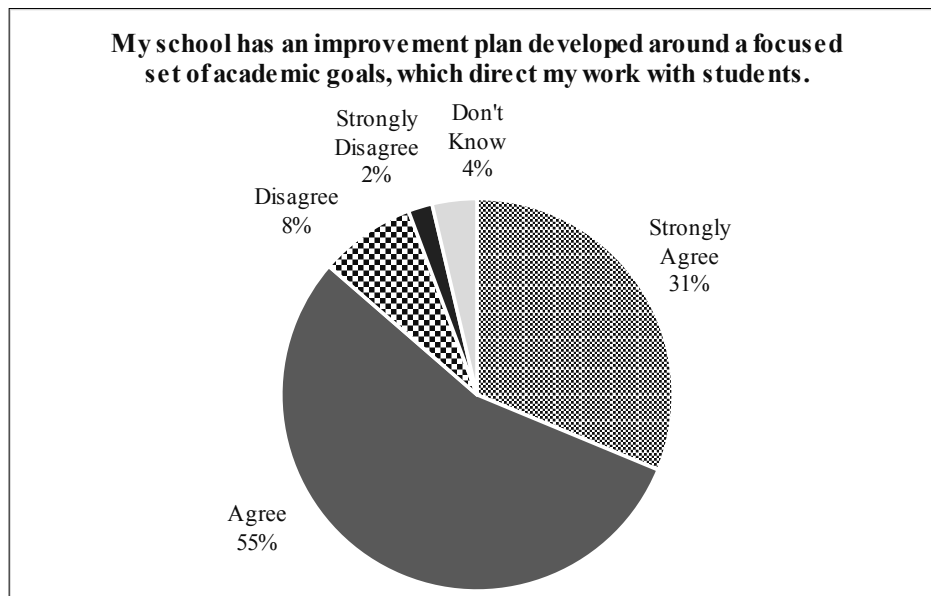
**Principals' Response on Use of the School Improvement Plan for Decision Making
Richland School District
February 2018**



As noted in [Exhibit 1.1.4](#), 90% of the respondents agreed or strongly agreed that the school improvement plan is a driver for decision making on the campus.

Auditors also surveyed teachers with regard to the use of the school improvement plan for teaching and learning. [Exhibit 1.1.5](#) shows teacher responses:

Exhibit 1.1.5
Teachers' Response on Use of the School Improvement Plan for Work with Students
Richland School District
February 2018



As noted in [Exhibit 1.1.5](#):

- Eighty-six percent of teacher respondents agree or strongly agree that the school improvement plan guides their work with students.
- Ten percent of teacher respondents disagree or strongly disagree, and 4% do not know if it guides their work with students.

Although survey data by both principals and teachers indicated widespread use of the school improvement plan for decision making and work with students, interview data and survey comments indicate some variance among campuses. The following are examples:

- “Our school improvement plan is for compliance. We have a campus action plan that we created that works for us.” (Building Administrator)
- “The school improvement plans don’t mean all that much except to address test scores.” (Teacher)

The auditors found the school improvement plans to be consistent in format and measures to the district improvement plan. They also found that each campus utilized campus data to create objectives related to the measures. However, the actions are inconsistent from campus to campus and do not provide a focused means for reaching the targets set forth by the plans. Overall, the quality of existing plans fails to meet required standards for campus improvement.

Summary

The auditors found that planning is occurring in the RSD at the district and campus levels. However, the planning process at all levels is inadequate to facilitate the successful use of human and financial resources toward achieving the mission and goals of the district, departments, and campuses. Planning documents that provide direction, training, evaluation, and change, as necessary, are missing or of insufficient quality to accomplish their intended purpose (see [Recommendation 1](#)).

Finding 1.2: Board policies are inadequate to provide local curriculum management direction and to establish quality control of the educational program and organizational functions.

In order for policies to provide the necessary operational framework, they must be useful in controlling and directing decision making. Policies must reflect the expectations set by the board and focus the resources of the district toward specific goals. In order for policies to drive practice, they must be specific, easily referenced, and the first-source documents to provide individual and system guidance. Conversely, when policies are absent, outdated, vague, or ignored, there is no effective guidance for administrators or staff. The result may be that decision making is left to individual or special interest discretion. In such instances, there is a lack of coherence in systems, operations, and actions. Educational outcomes may be unpredictable and/or fragmented and may not reflect the intent of the board.

The auditors examined all policies and regulations provided by the school district. They selected for further analysis those policies most directly related to curriculum management and organizational support and assessed them by comparing their content to 26 policy criteria that comprise the Curriculum Management Improvement Model (CMIM). This model serves as the basis for evaluating key documents in a Curriculum Audit™. Interviews were conducted with board members, administrators, and staff to identify the extent to which board policies are used in the district to guide decisions about educational programs and the curriculum.

The auditors found the Richland School District's board policies and regulations to be inadequate in both content and specificity to guide all necessary aspects of curriculum management and the educational programs. Several policies in the curriculum management areas of control, direction, consistency and equity, feedback, and productivity were either weak or absent.

Washington statutes give school boards broad powers and wide discretion in exercising the powers granted by the legislature. The following statutes were noted granting school boards the authority to manage the school district:

- *Board Policy 1000: Official Title and Legal Authority* states, "The District is classified as a first class district and is operated in accordance with the laws and regulations pertaining to that class of district. *RCW 28A.150.230 Basic Education Act of 1977.*" Additionally, "the official title of the school district is Richland School District No. 400, Benton County, State of Washington...and shall also be legally recognized as the Richland School District."
- *Board Policy 1710: Powers and Duties of the Board* outlines the responsibility of the board to include community representation, policy development, operations assessment, fiscal management, and dispute resolution. Additionally, the board is "the legislative body of the district, and shall exercise the full authority granted it by the laws and regulations of the State of Washington. *RCS.28A.320.*"

The board, through its adopted policies, establishes its governance role in developing policies and directing the superintendent to develop such rules and regulations as necessary. The following policies reference the role of the school board in establishing district policies:

- *Board Policy 1710: Powers and Duties of the Board* states their responsibility as "Adopting policies that will guide and develop the district's educational program." And, generally "oversee district operations and taking such actions as are necessary to assure compliance with the law and district policy."
- *Board Policy 1710 RR: Code of Ethics* describes numerous expectations of board members, including to confine his/her board action to "policy making, planning and appraising and to help frame policies and plans."

Auditors were informed during the site visit that in recent years, the board also approved the rules and regulations developed by the superintendent even though no policy requires such action. However, this practice was being revisited at the time of the audit visit and "would be changed" (District Administrator) by the delivery of the final audit report.

Auditors obtained for review and analysis copies of 231 board policies and regulations from the Richland School District's website. Exhibit 1.2.1 lists the 50 curriculum management system policies and regulations that were selected by auditors for analysis.

Exhibit 1.2.1

**Richland SD Board Policies and Regulations Reviewed by Audit Team
Richland School District
February 2018**

Policy/ Regulation Number	Policy/Regulation Title	Date of Most Recent Adoption/ Revisions
1000	Official Title and Legal Authority	11/2005
1710	Powers and Duties of the Board	10/2006
1710RR	Code of Ethics	10/2006
1810	Board Goals and Objectives	10/1994
2005	School Improvement Plans	5/2017
2020	Course Design, Selection and Adoption of Instructional Materials	10/2015
2020RR	Procedure Course Design Selection and Adoption of Instructional Materials	10/2015
2024	Online Learning	6/2010
2111	Instruction in Basic Skills and Work Skills	11/2006
2111RR	Instruction in Basic Skills and Work Skills	11/2006
2113	Student Learning Goals	11/2006
2130	Student Assessment System	11/2006
2160	Education of Students with Disabilities Under Section 504 of the Rehabilitation Act of 1973	1/2012
2160RR	Education of Students with Disabilities Under Section 504 of the Rehabilitation Act of 1973	Undated
2161	Special Education and Related Services for Eligible Students	4/2015
2162	Transitional Bilingual Instruction	10/2015
2162RR	Transitional Bilingual Instruction	Undated
2163	Response to Intervention	3/2008
2163RR	Response to Intervention	Undated
2166	Programs for Highly Capable Students	12/2013
2166RR	Programs for Highly Capable Students	11/2013
2168	Remediation Programs	5/1990
2245	Alternative Learning Experience Programs	3/2012
2400	Promotion and Retention	4/2008
2400RR	Promotion and Retention	Undated
2420	Grading and Progress Reports K-12	2/1991
4220	Advisory Committees	1/1992
4220RR	Advisory Committees	1/1992
5220	Responsibilities of the Teacher	4/1991
5222	Evaluation of Staff	11/2005
5345	Beginning Teacher Assistance Program	1/1989
5345RR	Beginning Teacher Assistance Program	1/1989
5400	Administrative Intern Program	3/1990

Exhibit 1.2.1 (continued)
Richland SD Board Policies and Regulations Reviewed by Audit Team
Richland School District
February 2018

Policy/ Regulation Number	Policy/Regulation Title	Date of Most Recent Adoption/ Revisions
6000	Program Planning, Budget Preparation, Adoption and Implementation	4/2001
6010	Fiscal Year	10/2000
6022	District Fundraising	6/2004
6030	Financial Reports	10/2000
6100	Revenues from Federal, State and Local Sources	4/2001
6122	Evaluation of the Superintendent	10/1994
6410	Evaluation of Administrative Staff	4/1985
8100	Transportation	4/2005
8200	Food Services	9/1987
9100	Energy Use	7/2011
9225	Facilities Planning	6/2012
9226	Capital Financing	6/2012
9228	Capital Projects Policy	2/2014
9228RR	Capital Projects	Undated
9231	Architect and Engineering Services	1/2009
9232	Educational Specifications	1/2009
9280	Environmental Policy Act Compliance	1/2009

Auditors analyzed the policies and rules and regulations listed in [Exhibit 1.2.1](#) for congruence with audit standards using 26 criteria, each with 3 defining characteristics. The auditors assessed the quality of the board policies and rules and regulations by comparing the content to audit criteria for good curriculum management. The 26 criteria are organized into 5 categories—control, direction, consistency and equity, feedback, and productivity—that mirror the five standards of the audit. Relevant policies and rules and regulations were selected from those noted in [Exhibit 1.2.1](#) for further study and review.

The auditors examined each relevant policy and regulation to determine if the audit criteria were met. For each criterion, a score of 0 to 3 points was given based on the characteristics of the policy or regulation. If a policy or regulation (or several considered together) met any of the defining characteristics, the policy or regulation was given the corresponding score (1-3). If a policy or regulation was considered too weak to meet the characteristics, or if there was no policy or regulation regarding the criterion, a rating of 0 was given. To be considered adequate, 70% of the total possible points for a standard (set of criteria) had to be given. The criteria and results of this analysis are contained in [Exhibits 1.2.2](#) through [1.2.7](#).

Exhibit 1.2.2

**Auditors' Analysis of Board Policy and Administrative Regulations
On Audit Standard One to Determine Quality and Degree of Adequacy
Richland School District
February 2018**

Standard One—Provides for Control: Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Regulations	Auditors' Rating
1.1 A taught and assessed curriculum that is aligned to the district written curriculum		
• Requires the taught and assessed curriculum to be aligned to the district’s written curriculum	1710, 2020, 2111, 2111RR	0
• Addresses the alignment of the district’s written curriculum with state and national standards for all subject areas and grades (includes electives)		0
• 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		0
1.2 Philosophical statements of the district instructional approach		
• Has a general philosophical statement of curriculum approach, such as standards-based, competency-based, outcome-based, etc.	1710, 2005, 2020RR, 2113	1
• Directs adherence to mastery learning practices for all content areas and grades involved in local, state, and national accountability		0
• Directs adherence to mastery learning practices for all grade levels and content areas, including electives		0
1.3 Board adoption of the written curriculum		
• Requires the annual review of new or revised written curriculum prior to its adoption	2020, 2020RR	0
• Directs the annual adoption of new or revised written curriculum for all grade levels and content areas		0
• Directs the periodic review of all curriculum on a planned cycle over several years		0
1.4 Accountability for the design and delivery of the district curriculum through roles and responsibilities		
• Directs job descriptions to include accountability for the design and delivery of the aligned curriculum	5222, 6122, 6140	0
• Links professional appraisal processes with specific accountability functions in the job descriptions of central office administrators, building administrators, and regular classroom teachers		1
• Directs professional appraisal processes to evaluate all staff in terms of gains in student achievement		0
1.5 Long-range, system-wide planning		
• 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 (This allows for flexibility without prescribing a particular template.)	1810, 1710, 2005	0
• 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		0
• 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		0

Exhibit 1.2.2 (continued) Auditors’ Analysis of Board Policy and Administrative Regulations On Audit Standard One to Determine Quality and Degree of Adequacy Richland School District February 2018		
Standard One—Provides for Control: Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Regulations	Auditors’ Rating
1.6 Functional decision-making structure		
• Expects an organizational chart that is annually reviewed, presented to the board, and approved by the superintendent		0
• 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		0
• 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		0
Standard One Rating (number of points for the six criteria with a possibility of 18)		2
Percentage of Adequacy (points divided by the number of possible points—18)		11%
Note: One point was awarded for every characteristic met under each criterion for a maximum of three points. No points are awarded when policies fail to meet any characteristics.		
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Exhibit 1.2.2 presents the auditors' ratings of the district policies and regulations related to Standard One, which provides for control. Auditors found board policies lacked sufficient content, specificity, and direction to meet this audit criterion. At least 70% of the characteristics must be met for the policies to be considered adequate; the auditors found that 2 of 18 characteristics were met (11%).

The following presents information about the auditors' ratings on Standard One:

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

Policy 1710 requires the board to adopt a policy that guides and develops the education program of the district.

Policy 2020 requires that instructional materials be aligned with state or national standards, but no mention is made to alignment of the curriculum itself.

Policy 2111 requires that instruction in basic skills takes place, but no mention is made that this extends across all subject areas and all grades.

No points were awarded for this criterion.

Criterion 1.2: Philosophical statements of the district instructional approach

Board Policy 1710 states a primary mission to “assure learning experiences to help all children develop skills and attitudes fundamental to receiving individual satisfaction as responsible, contributing citizens.”

Board Policy 2005 requires that school improvement plans be data-driven and shall promote a positive impact on student learning, meaning “promoting continuous achievement of the state learning goals.”

Board Policy 2020 RR, as part of the course design process, requires a review of relevance, rigor, and alignment to district and state learning standards. However, this policy addresses primarily the selection of instructional materials and not the curriculum itself.

Board Policy 2113 indicates that student learning goals will be “placed within context of a performance-based educational system.”

No additional policy statements were found requiring a specific curriculum approach or mastery learning practices to be employed at all grade levels and for all content areas, including electives.

One point was awarded for this criterion.

Criterion 1.3: Board adoption of the written curriculum

Board Policy 2020 requires the superintendent to “establish procedures...for the regular review of selected content area.”

Board Policy 2020 RR requires the regular review of course design and core instructional materials.

No policies were present that required an annual review of new or revised curriculum prior to its adoption, the annual adoption of written curriculum, or a periodic cycle of review of existing curriculum on a planned cycle for all curriculum.

No points were awarded for this criterion.

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

Board Policy 5222 requires non-administrative staff [teachers] to perform the duties identified in their job descriptions.

Board Policy 6122 requires the superintendent to be evaluated annually and such evaluation to be based, in part, on both the general performance and accomplishments toward meeting the annual goals submitted by the superintendent.

Board Policy 6140 describes the evaluative criteria for administrative staff to include job description responsibilities, accomplishment of annual goals, annual goals for the district, and “established evaluative criteria.”

No policies were presented to auditors requiring that job descriptions be linked to the design and delivery of district curriculum or that staff evaluation be connected to gains in student achievement.

One point was awarded this criterion.

Criterion 1.5: Long-range, system-wide planning

Board Policy 1710 requires the board to “learn of the concerns and aspirations of all segments of the community” and “attempt to find ways to accommodate them, where possible.”

Board Policy 1810 requires the board to adopt and publicize goals and objectives for the new school year.

Board Policy 2005 requires each school to develop a school improvement plan with annual review for progress. Each plan is to be approved by the board by October 1.

No policies were presented to auditors that require either district planning, a long-range district plan, or that school improvement plans be evaluated using both formative and summative measures. While school improvement plans are presented to the board, their approval and the criteria for approval are not indicated (see [Finding 1.1](#)).

No points were awarded for this criterion.

Criterion 1.6: Functional decision-making structure

No policies were presented to auditors that require an organization chart or job descriptions (see [Finding 2.3](#)). Nor were policies presented that describe specific composition of decision-making bodies according to the expectations described in Criteria 1.6.

Zero points were awarded for this criterion.

Exhibit 1.2.3

Auditors' Analysis of Board Policy and Administrative Regulations On Audit Standard Two to Determine Quality and Degree of Adequacy Richland School District February 2018

Standard Two—Provides for Direction: Directs the superintendent or designee to oversee the development of board policy to ensure:		
Audit Criteria and Characteristics	Relevant Policies and Regulations	Auditors' Rating
2.1 Written curriculum with aligned, criterion-referenced formative assessments for all subject areas at all grade levels		
• Requires enough specificity so that all teachers can consistently describe how students will demonstrate mastery of the intended objective	2420	0
• Requires formative assessment instruments that align to specific curriculum objectives		0
• Directs that suggestions be provided to teachers for differentiating curriculum to meet students' needs as diagnosed by formative assessments		0
2.2 Periodic review/update of the curriculum and aligned resources and assessments		
• Requires the development of procedures to both formatively and summatively review the written curriculum for all grade levels and content areas	2020RR	1
• Requires the annual review of test banks, benchmark assessments, and other assessment instruments for alignment with the district or state accountability system		0
• Evaluates assessment instruments for alignment to the district curriculum in all three dimensions: content, context, and cognitive type		0
2.3 Textbook/resource alignment to curriculum and assessment		
• Requires textbooks/resources to be regularly reviewed and the resource revision/ adoption cycle to align with the curriculum revision cycle	2020	1
• Directs review of all new instructional resource materials for content, context, and cognitive type alignment to the district curriculum and assessment		0
• 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.)		0
2.4 Content area emphasis		
• Directs the yearly identification of subject areas that require additional emphasis based on a review of assessment results		0
• Within subject areas, requires identification by administration of specific objectives, contexts, cognitive types, and instructional practices to receive budgetary support		0
• Requires focused professional development and coaching to support the instructional delivery of the identified priorities within the content areas		0
2.5 Program integration and alignment to the district's written curriculum		
• 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	2020, 2163, 2163RR	1
• 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		0
• Directs administrative staff to prepare annual recommendations for subject-related and school-wide program revision, expansion, or termination based on student achievement		0
Standard Two Rating (number of points for the five criteria with a possibility of 15)		3
Percentage of Adequacy (points divided by the number of possible points—15)		20%
Note: One point was awarded for every characteristic met under each criterion for a maximum of three points. No points are awarded when policies fail to meet any characteristics.		
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Exhibit 1.2.3 presents the auditors' ratings of the district policies and regulations related to Standard Two, which provides for direction. Auditors found board policies lacked sufficient content, specificity, and direction to meet this audit criterion. At least 70% of the characteristics must be met for the policies to be considered adequate; the auditors found 3 of 15 characteristics were met (20%).

The following presents information about the auditors' ratings on Standard Two:

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

Board Policy 2420 requires teachers to specify the student learning goals or objectives for a particular course.

No other policy was presented to auditors concerning student mastery of intended learning objectives or criterion-referenced formative assessments.

Zero points were awarded for the criterion.

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

Board Policy 2020 RR addresses some elements of Criterion 2.2, as it requires the establishment of a regular cycle of course design review that includes examination based on student need, demographics, and funding.

No policies were presented describing expectations for test banks, benchmark assessments, or deeply aligned curriculum assessments.

One point was awarded for this criterion.

Criterion 2.3: Textbook/resource alignment to curriculum and assessment

Board Policy 2020 describes the processes and expectations for the selection of instructional materials. The policy states that such materials must enrich and support curriculum, align with district and state standards, consider varied interests and abilities of students, contribute to students' understanding of themselves, stimulate growth in academic knowledge, including critical thinking skills, be age appropriate, and be free from bias, which partially fulfills this criterion.

No policy was presented that required that textbooks and resources be aligned for content, context, or cognitive type, or that directed staff to identify gaps in alignment between written curriculum and instructional materials.

One point was awarded for this criterion.

Criterion 2.4: Content area emphasis

No policies were presented that required the identification of specific subject areas requiring additional emphasis, the use of budgetary support, or coaching of instructional delivery for priority areas.

No points were awarded for this criterion.

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

Board Policy 2020 permits schools to replace approved core instructional materials with alternative materials to be used with a subset of students.

Board Policy 2163 describes Response to Intervention (RTI) as a means to address student learning needs, including the use of systematic assessments, decision making, and a multi-tiered service delivery model.

Board Policy 2163 RR further explains the use of Tier 1, 2, and 3 interventions and their use in the school setting.

While the above policies address student level interventions and processes for their implementation, no policy directing the coordination of such programs (interventions) with district curriculum and/or a system to monitor the effectiveness for such intervention.

One point was awarded for this criterion.

Exhibit 1.2.4

Auditors' Analysis of Board Policy and Administrative Regulations On Audit Standard Three to Determine Quality and Degree of Adequacy Richland School District February 2018

Standard 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 Regulations	Auditors' Rating
3.1 Predictability of written curriculum from one grade and/or instructional level to another		
• Requires the vertical articulation and horizontal coordination of the curriculum within schools		0
• Requires vertical articulation across grade levels and horizontal coordination among schools at a given level for all content areas		0
• Directs the identification of prerequisite skills and their placement in the written curriculum at the appropriate grade/instructional level		0
3.2 Training for staff in the delivery of the curriculum		
• 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	2020, 5220, 5345, 5400	0
• Requires a process whereby staff are coached over time in the implementation of professional development initiatives		0
• Directs the regular evaluation of the impact of professional development on student achievement, using both formative and summative measures		0
3.3 Delivery of the adopted district curriculum		
• Requires all staff to deliver the curriculum as approved by the board	5220	0
• 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		0
• Requires an annual report for the board regarding the status of curriculum delivery		0
3.4 Monitoring the delivery of the district curriculum		
• Directs building principals to develop and implement a plan to monitor the delivery of the district curriculum on a weekly basis		0
• Directs central office curricular staff to assist the principal in monitoring the delivery of the district curriculum		0
• 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		0
3.5 Equitable student access to the curriculum, instructional resources, and learning environment		
• 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	2160, 2160RR, 2161, 2162, 2162RR, 2163, 2166, 2168, 2245	1
• 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		1
• 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		0
Standard Three Rating (number of points for the five criteria with a possibility of 15)		2
Percentage of Adequacy (points divided by the number of possible points—15)		13%
Note: One point was awarded for every characteristic met under each criterion for a maximum of three points. No points are awarded when policies fail to meet any characteristics.		
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Exhibit 1.2.4 presents the auditors' ratings of the district policies and regulations related to Standard Three, which provides for consistency and equity. Auditors found board policies lacked sufficient content, specificity, and direction to meet this audit criterion. At least 70% of the characteristics must be met for the policies to be considered adequate; the auditors found 2 of 15 characteristics were met (13%).

The following presents information about the auditors' ratings on Standard Three:

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

Auditors found no policies that addressed articulation and coordination of the curriculum.

No points were awarded this criterion.

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

Staff development and its purpose is only marginally addressed in the following:

- *Board Policy 2020* requires professional development and "support systems for teachers as they implement courses."
- *Board Policy 5220* requires teachers to participate in professional development activities to enhance competence.
- *Board Policies 5345* and *5400* describe the characteristics for the beginning teacher program and administrative intern program, respectively.

No policies were presented to auditors that require a plan for professional development, is congruent with long range plans, requires coaching of professional staff, or is monitored for its impact on student learning.

Zero points were awarded for this criterion.

Criterion 3.3: Delivery of the adopted district curriculum

Board Policy 5220 describes the responsibilities of the teacher, none of which include delivery of the adopted curriculum. Likewise, policy is silent on the expectation of disaggregating assessment results to inform curriculum decisions.

No points were awarded this criterion.

Criterion 3.4: Monitoring the delivery of the district curriculum

No policy expectation was found that specifically required principals to monitor the delivery of curriculum on a weekly basis or using the data to monitor the status of curriculum delivery across the district.

No points were awarded this criterion.

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

Several policies were found that establish a clear expectation that students not be denied access to the district's education programs, including:

- *Board Policies 2160* and *2060 RR* dealing with Education of Students with Disabilities Under Section 504 of the Rehabilitation Act of 1932,
- *Board Policy 2161* dealing with Special Education and Related Services for Eligible Children,
- *Board Policies 2162* and *2162 RR* dealing with Transitional Bilingual Instruction,
- *Board Policy 2163* dealing with Response to Intervention,
- *Board Policy 2166* dealing with Programs for Highly Capable Students,
- *Board Policy 2168* dealing with Remediation Programs, and
- *Board Policy 2245* dealing with Alternative Learning Experience Programs.

While these policies require the district to establish procedures for the identification and delivery of services to students, there is no discussion requiring a review of equity data or the development of a plan to address equity issues.

Two points were awarded for this criterion.

Exhibit 1.2.5

Auditors' Analysis of Board Policy and Administrative Regulations On Audit Standard Four to Determine Quality and Degree of Adequacy Richland School District February 2018

Standard 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 Regulation	Auditors' Rating
4.1 A student assessment process		
• 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	2130, 2400, 2420	0
• 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		0
• Requires assessment instruments to be more rigorous in content, context, and cognitive type than external, high stakes assessments		0
4.2 A program assessment process		
• Directs the development and implementation of a district program evaluation process		0
• Requires each proposed program to have an evaluation process (includes both formative and summative evaluations) before that program is adopted and implemented		0
• Directs the program assessment process to link with district planning initiatives, including site improvement plans and the strategic/long-range plan		0
4.3 Use of data from assessments to determine program and curriculum effectiveness and efficiency		
• Requires the disaggregation of assessment data at the school, classroom, student subgroup, and student level to determine program and curriculum effectiveness and efficiency	2163RR, 2400, 5220	0
• Requires classroom teachers to track and document individual student mastery in core content areas		0
• 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		0
4.4 Reports to the board about program effectiveness		
• Requires yearly reports to the board regarding program effectiveness for all new programs for the first three years of operation	1810	0
• Requires reports to the board every three years for long-term programs		0
• 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		0
Standard Four Rating (number of points for the four criteria with a possibility of 12)		0
Percentage of Adequacy (points divided by the number of possible points—12)		0%
Note: One point was awarded for every characteristic met under each criterion for a maximum of three points. No points are awarded when policies fail to meet any characteristics.		
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Exhibit 1.2.5 presents the auditors' ratings of the district policies and regulations related to Standard Four, which provides for feedback. Auditors found board policies lacked sufficient content, specificity, and direction

to meet this audit criterion. At least 70% of the characteristics must be met for the policies to be considered adequate; the auditors found that 0 of 12 characteristics were met.

The following presents information about the auditors' ratings on Standard Four:

Criterion 4.1: A student assessment process

Board Policy 2130 requires a “variety of assessment procedures to measure student performance, including norm-referenced tests, district-level and classroom-based performance assessments.”

Board Policy 2400 indicates that students shall be promoted to the next grade level following a successful year of study at a specific grade level, but does not define successful student performance.

Board Policy 2420 requires the issuance of grades and progress reports to serve as the basis of continual evaluation of a student's performance.

No mention is made in policy regarding state accountability measures or the rigor of assessments used within the district.

No points were awarded for this criterion.

Criterion 4.2: A program assessment process

No policies were presented to auditors related to a program assessment process.

Zero points were awarded this criterion.

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

Board Policy 2163 RR describes a process to monitor Response to Intervention utilizing continuous progress monitoring, and requires the resulting data be utilized to monitor for a change in “intervention, frequency, or duration.”

Board Policy 2400, as described in Criteria 4.1 above, provides opportunities to utilize assessment results to monitor for program effectiveness, although as stated above, such effectiveness has not been defined in policy.

Board Policy 5220 states that teachers are responsible for evaluating the work of students.

No board policies were presented to auditors requiring the disaggregation of student assessment data or other use of such data to influence curricular decisions on a school or district level.

Zero points were awarded this criterion.

Criterion 4.4: Reports to the board about program effectiveness

Board Policy 1810 requires that the board annually review goals and objectives from the previous school year, and “shall file the assessment with the school board minutes.”

Policy is silent on the audit expectation of reports on new programs, three-year reports on long-term programs, and summative reports on all content areas prior to curriculum revisions.

No points were awarded this criterion.

Exhibit 1.2.6

**Auditors' Analysis of Board Policy and Administrative Regulations
On Audit Standard Five to Determine Quality and Degree of Adequacy
Richland School District
February 2018**

Standard 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 Regulations	Auditors' Rating
5.1 Program-centered budgeting		
• 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	1710, 6000, 6022	0
• 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.)		0
• 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.)		0
5.2 Resource allocation tied to curriculum priorities		
• Requires a budget that allocates resources according to documented needs, assessment data, and established district curriculum and program goals and priorities	6000	0
• 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		0
• 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		0
5.3 Environment to support curriculum delivery		
• Directs facilities that enable teachers to work in an environment that supports adequate delivery of the curriculum	9100, 9225, 9226, 9228RR, 9232, 9280	0
• Directs consideration of multi-year facilities planning efforts to adequately support the district curriculum and program priorities		0
• 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		1
5.4 Support systems focused on curriculum design and delivery		
• 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	8100, 8200	1
• Requires formative and summative evaluation practices for each support service to provide data for improving these services and documented evidence of improvement over time		0
• 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		0

Exhibit 1.2.6 (continued) Auditors’ Analysis of Board Policy and Administrative Regulations On Audit Standard Five to Determine Quality and Degree of Adequacy Richland School District February 2018		
Standard 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 Regulations	Auditors’ Rating
5.5 Data-driven decisions for the purpose of increasing student learning		
• Directs the development of specific requirements for data analysis that lead to improved student learning for the core curriculum areas and electives		0
• Directs the development of specific requirements for data analysis that lead to improved student learning for all curriculum areas and grade levels (including electives)		0
• Directs the development of specific requirements for data analysis that lead to improved student learning for all operations of the district		0
5.6 Change processes for long-term institutionalization of district priority goals		
• 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		0
• 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		0
• 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		0
Standard Five Rating (number of points for the six criteria with a possibility of 18)		2
Percentage of Adequacy (points divided by the number of possible points—18)		11%
Note: One point was awarded for every characteristic met under each criterion for a maximum of three points. No points are awarded when policies fail to meet any characteristics.		
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Exhibit 1.2.6 presents the auditors' ratings of the district policies and rules and regulations related to Standard Five, which provides for productivity. Auditors found board policies lacked sufficient content, specificity, and direction to meet this audit criterion. At least 70% of the characteristics must be met for the policies to be considered adequate; the auditors found that 2 of 18 characteristics were met (11%).

The following presents information about the auditors' ratings on Standard Five:

Criterion 5.1: Program-centered budgeting

Board Policy 1710 requires the board to “authorize the district’s annual budget and approve expenditures to that budget.”

Board Policy 6000 states that the district budget is tangible evidence of the board’s commitment toward fulfilling aims and objectives of the instructional program of the district.

Board Policy 6022 describes district guidelines for fundraising, requiring such fundraising activities comply with the following: promote K-12 education, provide educational experiences for students, and address local funding obligations that support the educational mission of the district.

No policies were presented to auditors that require program-centered budgeting linked to measurable program goals or cost-benefit analysis.

Zero points were awarded this criterion.

Criterion 5.2: Resource allocation tied to curriculum priorities

Board Policy 6000 describes the budget planning process in terms of goals and expectations, including alignment with immediate and long-range goals and resources available to establish priorities within a broad program area such as basic education and support services.

No policies were presented that required allocation linked to program priorities or how those priorities might be identified.

Zero points was awarded for this criterion.

Criterion 5.3: Environment to support curriculum delivery

Several policies were presented addressing facilities and their use in the district, including:

- *Board Policy 9225: Facilities Planning* requires that facilities be designed to “accommodate the educational needs of students and be consistent with the educational philosophy and instructional goals of the district.”
- *Board Policy 9100: Energy Use, Board Policy 9226: Capital Financing, Board Policy 9228RR: Capital Projects, Board Policy 9232: Educational Specifications, and Board Policy 9280: State Environmental Act Compliance* are essentially compliance-driven mandated policies required by state law.

One point was awarded for this criterion.

Criterion 5.4: Support systems focused on curriculum design and delivery

Board Policy 8100 describes the components for the district transportation system and describes the determination of bus routes.

Board Policy 8200 requires compliance with the philosophy of the National School Lunch Program.

No other policies were presented to auditors related to support systems.

One point was awarded for this criterion.

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

No policy statements were noted that referenced the use of data analysis from a budgetary perspective to improve student learning.

Zero points were awarded for this criterion.

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

No policies were noted that referenced change or implementing change processes.

Zero points were awarded this criterion.

Exhibit 1.2.7 shows the percentage of adequacy of board policies, rules and regulations for each of the five standards and an overall adequacy percentage for all five standards.

Exhibit 1.2.7

Summary Ratings of the Auditors' Analysis of Board Policy And Administrative Regulations to Determine Quality and Degree of Adequacy Richland School District February 2018

Standard	Number of Criteria	Number of Possible Points	Points Given	Percentage of Points Relative to 70% Standard for Adequacy
One	6	18	2	11
Two	5	15	3	20
Three	5	15	2	13
Four	4	12	0	0
Five	6	18	2	11
Overall Rating For all Criteria	26	78	9	12%
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As can be noted, district policies and regulations scored 9 of a possible 78 points. Scores for each of the five categories were: Control—2 of 18, Direction—3 of 15, Consistency and Equity—2 of 15, Feedback—0 of 12, and Productivity—2 of 18. To be considered adequate an overall score of 57 points, or 70%, is required. With an overall score of 9 points, or 12%, auditors determined that the policies and rules and regulations of the Richland School District did not meet the audit standard for effective governance related to curriculum management and are considered inadequate.

In summary, the auditors compared governing policies and regulations to audit criteria for quality in the areas of control, direction, consistency and equity, feedback, and productivity. It was determined that board policies and regulations are inadequate to direct the superintendent and staff for effective management of curriculum and other district functions. More specifically, no board policies or administrative regulations clearly require specificity or similar curriculum requirements that would help teachers demonstrate student mastery of critical learner objectives aligned with accountability measures. Policies related to assessment and curriculum contain little direction for formative assessment instruments, denying teachers access to information about student progress in mastery of learner objectives on a frequent basis (see [Recommendation 3](#)).

Finding 1.3: Effective organizational management criteria were not reflected in the administrative structure depicted in the table of organization, and some critical positions for quality control were absent. Job descriptions do not meet audit standards, and job descriptions for key administrative positions are missing.

A functional organization has an administrative structure that arranges personnel to ensure the effective and efficient design and delivery of the curriculum and sound system operations and functions. Administrative operations, which are solely under the superintendent's authority, provide the mechanism for the board to translate its values, goals, policies, and intentions into action.

In an educational system, positions are required in five key areas:

- Defining organizational focus, goals, and purposes (policy and planning)
- Designing the work with authorized outcomes and suggested ways and means to accomplish organizational objectives (curriculum)
- Implementing the work within organizational specifications and guidelines (instruction)

- Measuring achievement of the work and providing feedback on results (assessment)
- Managing functions to support the work (finance, human resources, support services)

To accomplish its purposes, the board needs to provide the superintendent with sufficient staff to carry out relevant quality control functions and to appropriately manage the work (see Full Inclusion section below).

Job descriptions are clearly written descriptions of duties and qualifications of persons employed by the school district. They provide employees with information regarding the necessary background to successfully prepare for the job and describe how positions are to function within the organization, including assignment of supervisory relationships and the critical components of the job. A clear set of job descriptions supports the district's internal and external communications by explaining who performs what duties within the organization. Adequately designed job descriptions also allow the district to graphically depict administrative relationships on the table of organization.

Auditors determined that the district table of organization is ineffective in providing oversight to the board. More specifically, the table of organization violates several rules of organizational management, most notably in the areas of span of control, chain of command, logical grouping, scalar relationships, separation of line and staff functions, and full inclusion. Auditors determined that job descriptions did not meet audit criteria. Furthermore, several key administrative positions have no job descriptions. A further discussion of both the organization table and job descriptions follows.

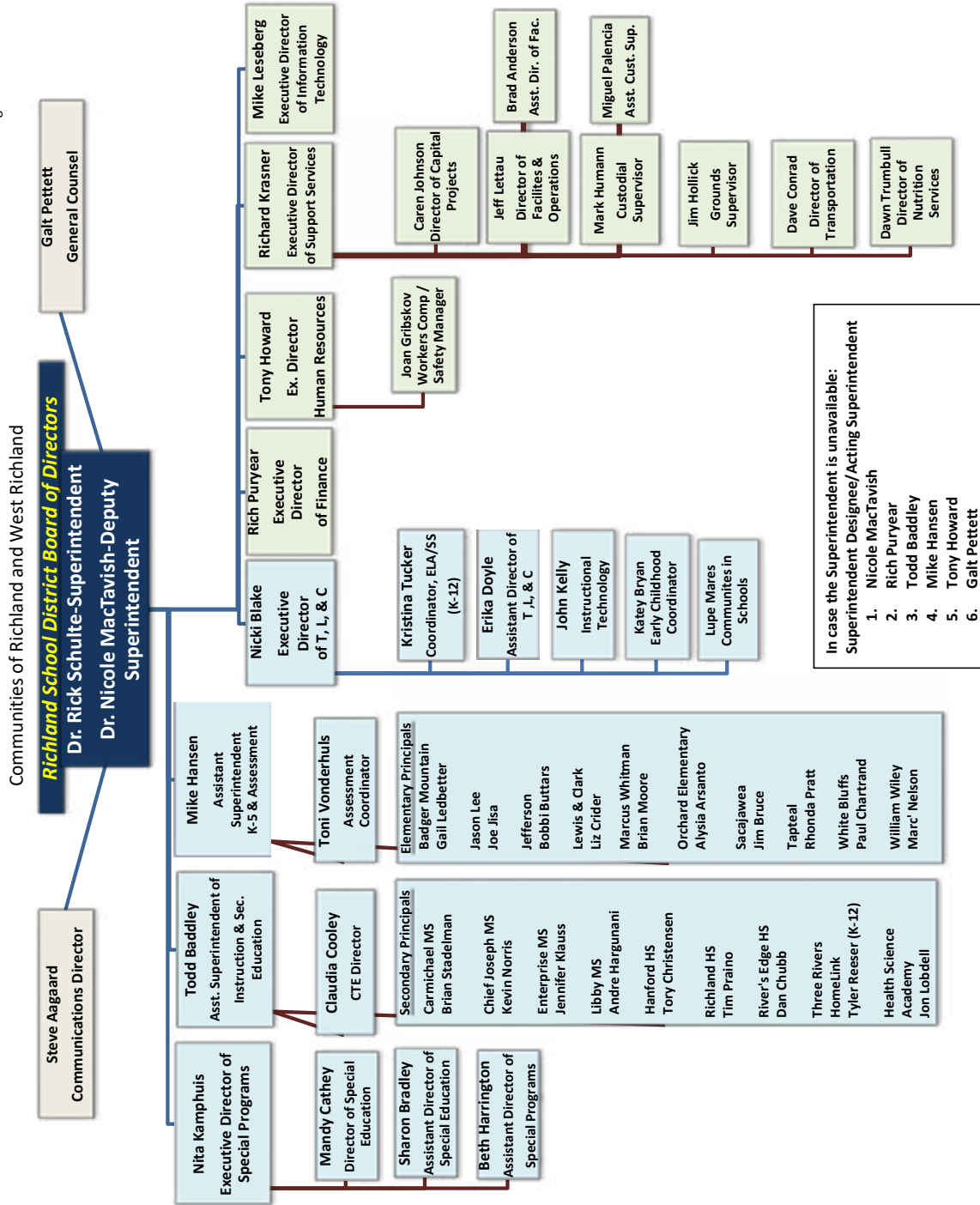
Organizational Structure

Clear organizational relationships are important for the effective management of a school system. Successful educational organizations assign and arrange personnel by function to ensure the effective and efficient design and delivery of curriculum. The simplest expression of these relationships is an organizational chart that clearly depicts employee relationships and line/staff relationships. The graphic representation of these relationships and supervisory duties is referred to as a table of organization (T/O). No policy or regulation specifically requiring a table of organization was presented to auditors for review. Neither is language present in policies that references the superintendent's role in developing an administrative structure to carry out the duties of the district. No job description for the superintendent was presented to auditors for review. Auditors were presented with a table of organization for the RSD illustrated in Exhibit 1.3.1.

Exhibit 1.3.1

Organizational Chart Richland School District February 2018

Richland School District Organization Chart for 2017-18



In case the Superintendent is unavailable:
Superintendent Designee/Acting Superintendent

1. Nicole MacTavish
2. Rich Puryear
3. Todd Baddley
4. Mike Hansen
5. Tony Howard
6. Galt Pettett

The criteria used in the auditors' evaluation included the following principles of sound organizational management presented in Exhibit 1.3.2:

Exhibit 1.3.2
Curriculum Management Improvement Model
Principles of Sound Organizational Management

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

The auditors examined the RSD's table of organization during the site visit on February 5-8, 2018, and found it inadequate to provide for sound curriculum and instructional management. The table of organization failed to meet criteria related to all six principles of sound organizational management.

The auditors' analysis of the evidence used to determine adequacy or each principle is presented below.

Span of Control

The table indicates 10 personnel reporting to the superintendent: one deputy superintendent, two assistant superintendents, six executive directors, and one director. Additionally, the superintendent, while not supervising the five board members, must maintain regular contact with each, and, therefore, exceeds the maximum span of control of 12. This becomes especially critical with the plan to advance the current deputy superintendent to the role of superintendent in the next year. Excessive personnel to supervise could compromise the ability of the new superintendent to effectively execute the role.

Auditors noted that the superintendent and deputy superintendent actually share a combined cell on the table. In reality, the deputy superintendent is a position wholly separate from the superintendent, with all other direct reports noted above reporting to the superintendent. As explained to auditors by district staff, this blending of cells was done intentionally by the district to aid the transition of the deputy superintendent to the role as superintendent of schools beginning in 2019.

Chain of Command

Several violations of this principle exist, as follows:

- Teachers are not present on the table (see Full Inclusion below), making it impossible to determine Chain of Command for teachers.
- Double lines are displayed from the CTE Director and Assessment Coordinator, making it impossible to determine who follows which line.

- Some positions not present on the table of organization are indicated in job descriptions as reporting to more than one supervisor (see Job Descriptions below).

Logical Grouping of Functions

It is unclear if principals report to a director, coordinator, or the assistant superintendent, because of the dual lines as indicated above. Ideally, principals who are entrusted with the delivery of the curriculum would report to supervisory personnel who are responsible for instructional services, not a CTE director or assessment coordinator.

Title Services/Fiscal Analyst (included as Assistant Director of Special Programs) is placed within the special education area, when that position would be better located within operations.

Auditors were unable to determine how curriculum services are supported for certain content areas. While a dedicated coordinator exists for ELA and SS, and an assistant director exists for math and science, no personnel are assigned to other content fields (world languages, fine arts, physical education, health, counseling, etc.) As a result, these services are relegated to no one and revert back to the Executive Director of T, L & C. The executive director, then, is performing activities of a coordinator at the potential expense of executive director duties.

Separation of Line and Staff Functions

A key element of line and staff functions is that those administrators carrying out the primary mission of the district should not be confused with those supporting it. This is easily identifiable in the area of operations vs. curriculum and instruction. However, even within the area of curriculum and instruction, there must be separation between those who write and assess the curriculum and those who implement the curriculum. Consequently, auditors look for clear separation between those personnel who develop and write curriculum, design and plan district assessments, and provide staff development and those personnel who provide direct delivery of that curriculum to students (primarily building administrators and teachers).

Two violations were found within the assessment department. First, the Assistant Superintendent of K-5 is also responsible for directing assessment in the district. These two roles should be separated as assessment is a function of the curriculum department, not the instruction department. Secondly, the assessment coordinator is also shown under instruction, not curriculum. This is a violation of the principle that line officers only report to other line officers, and staff to other staff.

The same issue is present for the area of highly capable student programming. Auditors learned in discussion with staff that the Assistant Superintendent of K-5 is responsible for the supervision of the program for highly capable students (although this is not presented on the TO), while this program is best placed under curriculum with a dedicated coordinator.

Also, the name Executive Director of Teaching, Learning, and Curriculum is not a true reflection of the responsibilities of that position or department. Teaching and Learning implies instruction and delivery of the curriculum to students. This is the primary responsibility of the designated assistant superintendents, building principals, and teachers, not central office staff members.

Scalar Relationships

Positions of similar responsibility and remuneration should be shown on the same horizontal plane to reflect responsibility requirements within the organization.

- One executive director is shown on the same horizontal plane as the assistant superintendents rather than with the other executive directors.
- Some director and coordinator positions are shown visually on a higher or same plane than principals. This is normally not the case in a system of this size as principals have primary responsibility for students, teachers, and curriculum implementation.
- Supervisors and directors under Support Services seem to be randomly placed on the table.

Full Inclusion

Several violations of this principle are present on the table, as follows:

- Teachers, Classroom Support Teachers, and Assistant Principals are missing from the table.
- While a job description is present for Professional Development Coordinator, no Professional Development position is present on the table.
- Title I and Federal Programs are not clearly indicated on the table. Auditors learned in conversation with district staff that this role is placed under Special Programs (see Logical Grouping above).
- Two cells on the table of organization are titled as “programs” (Instructional Technology and Communities in Schools) and assigned no supervisory position. It is unclear if these programs are led by directors, coordinators, or classified/clerical staff.

In conclusion, substantive issues contribute to the inadequacy of the organizational structure and suboptimize quality control.

Job Descriptions

To determine the availability and quality of job descriptions, auditors reviewed current available job descriptions, policies, and other documents and interviewed staff regarding their job responsibilities and reporting structure.

Auditors were not presented with policies that directly required job descriptions to be developed or approved by the district. Auditors then looked at the job description for the position Executive Director of Human Resources and found that job descriptions and the development and management of job descriptions are not mentioned. Auditors also found no job description for the superintendent, neither as a stand-alone document or in policy. Auditors were told in interviews with district staff that job descriptions are written when positions are open and not on any regular schedule.

Despite there being no governance directive to develop job descriptions, several policies require that staff members perform their duties according to the expectations in their respective job descriptions, including *Board Policy 5222, Responsibilities of the Teacher* and *Board Policy 6410 Evaluation of Administrative Staff*.

RSD’s job descriptions do not meet audit standards. Sixty-five percent of the job descriptions reviewed are considered adequate, below the minimum audit standard of 70%.

One hundred thirty-eight (138) job descriptions were presented to auditors and reviewed on the four critical elements listed below:

- Qualifications;
- Links to Chain of Command;
- Functions, Duties, and Responsibilities; and
- Relationship to the Curriculum (where relevant).

There are five possible ratings on the four critical elements. The possible ratings are shown in [Exhibit 1.3.3](#). For a job description to be considered strong, it must be rated as adequate or higher on all four of the critical elements.

Exhibit 1.3.3

Audit Criteria for Rating Job Descriptions

Criteria	Description
Missing	No statement made
Inadequate	Statement made, but missing basic ingredients
Adequate	Clear statement, but weak in curriculum quality control statements
Strong	Clear statement, including several aspects of curriculum quality
Exemplary	Clear statement, including curriculum and delivery of curriculum
N/A	Not applicable

[Exhibit 1.3.4](#) presents the job descriptions reviewed and the auditors' assessment of their adequacy.

Exhibit 1.3.4

Auditors' Assessment of Selected Job Descriptions Richland School District February 2018

Position	Date	Qual.	Link to Chain of Command	Respons.	Curriculum Link
ACES Coordinator (AVID)	6/2012	Adequate	Adequate	Adequate	Adequate
Administrator Health Sciences Academy	7/2016	Adequate	Adequate	Adequate	Adequate
Alternative Online Learning Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Applied Mathematics Teacher	2/2017	Strong	Adequate	Adequate	Adequate
Art Teacher K-12	2/2017	Adequate	Adequate	Adequate	Adequate
Assistant Director of Special Programs	3/2014	Adequate	Inadequate	Adequate	Adequate
Assistant Principal – Carmichael Middle School	7/2017	Adequate	Inadequate	Adequate	Adequate
Assistant Principal - Orchard Elementary	6/2017	Adequate	Inadequate	Adequate	Adequate
Assistant Principal – Richland High School	7/2014	Adequate	Inadequate	Adequate	Adequate
Assistant Principal .5/Instructional Coach .5 Delta HS	8/2017	Adequate	Inadequate	Adequate	Adequate
BESST Teacher K-5	2/2017	Adequate	Adequate	Adequate	Adequate
BESST Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
BESST Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Biology Teacher	2/2017	Adequate	Adequate	Strong	Adequate
Blended Resource Room/Language Arts Teacher Middle School	2/2017	Adequate	Inadequate	Adequate	Adequate
Business Education Teacher	2/2017	Adequate	Inadequate	Adequate	Adequate
Career Center Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Career Technical Education Business Teacher Delta HS	7/2017	Strong	Inadequate	Strong	Adequate
Case Manager, Special Programs Secondary	2/2017	Adequate	Inadequate	Adequate	Adequate
Classroom Support Teacher	6/2016	Strong	Adequate	Strong	Strong
Contract Learning Teacher, Alternative High School	Undated	Adequate	Adequate	Adequate	Adequate
Coordinator of Early Childhood Education	4/2016	Adequate	Strong	Adequate	Adequate
Counselor Delta HS	2/2017	Adequate	Inadequate	Adequate	Adequate
CTE Journalism/Language Arts Teacher	4/2017	Adequate	Adequate	Adequate	Adequate

Exhibit 1.3.4 (continued)
Auditors' Assessment of Selected Job Descriptions
Richland School District
February 2018

Position	Date	Qual.	Link to Chain of Command	Respons.	Curriculum Link
CTE Photography Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
CTE Photography/Journalism Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Curriculum Coordinator	Undated	Inadequate	Adequate	Adequate	Adequate
Dean of Students	8/2017	Adequate	Inadequate	Adequate	Adequate
Deputy Superintendent	12/2017	Adequate	Inadequate	Strong	Strong
Developmental Preschool Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Director of Career and Technical Education	Undated	Adequate	Adequate	Adequate	Adequate
Director of Special Education	5/2012	Adequate	Inadequate	Adequate	Adequate
ECEAP Preschool Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Elementary Art Teacher	2/2017	Adequate	Adequate	Strong	Adequate
Elementary Counselor	5/2013	Strong	Adequate	Strong	Adequate
Elementary Principal - Orchard Elementary	3/2017	Adequate	Inadequate	Inadequate	Adequate
Elementary Teacher K-5	12/2017	Strong	Inadequate	Adequate	Adequate
English Language Arts Teacher Delta HS	5/2016	Strong	Inadequate	Adequate	Adequate
English Language Arts/Social Studies Teacher Delta HS	Undated	Strong	Inadequate	Adequate	Adequate
English Language Learner (ELL) Teacher	2/2017	Adequate	Inadequate	Adequate	Adequate
Executive Director of Elementary Education and Assessment	Undated	Adequate	Adequate	Adequate	Adequate
Executive Director of Human Resources	Undated	Adequate	Adequate	Inadequate	Adequate
Executive Director of Special Education	12/2013	Adequate	Inadequate	Strong	Strong
Executive Director of Support Services	1/2017	Adequate	Adequate	Adequate	Adequate
Executive Director of Teaching, Learning, and Curriculum	4/2014	Adequate	Adequate	Adequate	Adequate
Extended Resource Room Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Family and Consumer Sciences Teacher	4/2017	Strong	Adequate	Strong	Adequate
Fiscal Budget Analyst	Undated	Adequate	Adequate	Adequate	Adequate
Foreign Language German/Spanish Teacher	5/2017	Adequate	Adequate	Adequate	Adequate
Foreign Language Russian Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Foreign Language Spanish Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Foreign Language Spanish/English Language Arts Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Foreign Language Spanish/Russian Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
French/Drama Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
French/History Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
French/Language Arts Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
French/Social Studies/Drama Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Health Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
High School Agricultural Science/Metals/Consumer Economics Teacher	2/2017	Adequate	Inadequate	Adequate	Adequate
High School Counselor	2/2017	Adequate	Adequate	Adequate	Adequate
High School Principal - Hanford High	Undated	Adequate	Inadequate	Inadequate	Adequate
History Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
History/Drama Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Art Teacher	2/2017	Adequate	Adequate	Adequate	Adequate

Exhibit 1.3.4 (continued)
Auditors' Assessment of Selected Job Descriptions
Richland School District
February 2018

Position	Date	Qual.	Link to Chain of Command	Respons.	Curriculum Link
Homelink Consultant	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Instructional Specialist (Elementary)	2/2017	Strong	Adequate	Adequate	Adequate
Homelink Language Arts/Social Studies Teacher 6-12	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Math Teacher 6-12	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Offsite Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Online Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Robotics/Engineering Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Science/Math Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Science/STEAM Teacher 6-12	2/2017	Adequate	Adequate	Adequate	Adequate
Homelink Spanish I-III Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Innovative Reading Teacher	2/2017	Adequate	Inadequate	Adequate	Adequate
Instructional Specialist	2/2017	Adequate	Adequate	Adequate	Adequate
Instrumental and Vocal Music Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Kindergarten Teacher	2/2017	Strong	Adequate	Strong	Adequate
Language Arts Teacher High School	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts/Drama Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts/History Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts/Reading Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts/Social Studies Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Language Arts/Social Studies Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Library Media Specialist Elementary	2/2017	Adequate	Adequate	Adequate	Adequate
Library Media Specialist Secondary	2/2017	Strong	Adequate	Strong	Adequate
Life Skills Teacher Middle School	2/2017	Adequate	Inadequate	Adequate	Adequate
Life Skills Teacher Secondary	2/2017	Adequate	Inadequate	Adequate	Adequate
Marketing Teacher	2/2017	Strong	Adequate	Adequate	Adequate
Marketing, Student Store, Chorus Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Materials Science Teacher	2/2017	Exemplary	Inadequate	Adequate	Adequate
Math/CTE STEM Teacher Secondary	4/2014	Adequate	Adequate	Adequate	Adequate
Math/Science Teacher High School	2/2017	Adequate	Adequate	Adequate	Adequate
Math/Science Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Mathematics Teacher Delta HS	6/2016	Strong	Inadequate	Adequate	Adequate
Mathematics Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Mathematics/General Science Teacher Delta HS	Undated	Strong	Inadequate	Adequate	Adequate
Middle School Counselor	2/2017	Adequate	Adequate	Adequate	Adequate
Middle School/Chorus Teacher	Undated	Adequate	Adequate	Strong	Adequate
Multimedia/Art Teacher Delta HS	Undated	Strong	Inadequate	Adequate	Adequate
Music Teacher Elementary	2/2017	Strong	Adequate	Strong	Adequate
New Teacher Mentor	1/2016	Strong	Inadequate	Strong	Adequate
NovaNet Teacher, Alternative School	2/2017	Adequate	Adequate	Adequate	Adequate
Orchestra/Music Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Physical Education Teacher Elementary	2/2017	Adequate	Adequate	Adequate	Adequate

Exhibit 1.3.4 (continued)
Auditors' Assessment of Selected Job Descriptions
Richland School District
February 2018

Position	Date	Qual.	Link to Chain of Command	Respons.	Curriculum Link
Positive Behavior Intervention Support (PBIS) Teacher High School	2/2017	Adequate	Inadequate	Adequate	Adequate
Preschool/Kindergarten Teacher	2/2017	Adequate	Adequate	Strong	Adequate
Principal - Chief Joseph Middle	2/2017	Adequate	Inadequate	Adequate	Adequate
Principal Delta HS	1/2013	Exemplary	Inadequate	Strong	Adequate
Professional Development Coordinator	Undated	Inadequate	Adequate	Adequate	Adequate
Reading Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
School Nurse	2/2017	Adequate	Adequate	Adequate	Adequate
Science Teacher Delta HS	5/2016	Strong	Inadequate	Adequate	Adequate
Science Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Secondary Art Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Secondary Drama Teacher	2/2012	Adequate	Adequate	Adequate	Adequate
Secondary History/Language Arts Instructor Home-School Partnership	Undated	Adequate	Adequate	Adequate	Adequate
Secondary Math/Science Instructor Home-School Partnership	Undated	Adequate	Adequate	Adequate	Adequate
Self-Contained Extended Resource Room Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Self-Contained Special Resource Classroom Teacher Elementary	2/2017	Adequate	Inadequate	Adequate	Adequate
Self-Contained Teacher Elementary	Undated	Adequate	Adequate	Adequate	Adequate
Self-Contained Teacher Secondary	Undated	Adequate	Inadequate	Adequate	Adequate
Social Studies Teacher Delta HS	6/2016	Strong	Inadequate	Adequate	Adequate
Social Studies Teacher Secondary	2/2017	Adequate	Adequate	Adequate	Adequate
Spanish Teacher Delta HS	5/2016	Strong	Inadequate	Adequate	Adequate
Special Ed. Teacher Delta HS	5/2016	Strong	Inadequate	Adequate	Adequate
Special Education Life Skills Teacher Elementary	2/2017	Adequate	Inadequate	Adequate	Adequate
Special Education Teacher	8/2017	Adequate	Inadequate	Adequate	Adequate
Special Education Teacher CTE	2/2017	Adequate	Inadequate	Adequate	Adequate
Special Programs Coordinator	Undated	Inadequate	Adequate	Adequate	Adequate
Sports Medicine Teacher	8/2015	Adequate	Inadequate	Adequate	Adequate
Sports Medicine, Physical Education and/or Health Teacher	4/2014	Adequate	Inadequate	Adequate	Adequate
Technology Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Technology Teacher Middle School	2/2017	Adequate	Adequate	Adequate	Adequate
Technology/Engineering Teacher Delta HS	Undated	Strong	Inadequate	Adequate	Adequate
World Language French Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
World Language Teacher	2/2017	Adequate	Adequate	Adequate	Adequate
Percent Adequate or Above		98%	68%	98%	100%
Percent Adequate Overall	65%				
Missing: Executive Director of Finance, Superintendent of Schools, Assistant Superintendent of K-5 Education and Assessment, Assistant Superintendent of Instruction and Secondary Education, Executive Director of Special Programs					

Of the 138 job descriptions reviewed, 90 (65%) were judged adequate with all of the critical elements rated as adequate or higher, while 48 (35%) received a rating of inadequate on at least one element. Overall, job descriptions do not meet the audit standard of 70% adequacy.

Auditors noted the following about the job descriptions:

Missing

Five key administrative positions were missing job descriptions.

- Executive Director of Finance. Auditors were told that this job description would be developed when the position came open in the future.
- Superintendent of Schools. No job description was made available in either the Human Resources Department or through board policy.
- Assistant Superintendent of K-5 Education and Assessment and Assistant Superintendent of Instruction and Secondary Education. Neither job description was presented to auditors. In interviews, auditors were told the following, "...the two positions for our current assistant superintendents were not posted, they were re-assigned from executive directors. So, no posting would mean no job description." Auditors were presented with a job description titled Executive Director of Elementary Education and Assessment, which would seem to match the Assistant Superintendent position with similar responsibilities; however, this Executive Director position no longer exists.
- Executive Director of Special Programs. While the web link presented to auditors for this position is titled appropriately, when opened, the job description was actually that for Executive Director of Special Education, not Special Programs.

Approval Date

- Eighteen job descriptions were missing the approval date.
- The following were actually job vacancy postings and not job descriptions: Administrator of Heath Science Academy, Coordinator of Early Childhood Education, Dean of Students, Career Technical Education, Business Teacher, English Language Arts Teacher Delta HS, Mathematics Teacher Delta HS, Delta HS Principal, Delta HS Science, Social Studies, Spanish Teacher, Deputy Superintendent, Director of Special Education, Assistant Director of Special Programs, Special Education Teacher, and Executive Director of Support Services.
- Those dated 2/2017 reference the date the non-discrimination clause was added, not the date of board approval. This is particularly notable for those job descriptions that are actually job postings, rather than job descriptions, as noted earlier.

Qualifications

Auditors found the qualifications to be generally adequate (98%). However, the following issues were noted:

- Most qualifications are generic and do not describe skills or qualities that are needed particular to the RSD student population or individual school setting. Auditors noted that there are no expectations for any positions for experiences or understanding of children of color or low-income students.
- Curriculum Coordinator (ELA and Math only), Professional Development Coordinator, and Special Programs Coordinator contain generic qualifications and no reference to specialized content area expertise.
- Biology Teacher, Chorus Teacher, HS and MS Counselor: Qualifications include only basic state license and "recent successful experience." No other specialized qualifiers are listed for these positions.
- Delta High School teaching positions cited a preference for bilingual teachers, which auditors deemed notable.

Chain of Command

Auditors found the Chain of Command to be generally inadequate (68%). Inadequate Chain of Command generally means either no direct supervisor is named, or more than one direct supervisor is listed for a position. The following issues were noted:

- Reports to more than one supervisor:
 - Building principal
 - CTE director
 - Blended Resource Room/Language Arts Teacher Middle School reports to more than one supervisor (principal and special program director); same for PBIS Teacher, BESST Teacher, Self-Contained Special Resource Classroom Teacher Elementary, Special Education Life Skills Teacher Elementary, Life Skills Teacher Middle School and Secondary, and Self-Contained Secondary Teacher.
 - Case Manager, Special Programs Secondary reports to Principal and Special Ed Executive Director
 - Special Education Teacher CTE reports to three supervisors: Principal, Special Ed Director, and CTE Director
- Chain of Command for Dean of Students is not mentioned.

Responsibilities

Auditors found the Responsibilities to be generally adequate (98%). The following issues were noted:

- Responsibilities of all Middle School Teachers are essentially identical in wording, qualification, responsibilities, and curriculum references, with the exception of the job goal. There was no unique requirement for content area expertise.
- Many teaching positions have duplicative titles (e.g., LA/Social Studies vs. Language Arts/History Secondary). This has resulted in a large number of teaching job descriptions that are essentially identical.
- Art Teacher job descriptions (K-12 and Secondary) are identical. Overlapping grade assignments are the only variation.
- Responsibility for monitoring curriculum is not included in the elementary principal job description.

Curriculum Link

Despite the absence of district policy requiring curriculum linkages (see [Finding 1.2](#)), auditors found the Curriculum Link to be fully adequate (100%). While auditors rated the curriculum link as adequate, they noted that the predominant linkage to curriculum was contained in vague language such as teachers “teach district curriculum or state curriculum” and “Participate in curriculum activities, as required.” Both are weak statements.



Igloo structure in Badger Mountain Elementary classroom supports learning

Summary

The RSD table of organization is not fully adequate to clearly delineate specific job expectations and how they relate to each other. This assessment shows that none of the six Principles of Sound Organizational Management are fully met (0%) on the district table of organization. Consequently, the current RSD table of organization fails to meet the audit standard of 70% adequacy.

The district's job descriptions do not meet audit standards. One hundred thirty-eight job descriptions were reviewed by auditors, and 65% were found to be adequate overall. In the four characteristics of quality job descriptions, Qualifications (98%), Responsibilities (98%), and Curricular Link (100%) were all determined to be adequate, while Link to Chain of Command (68%) was inadequate (see Recommendation 8).

STANDARD 2: The School District Has Established Clear and Valid Objectives for Students.

A school system meeting this audit standard 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 Richland School District:

Common indicators the PDK-CMSi auditors expected to find are:

- A clearly established, board-adopted system-wide set of goals and objectives for all programs and courses;
- Demonstration that the system is contextual and responsive to national, state, and other expectations as evidenced in local initiatives;
- Operations set within a framework that carries out the system's goals and objectives;
- Evidence of comprehensive, detailed, short- and long-range curriculum management planning;
- Knowledge, local validation, and use of current best practices and emerging curriculum trends;
- Written curriculum that addresses both current and future needs of students;
- Major programmatic initiatives designed to be cohesive;
- Provision of explicit direction for the superintendent and professional staff; and
- A framework that exists for systemic curricular change.

Overview of What the Auditors Found in the Richland School District:

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

The findings in Standard Two are related to:

- Curriculum management planning
- Overall scope of the Richland School District curriculum
- Overall quality of the Richland School District curriculum, including internal consistency of sample district instructional resource activities in grades 2, 3, and 4 English language arts to the Common Core State Standards

Auditors found no district comprehensive curriculum management plan or formalized process to guide administrators, teachers, and staff. Without such a document, the Richland School District does not optimally utilize resources to guide the design, delivery, monitoring, and evaluation of curriculum. Likewise, existing district curriculum management planning practices do not meet minimum audit criteria.

The scope of the district curriculum did not meet audit criteria for adequacy. Auditors expect to find written curriculum for 100% of core area subjects (English language arts, mathematics, science, and social studies) and 70% of non-core area subjects in all grade levels and courses. At the elementary level, auditors found written documents to guide instruction for all core area subjects. Overall, 36% of the 375 course offerings for all subject areas had written documents to guide instruction in grades K-12.

The quality of the district curriculum did not meet audit criteria for adequacy to direct teaching and maximize student achievement. Auditors reviewed curriculum documents available for courses in the core area subjects of English language arts, mathematics, science, social studies, and non-core area subjects for all grade levels K-12. Based on the 134 district written curriculum guides presented, the auditors determined the quality of the district's core curriculum inadequate to direct instruction. Additionally, a review of internal consistency revealed 11% of sample district instructional resource activities in grades 2, 3, and 4 English language arts were rated as deeply aligned in content to the Common Core State Standards.

Finding 2.1: The district has no comprehensive curriculum management plan in place to guide the design, delivery, monitoring, and evaluation of curriculum. Current curriculum management practices do not meet audit criteria.

A comprehensive curriculum management plan provides guidelines for the design, delivery, monitoring, and evaluation of the school district curriculum. The plan illustrates the procedures district leadership follow in order 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 alongside additional major curriculum management documents, 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.

To determine the status of curriculum management planning in the Richland School District, auditors reviewed all curriculum documents and plans provided by district administrators. Auditors also examined district board policies, rules and regulations, job descriptions, and other documentation related to curriculum management. Auditors visited all schools and most classrooms in the district and interviewed board members, administrators, teachers, and parents about curriculum planning and management.

Auditors were not presented with a comprehensive curriculum management plan. Assorted elements of a curriculum management plan are evident in some district documents; however, there is no clear explanation of the intended process. Likewise, district administrators exhibited confusion regarding differences between curriculum and instructional materials adoption. The current district curriculum management process speaks to adopting instructional materials from vendors in lieu of developing a curriculum that matches district needs. Hence, existing district documents do not meet audit criteria for planned curriculum management, and the management process utilized is ineffective for attaining maximum quality of both curriculum and instruction for students.

Exhibit 2.1.1 lists the documents reviewed for components of curriculum planning and management.

Exhibit 2.1.1

Key Curriculum Planning Documents and Other Sources Reviewed by Auditors Richland School District February 2018

Document	Date
Richland School District Board Policies	Varies
Richland School District Rules & Regulations	Varies
Richland School District Job Descriptions	2007-2017
Draft of DIP II V1.1-2	2017
Richland School District Curriculum Renewal Process	2015
RSD Renewal Process Attributes	Undated
RSD Renewal Process Attributes in detail	Undated

Policy direction, including district rules and regulations, for curriculum management planning is neither clear nor thorough. Since there is no centralized curriculum management plan, a multitude of board policies and rules and regulations provide varied information and guidance:

- *Board Policy 1810: Board Goals and Objectives* states, “The Board of Directors shall annually review the District’s performance relative to its goals and objectives for the previous school year.”
- *Board Policy 2020 RR: Course Design, Selection and Adoption of Instructional Materials* states, “The superintendent or designee will establish a regular cycle of course design review and development ... The course design process should review:
 - Relevance, rigor, and alignment to district and state learning standards;
 - Efficacy of core, alternative core, and intervention instructional materials that support student learning; and
 - Processes and resources used to assess student progress and address teacher professional learning.”
- *Board Policy 2111 and 2111 RR: Instruction in Basic Skills and Work Skills* states, “The district shall ensure that each school makes available to all students instruction. Each secondary building principal shall: Analyze proposed course schedules to ensure compliance with the minimum requirements.”
- *Board Policy 2113: Student Learning Goals* states, “The goal of the school district shall be to provide opportunities for all students to develop specific academic and technical skills. These goals will be placed within a context of a performance-based educational system in which high standards are set for all students.”

The Richland School District additionally had a number of policies to meet the various needs of students:

- *Board Policy 2161: Special Education and Related Services for Eligible Students* states the district will recognize students whose disabilities adversely impact educational performance and who require specially designed instruction consistent with the state’s goals.
- *Board Policy 2162 and 2162 RR: Transitional Bilingual Instruction* states the district will provide a Transitional Bilingual Instruction Program for children whose primary language is not English to enable students to achieve competency in English.
- *Board Policy 2163: Response to Intervention* states the district will incorporate the core principles of the Response to Intervention (RTI) process to improve educational and behavioral outcomes for all students.
- *Board Policy 2166 and 2166 RR: Programs for Highly Capable Students* states the district will offer a highly capable program that accelerates learning and enhances instruction.
- *Board Policy 2168: Remediation Programs* states the district will offer programs designed to meet the needs of educationally disadvantaged students.
- *Board Policy 2245: Alternative Learning Experience Programs* states the district will provide an accredited alternative learning program that satisfies the state’s requirements
- *Board Policy 2400 and 2400 RR: Promotion and Retention* states, “Since each student grows at his/her own rate, these individual growth characteristics shall be recognized in designing instruction. After a student has successfully completed a year of study at a specific grade level, he/she shall be promoted to the next grade. Retention at the same grade may be beneficial to the student when he/she is not demonstrating minimum competency in basic skill subjects in relation to ability and grade level.”
- *Board Policy 2420: Grading and Progress Reports K-12* states, “At the beginning of each term, each teacher shall specify in writing the student learning goals or objectives for his/her respective courses. If participation is used as the basis of mastery of a goal or standard, a student’s grades may be adversely affected provided on that day there was a graded participation activity.”
- *Board Policy 6000: Program Planning, Budget Preparation, Adoption and Implementation* states, “A district’s annual budget is tangible evidence of the board’s commitment toward fulfilling aims and objectives of the instructional program and providing for the efficient and effective operation of the district. The budget expresses in specific terms the services to be provided, consistent with immediate

and long-range goals and resources available and establishes priorities within broad program areas such as basic education, other separately funded programs and support services.”

District administrators provided auditors with job descriptions, and some included duties and qualifications related to curriculum management and planning:

- Deputy Superintendent of Instruction. Ability to articulate a vision, direction, and leadership for student achievement, curriculum, and instruction. Background in best practices and research-based methods in curriculum, instruction, and assessment.
- Deputy Superintendent. Proven ability to articulate a vision, direction, and leadership for student achievement, curriculum, and instruction. Exceptional background in best practices in curriculum, instruction, and assessment.
- Executive Director of Elementary Education and Assessment. Coordinates the elementary school curriculum and instruction program.
- Executive Director of Teaching, Learning, and Curriculum. Responsible for leadership in developing, implementing, monitoring, and evaluating the district’s curriculum and assessment processes, structure, and content.
- Curriculum Coordinator. Plan and assist staff to implement a program of effective curriculum practices. Serve as a resource consultant to school staff members. Facilitate teams across the district to further align curriculum, assessment, intervention, and enrichment. Participate in identifying a five-year plan for curriculum development K-12 for each content area. Commitment to the belief that student learning can greatly benefit from innovative curriculum and methodology, including differentiated instruction.
- Classroom Support Teacher. Working collaboratively with grade level teams to plan and to analyze data to assist in the development of lesson plans and instructional materials that provide individualized and small group instruction in order to adapt the curriculum and technology to the developmental needs of each student.

Teacher (Various). Develops, adapts, integrates, and implements curriculum, instructional materials, and lesson plans to meet the needs of students.

Auditors were provided with four more curriculum-related documents that contained some information on curriculum planning:

- The document titled *Draft of DIP II VI.1-2* is the 2017 district improvement plan and states, “[The Richland School] District utilizes a curriculum renewal process that engages stakeholders” and notes “Teacher and principal training in utilizing the CEL 5D Instructional Framework as a tool for improving instruction, student achievement, and building leadership capacity” in both the Math and English Language Arts School Improvement Plan sections.
- The document titled *Richland School District Curriculum Renewal Process* contains a five-phase cycle for instructional materials adoption. Phase 2, titled “Curriculum Guide Revision,” states, “Review & revise curriculum guides based on information gathered during Phase 1. Formative Assessment tools are evaluated for effectiveness. Identify gaps and key concepts needing additional curriculum support.” Phase 3 titled “Materials Review and Selection,” states, “Evaluate/align to standards and curriculum guides.” Phase 5, titled “Ongoing,” states, “Review implementation process in relationship to curriculum guides. Identify ongoing professional development needs. Seek support of publisher trainer if needed. Review changes in demographics and student needs. Examine data to determine effectiveness of curriculum and instruction and adjust as needed.”
- The document titled *RSD Renewal Process Attributes* is a three-phase, 12-step flowchart that includes “5. Create grade level and/or content specific Curriculum Guides utilizing the proficiency scales and current curriculum. This will help to identify gaps/weaknesses in the current curriculum.”

- *RSD Renewal Process Attributes in detail* is a table within a document that states, “Create Grade Level or Content Specific Curriculum Guides – This should be done using the proficiency scales and current curriculum. The guides should address standards, content curriculum, instruction, and assessment. Creation of the guides will help to identify gaps and weaknesses in the current instructional program.” Also, “Educators will engage in the processes/activities identified in the creation of the Logic Model - These will guide the meeting topics of the committee as well as any remaining professional development. This will ensure that committee members develop key understandings around their content, instruction, curriculum, student learning, and developmentally and appropriate best practices.”

Although the information and documents provided to auditors included some components of a comprehensive curriculum management plan, no single district document provides direction and guidance for sound curriculum management. The district does not have any other documented process for curriculum design, implementation, monitoring, and evaluation, or for the implementation of an aligned curriculum.

Auditors use 15 characteristics of a quality comprehensive curriculum management plan to evaluate a school district’s approach to curriculum design, delivery, and assessment. To be considered adequate, planning must exhibit 70% (11) of the characteristics. These characteristics and the auditors’ ratings for Richland School District are provided in Exhibit 2.1.2:

Exhibit 2.1.2
Curriculum Management Plan Components
And Auditors’ Assessment of District Approach
Richland School District
February 2018

Characteristics:	Auditors’ Rating	
	Adequate	Inadequate
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.		X
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.		X
3. Defines and directs the stages of curriculum development.		X
4. Specifies the roles and responsibilities of the board, central office staff members, and school-based staff members in the design and delivery of curriculum.		X
5. Presents the format and components of all curriculum, assessments, and instructional guide documents.		X
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.		X
7. Directs that curriculum documents not only specify the content of the student objectives/student expectations, but also include multiple contexts and cognitive types.		X

Exhibit 2.1.2 (continued)		
Curriculum Management Plan Components And Auditors' Assessment of District Approach Richland School District February 2018		
Characteristics:	Auditors' Rating	
	Adequate	Inadequate
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.		X
9. Identifies the timing, scope, and procedures for a periodic cycle of review of curriculum in all subject areas and at all grade levels.		X
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.		X
11. Describes the procedures teachers and administrators will follow in using assessment data to strengthen written curriculum and instructional decision making.		X
12. Outlines procedures for conducting formative and summative evaluations of programs and their corresponding curriculum content.		X
13. Requires the design of a comprehensive staff development program linked to curriculum design and its delivery.		X
14. Presents procedures for monitoring the delivery of curriculum.		X
15. Establishes a communication plan for the process of curriculum design and delivery.		X
Total	0	15
Percentage of Adequacy	0%	
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As indicated in [Exhibit 2.1.2](#), none of the 15 characteristics of comprehensive curriculum management planning was considered adequate; therefore, curriculum management planning is not adequate.

Characteristic 1: Describes the philosophical framework for the design of the curriculum

Auditors did not find any board policy or district comprehensive planning document that describes the philosophical framework for the design, alignment, or approaches used in delivering the curriculum. Instead of curriculum design, *Board Policy 2020* and *Board Policy 2020 RR* speak to course design, *Board Policy 2161* and *Board Policy 2400* speak to instruction design, and *Board Policy 2162* and *Board Policy 2168* speak to program design. The auditors were not presented with any job descriptions that included the element of curriculum design.

This characteristic was rated as inadequate.

Characteristic 2: Specifies how state standards will be considered in the curriculum

None of the documents provided to auditors include information regarding intent for either backloading or frontloading of local curriculum from state standards and/or assessments (see [Finding 4.1](#)). Instead of curriculum alignment, *Board Policy 2020* speaks to instructional material alignment to standards, and *Board*

Policy 2020 RR speaks to course alignment to standards. The only job description provided to the audit team for this characteristic was that of the Executive Director of Teaching, Learning, and Curriculum, which tasks this role with “providing and coordinating focused and purposeful professional development and instruction in alignment with local, state, and national standards.” Moreover, the *Richland School District Curriculum Renewal Process* and *RSD Renewal Process Attributes in detail* documents provide only one sentence each regarding standards: “Evaluate/align to standards and curriculum guides,” and “The guides should address standards, content curriculum, instruction, and assessment,” respectively. This characteristic was rated as inadequate.

Characteristic 3: Defines the stages of curriculum work

Board policies and curriculum plans presented to auditors neither define nor direct the stages of curriculum development. *Board Policy 2005* describes the school improvement plan process and provides a timeline, but does not include curriculum development. The job descriptions for Curriculum Coordinator and Teacher state, “Participate in identifying a five-year plan for curriculum development K-12 for each content area,” and “Participate in curriculum development programs as required,” respectively. This characteristic was rated as inadequate.

Characteristic 4: Specifies roles and responsibilities

As noted in the Characteristic 1 rating explanation above, no job descriptions provided to auditors included the element of curriculum design, though the term “curriculum development” is used in the job descriptions for Curriculum Coordinator and Teacher. Likewise, *Board Policy 2163* states, “The district utilizes the core principles of the Response to Intervention (RTI) process. The RTI process combines systematic assessment, decision-making and a multi-tiered services delivery model to improve educational and behavioral outcomes for all students,” yet does not detail the curriculum delivery process further. *Board Policy 1710* additionally does not specify a role or responsibility related to the district curriculum for board members and a job description for board members could not be provided by the district. This characteristic was rated as inadequate.

Characteristic 5: Presents formats of guides and assessments

None of the documents provided to auditors include information regarding the intended formats of either curriculum guide documents or curriculum-based assessments (see [Finding 4.1](#)). The district documents titled *Richland School District Curriculum Renewal Process*, *RSD Renewal Process Attributes*, and *RSD Renewal Process Attributes* contain phrases connected to curriculum guide creation, alignment, utilization, revision, and evaluation, but do not address format or components. This characteristic was rated as inadequate.

Characteristic 6: Requires reasonable number of student objectives

The documents provided to auditors do not address learning objectives for every content area or the number that would be reasonable to promote student mastery of the intended learning. Three board policies mention objectives and goals in broader terms:

- *Board Policy 2113* states, “These goals will be placed within a context of a performance-based educational system in which high standards are set for all students.”
- *Board Policy 2400* states, “Grade-level curricula and associated student learning objectives of the District represent the expectations for student performance.”
- *Board Policy 2420* states, “At the beginning of each term, each teacher shall specify in writing the student learning goals or objectives for his/her respective courses.”

This characteristic was rated as inadequate.

Characteristic 7: Includes requirements for specified content and multiple contexts and cognitive types in the curriculum guides

None of the documents provided to auditors provide any specific information regarding specificity of content, contexts, or cognitive types in learning objectives. This characteristic was rated as inadequate.

Characteristic 8: Directs design of curriculum to support teacher differentiation of instruction for varied student needs

Auditors found no evidence of documentation directing curriculum design specifically to support differentiation of instruction and selection of student objectives, although the following board policies briefly detail instructional programs for student needs:

- *Board Policy 2163* states, “This education will be appropriate, strategic and will include intensive intervention supports matched to student needs. The district utilizes the core principles of the Response to Intervention (RTI) process. The RTI process combines systematic assessment, decision-making and a multi-tiered services delivery model to improve educational and behavioral outcomes for all students.”
- *Board Policy 2166* states, “In order to develop the abilities of each Highly Capable student, the district will offer a highly capable program which provides identified kindergarten through twelfth grade students selected for the program access to basic education program that accelerates learning and enhances instruction.”
- *Board Policy 2245* states, “The District will provide an appropriate course of study for Alternative Learning Experiences consistent with the Washington Administrative Code.”
- *Board Policy 2400* states, “The Board recognizes that the rate of physical, social, emotional, and academic growth will vary among individual students. Since each student grows at his/her own rate, these individual growth characteristics shall be recognized in designing instruction.”

Moreover, the following job descriptions included differentiation:

- Executive Director of Teaching, Learning, and Curriculum. Successful experience differentiating curriculum and instruction to achieve excellence and equity.
- Curriculum Coordinator. Commitment to the belief that student learning can greatly benefit from innovative curriculum and methodology, including differentiated instruction.

Since no expectation is expressed requiring differentiation from the district office through the building level and classrooms, this characteristic was rated as inadequate.

Characteristic 9: Describes a periodic review cycle for all subjects at all grade levels

None of the documents provided to auditors included the timing, scope, and procedures for a periodic cycle of review of curriculum in all subject areas and at all grade levels. *Board Policy 2020RR* speaks to “a regular cycle of course design review and development,” and the *Richland School District Curriculum Renewal Process* document contains a five-phase cycle for instructional materials adoption. This characteristic was rated as inadequate.

Characteristic 10: Includes intent and procedures for development of assessments for measuring learning

Documents provided to auditors do not contain any specific information regarding intent and procedures for development of assessments for measuring curriculum effectiveness (see [Finding 4.1](#)). The document titled *Richland School District Curriculum Renewal Process* states, “Examine data to determine effectiveness of curriculum and instruction and adjust as needed,” but does not elaborate any further on procedures to determine how curriculum effectiveness is measured. This characteristic was rated as inadequate.

Characteristic 11: Describes procedures to follow in using assessment data to strengthen written curriculum and instructional decisions

No documents were provided to auditors regarding procedures for use of assessment data to strengthen written curriculum and inform instructional decisions (see [Finding 4.1](#)). This characteristic was rated as inadequate.

Characteristic 12: Outlines procedures for conducting formative and summative evaluations of programs and corresponding curriculum content

None of the documents provided to auditors outline procedures for conducting formative and summative evaluations of programs and their corresponding curriculum content (see [Finding 4.3](#)). This characteristic was rated as inadequate.

Characteristic 13: Requires a comprehensive staff development program linked to curriculum design and delivery

None of the documents provided detailed information about requiring a comprehensive staff development program linked to curriculum design and delivery (see [Finding 3.3](#)). This characteristic was rated as inadequate.

Characteristic 14: Presents procedures for monitoring curriculum implementation

Documents provided to auditors did not present procedures for monitoring the delivery of the curriculum (see [Finding 3.2](#)). The only job description that includes monitoring the delivery of curriculum is the Executive Director of Teaching, Learning, and Curriculum, which states that position “is responsible for leadership in developing, implementing, monitoring, and evaluating the district’s curriculum and assessment processes, structure, and content.” This characteristic was rated as inadequate.

Characteristic 15: Establishes a communication plan for the curriculum design and delivery process

No direction for communicating the process was included in any of the documents provided to auditors. This characteristic was rated as inadequate.

Overall, auditors found 0 of the 15 components of a comprehensive curriculum management plan in place to direct the development, implementation, and evaluation of curriculum adequately in Richland School District. Documentation provided to the audit team illustrates confusion in understanding distinctions between district curriculum, instructional materials, and academic programs. Without a comprehensive curriculum management plan to direct district decision making, the Richland School District cannot be effective in optimally meeting all student needs.

Interviews with board members, administrators, teachers, and parents revealed more information about and perceptions of curriculum management and planning in Richland School District. Several individuals made statements regarding the lack of district curriculum efforts:

- “During the economic recession we basically ignored the curriculum.” (Board Member)
- “It was hard to pay attention to the curriculum with all the building and construction issues. We just quit doing adoptions of curriculum.” (Board Member)
- “We have very little in policy for curriculum and instruction.” (District Administrator)
- “We have become too focused on classroom behavior, and not enough on the curriculum.” (Parent)

In addition, several people were unclear about what curriculum means in the district:

- “For math, we rely on textbooks as curriculum.” (Building Administrator)
- “The teachers use the state standards for the curriculum and try to prioritize what to teach.” (Building Administrator)
- “In my mind, curriculum is standards. The rest is just getting the materials to teach those standards.” (Teacher)
- “One of the curriculums (sic) we have at the elementary school is ‘Do The Math,’ and we only do that when they are being pulled out. The teacher does not use it in the regular classroom. I don’t know if there is any other math curriculum available.” (Parent)

Other staff members mentioned how the need for a comprehensive district curriculum management plan affects the work of the district curriculum department:

- “There is no institutional authority for [the] curriculum [department] to implement their plans.” (District Administrator)
- “Curriculum support from the district office? Nil.” (Building Administrator)
- “[Curriculum?] Nothing’s coming down from Teaching and Learning. We rely on our veteran teachers to get together and decide [what to teach].” (Building Administrator)

Summary

Auditors found that Richland School District does not have a comprehensive curriculum management plan in place to direct the design, implementation, monitoring, and evaluation of the district’s curriculum. Board policies and district documents provided to the audit team do not provide direction for providing quality written curriculum in an organized, thorough, and consistent manner for all staff. Furthermore, planning for curriculum monitoring, professional development, and student assessment in conjunction with curriculum efforts occurs without the benefit of board policy or specific district comprehensive plans (see [Findings 1.1, 3.2, 3.3, and 4.1](#)). Overall, the existing process for curriculum management planning in Richland School District is inadequate when measured against audit criteria (see [Recommendation 2](#)).

Finding 2.2: The scope of the written curriculum is not sufficient overall to provide direction for teachers; however, some content areas and grade levels have adequate coverage of written curriculum documents.

Curriculum guides are written documents that provide direction and support for teachers in planning classroom instruction for student learning. These documents should, therefore, include information about state standards and objectives for students, prerequisite skills, a variety of instructional resources and classroom strategies, and multiple methods of assessment. When no curriculum document exists for a subject, grade level, and/or content area, teachers have to search out independently and rely on other resources for planning and delivering instruction. These resources may or may not be aligned with the district intended curriculum designed to meet the needs of all students. Likewise, these resources may not provide consistency, focus, and equity across schools, grades, and courses. This finding only addresses the scope of the written curriculum. The quality of the written curriculum is addressed in [Finding 2.3](#).

The scope of the curriculum is defined as the extent to which the taught curriculum in the classroom is covered by district written curriculum documents to guide instruction. If 100% of the four core courses (English language arts, mathematics, science, and social studies) and 70% or more of all of 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 district curriculum.

To determine the scope of curriculum coverage, the audit team reviewed district board policies and related curriculum documents. The documents included the *Draft of DIP II VI.1-2, Richland School District Curriculum Renewal Process, RSD Renewal Process Attributes, RSD Renewal Process Attributes in detail, Richland School District Course Catalog Middle School Grades 6-8 2017-2018, Richland School District Course Catalog Grades 9-12 2017-2018*, board policies, job descriptions, and documents identified as curriculum guides provided by district administrators. In addition to the documents, auditors interviewed board members, principals, teachers, and parents regarding curriculum guide availability and implementation.

The scope of the Richland School District curriculum did not meet audit criteria for adequacy in grades K-12. Auditors expected to find written curriculum for 100% of core area subjects (English language arts, mathematics, science, and social studies) and 70% of non-core area subjects in all courses offered at all grade levels. At the elementary level, auditors found written documents to guide instruction for all core areas. Overall, 36% of the courses or subject areas had curriculum documents to guide instruction in grades K-12.

Exhibit 2.2.1 lists the documents reviewed to determine curriculum scope.

Exhibit 2.2.1

Documents Reviewed in Identifying Scope of Written Curriculum Richland School District February 2018

Document	Date
Richland School District Board Policies	Varies
Richland School District Rules & Regulations	Varies
Richland School District Job Descriptions	2007-2017
Draft of DIP II V1.1-2	2017
Richland School District Curriculum Renewal Process	2015
RSD Renewal Process Attributes	Undated
RSD Renewal Process Attributes in detail	Undated
Richland School District Course Catalog Middle School Grades 6-8 2017-2018	2017
Richland School District Course Catalog Grades 9-12 2017-2018	2017
Documents identified as Curriculum Guides and provided by district staff	Varies

The audit team did not find any board policy for curriculum scope (see [Findings 1.1](#) and [2.1](#)). Auditors found few guidelines in curriculum-related documents provided by district administrators (see [Finding 2.1](#)).

Auditors also found few positions with responsibility for curriculum development and implementation, according to district job descriptions provided (see [Finding 2](#)).



"I Can" statements on display in many classrooms across the district

Scope of the Written Curriculum

In reviewing a school system's written curriculum coverage, the audit team expected to find 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 (math, language arts, science, and social studies) and 70% of all non-core area subjects contain written guides. In assessing the scope of written curriculum for those courses, auditors did not evaluate the documents for quality. That analysis is addressed in [Finding 2.3](#).

[Exhibit 2.2.2](#) shows the auditors' data regarding the K-5 scope of the written curriculum for Richland School District. It lists the courses, the grade in which they are 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 Richland School District February 2018

Subject	K	1	2	3	4	5	Number of Courses Taught	Number of Courses with Written Curriculum
English Language Arts	X	X	X	X	X	X	6	6
Mathematics	X	X	X	X	X	X	6	6
Science	X	X	X	X	X	X	6	6
Social Studies	X	X	X	X	X	X	6	6
Physical Education	O	O	O	O	O	O	6	0
Art	X	X	X	X	X	X	6	6
Music	X	X	X	X	X	X	6	6
Total							42	36
Percent of Total - Scope of Written Curriculum								86%
Key: X = Subjects Taught and Written Curriculum Available O = Taught, but no written curriculum presented to auditors								
Source: District Curriculum Documents as presented to auditors								

As indicated in [Exhibit 2.2.2](#):

- A total of 42 total courses are offered in grades K-5.
- There are 24 core area and 18 non-core subject courses offered in grades K-5.
- One hundred percent of English language arts, mathematics, science, social studies, art, and music courses in K-5 have written curriculum.
- Zero percent of physical education courses in K-5 have written curriculum.
- One hundred percent of core area subjects have written curriculum in grades K-5.
- Sixty-seven percent of non-core area subjects have written curriculum in grades K-5.
- The scope for core area subjects written curriculum is adequate in grades K-5.
- Although the scope of art and music courses is adequate, the overall scope for non-core area subjects written curriculum is inadequate in grades K-5.

[Exhibit 2.2.3](#) shows the auditors' data regarding the 6-8 scope of the written curriculum. It lists the courses, the grade in which they are 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
Richland School District
February 2018

Subject	6	7	8	Number of Courses Taught	Number of Courses with Written Curriculum
English Language Arts	X	X	X	3	3
Advanced English Language Arts	O	O	O	3	0
Reading	O	O	O	3	0
General Math 1 (Grade 6 only)	X			1	1
General Math 2 (Grade 7 only)		X		1	1
Pre-Algebra (Grade 8 only)			X	1	1
Algebra 1A (Grade 8 only)			O	1	0
Algebra 1 (Grade 8 only)			O	1	0
Geometry (Grade 8 only)			O	1	0
Science	X	X	X	3	3
Advanced Science	O	O	O	3	0
World Geography & Ancient Civilizations (Grade 6 only)	X			1	1
Advanced World Geography & Ancient Civilizations (Grade 6 only)	O			1	0
Washington State History (Grade 7 only)		X		1	1
Advanced Washington State History (Grade 7 only)		O		1	0
Washington in World History (Grade 7 only)		X		1	1
Advanced Washington in World History (Grade 7 only)		O		1	0
United States History (Grade 8 only)			X	1	1
Advanced United States History (Grade 8 only)			O	1	0
Family & Consumer Science	O	O	O	3	0
Introduction to Design (Grades 7 & 8 only)		O	O	2	0
Introduction to Production & Broadcasting (Grades 7 & 8 only)		O	O	2	0
Computer Essentials	O	O	O	3	0
Introduction to CADD (Grades 7 & 8 only)		O	O	2	0
Computer Science Discoveries 1 & 2 (Grades 7 & 8 only)		O	O	2	0
Robotics (Grade 7 only)		O		1	0
IDEA Makerspace	O	O	O	3	0
Concert Band	O	O	O	3	0
Jazz Band	O	O	O	3	0
Concert Choir	O	O	O	3	0
Symphonic Choir	O	O	O	3	0
Orchestra	O	O	O	3	0
Chamber Orchestra	O	O	O	3	0
Drama	O	O	O	3	0
Art	X	X	X	3	3
Speech/Public Speaking (Grades 6-7 only)	O	O		2	0

Exhibit 2.2.3 (continued)
Scope of 6-8 Written Curriculum by Subject Area and Grade Level
Richland School District
February 2018

Subject	6	7	8	Number of Courses Taught	Number of Courses with Written Curriculum
Debate (Grade 8 only)			O	1	0
Health (Grades 6 & 7 only)	O	O		2	0
Physical Education	O	O	O	3	0
Exploratory World Language (Grades 6 & 7 only)	O	O		2	0
Spanish 1 (Grade 8 only)			O	1	0
Advancement Via Individual Determination (AVID)	O	O	O	3	0
Foundations for Middle School Success (Grade 6 only)	O			1	0
College & Career Exploration (Grades 7 & 8 only)		O	O	2	0
Engineering Design & Problem Solving	O	O	O	3	0
Guided Study	O	O	O	3	0
Leadership	O	O	O	3	0
Mythology (Grade 7 only)		O		1	0
Total				98	16
Percent of Total - Scope of Written Curriculum					16%
Key: X = Subjects Taught and Written Curriculum Available. O = Taught, but no written curriculum presented to auditors Shaded cells represent the grade levels where a course is not taught.					
<i>Source: District Curriculum Documents as presented to auditors</i>					

As noted in [Exhibit 2.2.3](#):

- There are 98 total courses offered in grades 6-8.
- There are 29 core areas and 69 non-core subject courses offered in grades 6-8.
- One hundred percent of art courses in grades 6-8 have written curriculum.
- Fifty percent of mathematics courses in grades 6-8 have written curriculum.
- Fifty percent of science courses in grades 6-8 have written curriculum.
- Fifty percent of social studies courses in grades 6-8 have written curriculum.
- Thirty-three percent of English language arts courses in grades 6-8 have written curriculum.
- Forty-five percent of core area subjects have written curriculum in grades 6-8.
- Four percent of non-core area subjects have written curriculum in grades 6-8.
- Twenty-eight non-core area subject courses do not have written curriculum in grades 6-8.
- The scope for core area subjects written curriculum is inadequate in grades 6-8.
- Although the scope of art courses is adequate, the overall scope for non-core area subjects written curriculum 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 in which they are 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
Richland School District
February 2018

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
English Language Arts			
Language Arts (Grades 9-12)	X	4	4
Language Arts with Support (Grades 9-12)	O	4	0
Language Arts Honors (Grades 9-12)	O	4	0
American Literature	X	1	1
American Literature with Support	O	1	0
Literature & Writing	O	1	0
AP - Language & Composition	X	1	1
AP - Literature & Composition	X	1	1
Bridge to College Language Arts	O	1	0
British/World Literature	O	1	0
College Composition	O	1	0
Contemporary Literature	O	1	0
Creative Writing	O	1	0
Drama as Literature	O	1	0
Mythology	O	1	0
Reading, Writing, Running	O	1	0
Science Fiction	O	1	0
Senior Literature & Composition: Athletes and Society	O	1	0
Senior Writing	O	1	0
Shakespeare	O	1	0
Speech	O	1	0
Survey of Literature	O	1	0
Women Writers	O	1	0
Written Communications	O	1	0
Reading 9	O	1	0
English Language Arts Subtotal		34	7
Percent of Total - Scope of Written Curriculum for English Language Arts			21%
Mathematics			
Algebra 1	X	1	1
Algebra 1A/1B/1 Lab/10-12	O	4	0
Geometry/Geometry 10-12	X	2	2
Honors Geometry/Honors Geometry 10-12	O	2	0
Algebra 2	O	1	0
Algebra 2 Honors	O	1	0
Pre-Calculus	O	1	0
Pre-Calculus Honors	O	1	0

Exhibit 2.2.4 (continued)
Scope of 9-12 Written Curriculum by Subject Area and Grade Level
Richland School District
February 2018

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
Mathematics (continued)			
AP Calculus (AB/BC)	X	2	2
Calculus II	O	1	0
Math Applications 1	O	1	0
Mathematics Subtotal		17	5
Percent of Total - Scope of Written Curriculum for Mathematics			29%
Science			
AP Chemistry	X	1	1
Chemistry/Chemistry 10-12	O	2	0
Earth Science/Earth Science 9/Geology	O	3	0
Physical Science/Physical Science 9/General Science 1 & 2/Integrated Science	O	5	0
Physics/Physics 10-12	O	2	0
AP Physics 1/AP Physics 2/AP Physics C	X	3	3
Biology/Biology 10-12	O	2	0
AP Biology	X	1	1
AP Environmental Science	X	1	1
Ecology & Biodiversity	X	1	1
Human Anatomy & Physiology	O	1	0
Honors Human Anatomy & Physiology	O	1	0
Science Subtotal		23	7
Percent of Total - Scope of Written Curriculum for Science			30%
Social Studies			
Ancient/Medieval History	X	1	1
AP Human Geography	X	1	1
AP World History	X	1	1
Modern World History	X	1	1
U.S. History I/U.S. History II	X	2	2
World Geography	X	1	1
AP European History	X	1	1
AP Psychology	X	1	1
AP U.S. History	X	1	1
AP U.S. Government & Politics	X	1	1
U.S. Government	X	1	1
Art History	X	1	1
Economics	X	1	1
International Problems	X	1	1
Sociology	X	1	1
Washington State History	O	1	0
Social Studies Subtotal		17	16
Percent of Total - Scope of Written Curriculum for Social Studies			94%

Exhibit 2.2.4 (continued)
Scope of 9-12 Written Curriculum by Subject Area and Grade Level
Richland School District
February 2018

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
World Languages			
Spanish 1/2/3/4/Spanish for Native Speakers 1 & 2	O	7	0
AP Spanish	X	1	1
French 1/2/3/4/5	O	5	0
German 1/2/3/4/5	O	6	0
AP German	X	1	1
World Languages Subtotal		20	2
Percent of Total - Scope of Written Curriculum for World Languages			10%
Additional High School Electives			
Advancement Via Individual Determination (AVID - Grades 9-12)	O	4	0
Leadership	O	1	0
Library Aide	O	1	0
Office Aide	O	1	0
Recreation, Coaching & Sports Management	O	1	0
Teacher's Aide	O	1	0
Yearbook - Columbian	O	1	0
Yearbook - GYRE	O	1	0
Yearbook - REHS	O	1	0
English for Speakers of Other Languages (ESOL) II	O	1	0
Additional High School Electives Subtotal		13	0
Percent of Total - Scope of Written Curriculum for Additional High School Electives			0%
Fine Arts			
Guitar	O	1	0
Sound Engineering	O	1	0
Concert Band	O	1	0
Orchestra	O	1	0
Chamber Orchestra	O	1	0
Percussion Ensemble	O	1	0
Symphonic Band	O	1	0
Wind Ensemble	O	1	0
Jazz Band	O	1	0
Chamber Choir	O	1	0
Concert Choir	O	1	0
Treble Choir	O	1	0
Vocal Jazz	O	1	0
Studio Art 1/2	X	2	2
AP Studio Art	X	1	1
Advanced Art 1/2	O	2	0
Ceramics 1/2	X	2	2
Ceramics 3-D Design 1/2/3	O	3	0
Drama 1/2/Advanced Drama	O	3	0

Exhibit 2.2.4 (continued)
Scope of 9-12 Written Curriculum by Subject Area and Grade Level
Richland School District
February 2018

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
Fine Arts (continued)			
Theatre Production	X	1	1
Advanced Theatre Production	O	1	0
Symphonic Band	O	1	0
Vocal Techniques	O	1	0
Advanced Placement Art History	O	1	0
Fundamentals of Art	O	1	0
Life Drawing	O	1	0
Painting	O	1	0
Portfolio Development	O	1	0
Three Dimensional Studies (Sculpture)	O	1	0
Watercolor	O	1	0
Fine Arts Subtotal		37	6
Percent of Total - Scope of Written Curriculum for Fine Arts			16%
Physical Education			
Advanced Strength Training	O	1	0
General Physical Education	O	1	0
Team Sports	O	1	0
Athletic Strength & Conditioning	O	1	0
Power Walking/Fitness	O	1	0
Volleyball	O	1	0
Basketball	O	1	0
Racquet Sports	O	1	0
Weights & Agility	O	1	0
Fitness & Sports	O	1	0
Super Fit	O	1	0
Physical Education Subtotal		11	0
Percent of Total - Scope of Written Curriculum for Physical Education			0%
Career and Technology Education			
Jewelry Metals	X	1	1
Journalism Writing Production	O	1	0
Photography	X	1	1
Television Production and Broadcasting	O	2	0
Yearbook Staff Photographer	O	1	0
AP Statistics	X	1	1
Statistics	O	1	0
Business & Personal Law	X	1	1
Career Choices	X	1	1
Computer Fundamentals	O	1	0
Financial Algebra & Statistics	X	1	1
Introduction to Computer Animation	O	1	0

Exhibit 2.2.4 (continued)
Scope of 9-12 Written Curriculum by Subject Area and Grade Level
Richland School District
February 2018

Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
Career and Technology Education (continued)			
Microsoft Office Specialist 1 & 2	X	2	2
Technical Writing	O	1	0
Written Communications	O	1	0
AP Computer Science A	X	1	1
Computer Engineering/Microsoft Technology Associate	X	1	1
Advanced Computer Engineering/Microsoft Technology Associate	O	1	0
Cyber Security	X	1	1
Introduction to Computer Science	O	1	0
Robotics	X	1	1
Consumer Economics	X	1	1
Careers in Education	X	1	1
Spanish Translation and Interpretation 1	O	1	0
Auto Care	X	1	1
Automotive Technology	X	1	1
Computer Aided Drafting and Design	X	1	1
Green Building Architectural Design	O	1	0
Materials Science Technology	X	1	1
Metals/Manufacturing Technology	X	1	1
Advanced Metals/Manufacturing Technology	O	1	0
Wood Technology Lab	X	1	1
Child Development	X	1	1
Costume Design	X	1	1
Early Human Development	X	1	1
Foods and Nutrition	X	1	1
Interior Design	X	1	1
Personal Choices	X	1	1
Textiles - Clothing	O	1	0
Health	O	1	0
Athletic Training Students Assistant (ATSA) Practicum	O	1	0
Healthcare WBL Internship	O	1	0
Introduction to Biotechnology	X	1	1
Introduction to Health Science Careers	X	1	1
Sports Medicine 1	X	1	1
Sports Medicine 2	O	1	0
Entrepreneurship	O	1	0
Fashion Merchandising	O	1	0
Financial Services Marketing	X	1	1
Introduction to Marketing	X	1	1
Marketing & Business Management 1 & 2	X	2	2
Sports and Entertainment Marketing	O	1	0

Exhibit 2.2.4 (continued) Scope of 9-12 Written Curriculum by Subject Area and Grade Level Richland School District February 2018			
Subject	Written Curriculum Available	Number of Courses Taught	Number of Courses with Written Curriculum
Career and Technology Education (continued)			
Student Store Management	X	1	1
Advanced Plant Science	X	1	1
Biology - Animal Science	X	1	1
Floral Design 1 & 2	X	2	2
Geology	O	1	0
Introduction to Agriculture, Food and Natural Resources	X	1	1
Work-Based Learning	O	1	0
Career and Technical Education Subtotal		63	39
Percent of Total – Scope of Written Curriculum for Career and Technical Education			62%
Grand Total for All Subject Areas		235	82
Percent of Total - Scope of Written Curriculum for All Subject Areas			35%
Key: X = Subjects Taught and Written Curriculum Available. O = Taught, but no written curriculum presented to auditors			
Source: District Curriculum Documents as presented to auditors			

In reviewing documents to determine the scope of written curriculum for grades 9-12, auditors found the following:

- There are 235 total courses offered in grades 9-12.
- There are a total of 34 English language arts, 17 mathematics, 23 science, and 17 social studies courses offered in grades K-12.
- There are a total of 20 world language, 37 fine arts, and 63 Career and Technology Education courses offered in grades K-12.
- There are 91 core area and 144 non-core subject courses offered in grades 9-12.
- Ninety-four percent of social studies courses in grades 9-12 have written curriculum.
- Thirty percent of science courses in grades 9-12 have written curriculum.
- Twenty-nine percent of mathematics courses in grades 9-12 have written curriculum.
- Twenty-one percent of English language arts courses in grades 9-12 have written curriculum.
- Ten percent of world language courses in grades 9-12 have written curriculum.
- Sixteen percent of fine arts courses in grades 9-12 have written curriculum.
- Sixty-two percent of Career and Technology Education courses in grades 9-12 have written curriculum.
- Zero percent of additional high school electives and physical education courses in grades 9-12 have written curriculum.
- Thirty-eight percent of core area subjects have written curriculum in grades 9-12.
- Thirty-three percent of non-core area subjects have written curriculum in grades 9-12.
- The scope for core area subjects written curriculum is inadequate in grades 9-12.
- The scope for non-core area subjects written curriculum 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-Grade 12
Richland School District
February 2018**

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	24	18	12	42	36
6-8	29	13	69	3	98	16
9-12	91	35	144	47	235	82
Total	144	72	231	62	375	134
Percent of Total - Scope of Written Curriculum						36%
<i>Source: District Curriculum Documents as presented to auditors</i>						

As indicated in Exhibit 2.2.5:

- There are 375 total courses offered in grades K-12.
- There are 144 core area and 231 non-core subject courses offered in grades K-12.
- The 100% scope requirement for all core areas (English language arts, mathematics, science, and social studies) was not met for grades K-12.
- The 70% scope requirement for all non-core area subjects was not met for grades K-12.
- Fifty percent of core area subjects have written curriculum in grades K-12.
- Twenty-seven percent of non-core area subjects have written curriculum in grades K-12.
- Written curriculum is available for 134 out of 375 total courses offered.
- The scope of K-12 written curriculum for all course offerings is 36%.
- The scope for core area subjects written curriculum is inadequate in grades K-12.
- The scope for non-core area subjects written curriculum is inadequate in grades K-12.
- The scope for all course offerings is inadequate in grades K-12.

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

Exhibit 2.2.6

Scope of the Written Curriculum Summary: K-12 Content Area Richland School District February 2018

K-12 Content Area	Total K-12 Offerings	K-12 Areas with a Written Curriculum	Percent of Total—Scope of Written Curriculum
English Language Arts	49	16	33%
Mathematics	29	14	48%
Science	35	16	46%
Social Studies	31	26	84%
Art/Fine Arts	64	21	33%
Physical Education/Health	22	0	0%
World Languages	23	2	9%
Career and Technology Education	83	39	47%
Additional Elective Courses	39	0	0%
Total	375	134	36%
<i>Source: District Curriculum Documents as presented to auditors</i>			

As indicated in Exhibit 2.2.6:

- The 100% scope requirement for all core areas was not met for core area subjects in grades K-12.
- The 70% scope requirement for all non-core area subjects was not met in grades K-12.
- The scope of social studies was the highest out of the four core areas at 84%.
- The scope of English language arts was the lowest of the four core areas at 33%.
- The scope of Career and Technical Education was the highest out of the four non-core areas at 47%.
- The scope of physical education/health and additional elective courses were the lowest of the four non-core areas at 0%

Auditors additionally conducted interviews to identify opinions and beliefs regarding the scope of the written curriculum in Richland School District. During these interviews, auditors heard comments from administrators, teachers, and parents expressing concerns about curriculum availability and implementation:

- “We don’t have pacing guides or priority standards. There is no systematic way in our district for teachers to know what to teach. It depends on the strength of the teacher teams.” (Building Administrator)
- “I would say that our math curriculum is non-existent at the elementary level. They are pulling in all of these outside resources.” (District Administrator)
- “Secondary is all over the map [with curriculum]. Each campus has its own plan.” (Teacher)
- “My daughter’s science teacher shows a lot of videos and gives a lot of handouts.” (Parent)
- “In math, you will see Pinterest and Teachers Pay Teachers [during walk-throughs].” (District Administrator)
- “Our teachers don’t turn in lesson plans. There is a lot of latitude in our district about what they use.” (Building Administrator)

Summary

The scope of the district curriculum covers 36% of all 375 total course offerings and thus is inadequate to provide for quality control and direct instruction for curriculum delivery. The audit team found no board policies or district comprehensive planning documents that require a written curriculum document for all courses that are offered in the district (see [Findings 1.1](#) and [2.1](#)). While core area subjects met the audit standard of 100% coverage required for adequacy at the elementary level, core area subjects were inadequate across combined grade levels K-12. Likewise, while art and music met the non-core area subject audit standard of 70% coverage required for adequacy at the elementary level, non-core area subjects were inadequate across all grade levels K-12. This finding only reviews the existence of curriculum for teacher use. Quality of the curriculum is discussed in the next section (see [Finding 2.3](#)). Without a written curriculum available for teachers, the Richland School District is unable to determine if what is taught in each subject area, grade, and school building meets district expectations or is consistent across the district (see [Recommendation 2](#)).

Finding 2.3: The quality of curriculum documents in the Richland School District is inadequate to direct teaching and maximize student achievement. Basic components of the written curriculum are inadequate to ensure consistent delivery of the state content standards across the system. A random sampling of local curriculum documents showed a lack of congruence in some areas of English language arts.

A school district provides a clear and comprehensive written curriculum in order to direct teaching and maximize student achievement. These written curriculum documents provide instructional guidance so that all teachers are coordinated in achieving the educational priorities of the district. District curriculum documents must align the written, taught, and tested curriculum to clearly define mastery of specific and measurable objectives. Additionally, written curriculum documents focus instruction on essential learning and connect the curriculum vertically and horizontally within the school system, providing the structure to ensure equal access to the curriculum for all students.

Quality district curriculum guides additionally link objectives with quality diagnostic assessments, provide guidance on prerequisite skills, list major instructional tools, and describe classroom strategies. Moreover, these curriculum documents allow all students equal access to the educational program by providing for articulation and connectivity from one grade to the next and coordination between grades. Without a complete written curriculum, teachers do not have guidance for planning the instructional delivery of common objectives and indicators, thus resulting in less predictable learning for all students.

To determine the quality of existing curriculum in the Richland School District, auditors examined board policies and documents provided by the district. The documents provided were rated against the minimum audit criteria for quality and specificity. In addition, auditors visited all schools and interviewed board members, administrators, teachers, and parents to determine the availability, use, and quality of curriculum documents, and to determine the degree to which the curriculum was articulated and coordinated across grade levels and schools.

Quality of Available Curriculum

Overall, based on the 134 district written curriculum guides presented, the auditors determined that the quality of the district's core curriculum is inadequate to direct instruction. Instead of one sole curriculum guide for each course, auditors noted that the district in some cases utilizes either multiple curriculum documents for one individual course or one curriculum document for multiple courses. The audit team reviewed curriculum documents available for courses in both the four core academic areas of English language arts, mathematics, science, and social studies as well as non-core area subjects across grades kindergarten through grade 12. Use of the available documents was inconsistent, and teachers reported relying on many different resources while planning instruction.

Auditors expected to find clear direction in board policy for expectations, quality, and components of written curriculum. However, the audit team found that board policies lacked any specific requirements for a district comprehensive curriculum management plan as well as written curriculum expectations and its use (see

Findings 1.1 and 2.1). Auditors also found few positions with responsibility for curriculum development and implementation, according to district job descriptions provided (see Finding 2.1).

To determine the quality of the collective curriculum documents for a given subject or course, the documents were reviewed using the criteria for assessing quality and specificity listed in Exhibit 2.3.1.

Exhibit 2.3.1

Curriculum Management Improvement Model Frame One Analysis: Minimal Basic Components for Curriculum Document Quality and Specificity

Point Value	Criteria
Criterion One: Clarity and Specificity of Objectives	
0	No goals/objectives present
1	Vague delineation of goals/learner outcomes
2	States tasks to be performed or skills to be learned
3	States for each objective the what, when (sequence within course/grade), how actual standard is performed, and amount of time to be spent learning
Criterion Two: Congruity of the Curriculum to the Assessment Process	
0	No assessment approach
1	Some approach of assessment stated
2	States skills, knowledge, and concepts that will be assessed
3	Keys each objective to district and/or state performance assessments
Criterion Three: Delineation of the Prerequisite Essential Skills, Knowledge, and Attitudes	
0	No mention of required skill
1	States prior general experience needed
2	States prior general experience needed in specified grade level
3	States specific documented prerequisite or description of discrete skills/concepts required prior to this learning (may be a scope and sequence across grades/courses if PreK-12)
Criterion Four: Delineation of the Major Instructional Tools	
0	No mention of textbook or instructional tools/resources
1	Names the basic text/instructional resource(s)
2	Names the basic text/instructional resource(s) and supplementary materials to be used
3	States for each objective the “match” between the basic text/instructional resource(s) and the curriculum objective
Criterion Five: Clear Approaches for Classroom Use	
0	No approaches cited for classroom use
1	Overall, vague statement on approaching the subject
2	Provides general suggestions on approaches
3	Provides specific examples of how to approach key concepts/skills in the classroom
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The curriculum documents provided to auditors were rated using a 3-point scale. Scores for each document were calculated by adding the individual scores for each criterion. A curriculum document that receives a score of 12 out of 15 possible points is considered minimally adequate. A total score was determined for each guide by adding the ratings for each of the 5 criteria, with the maximum possible score for a guide being 15. A curriculum guide is considered strong if it receives a rating of 12 or higher.

Exhibits 2.3.2 presents the auditors’ ratings of each guide at the elementary school level along with the specific rating for each criterion. The exhibit contains the average score by criterion for the total set of documents and the average total curriculum guide score.

Exhibit 2.3.2

**Auditors' Ratings of Minimal Basic Components and Specificity
Elementary School Curriculum Guides - Grades K-5
Richland School District
February 2018**

Curriculum Document(s) Title	Date	1 Obj.	2 Asmt.	3 Prereq.	4 Res.	5 Strats.	Total Rating
English Language Arts							
Kindergarten English Language Arts	Varies	3	2	0	2	3	10
Grade 1 English Language Arts	Varies	3	2	0	2	3	10
Grade 2 English Language Arts	Varies	3	2	0	2	3	10
Grade 3 English Language Arts	Varies	3	2	0	2	3	10
Grade 4 English Language Arts	Varies	3	2	0	2	3	10
Grade 5 English Language Arts	Varies	3	2	0	2	3	10
Mathematics							
Kindergarten Math	Varies	3	2	0	2	1	8
Grade 1 Math	Varies	3	2	0	2	1	8
Grade 2 Math	Varies	3	2	0	2	1	8
Grade 3 Math	Varies	3	2	0	2	1	8
Grade 4 Math	Varies	3	2	0	2	1	8
Grade 5 Math	Varies	3	2	0	2	1	8
Science							
Kindergarten Science	Undated	1	0	0	2	0	3
Grade 1 Science	Undated	1	0	0	2	0	3
Grade 2 Science	Undated	1	0	0	2	0	3
Grade 3 Science	Undated	1	0	0	2	0	3
Grade 4 Science	Undated	1	0	0	2	0	3
Grade 5 Science	Undated	1	0	0	2	0	3
Social Studies							
Kindergarten Social Studies	Undated	2	1	0	3	1	7
Grade 1 Social Studies	Undated	2	1	0	3	1	7
Grade 2 Social Studies	Undated	2	1	0	3	1	7
Grade 3 Social Studies	Undated	2	1	0	3	1	7
Grade 4 Social Studies	Undated	2	1	0	2	1	6
Grade 5 Social Studies	Undated	2	1	0	2	1	6
Art							
Kindergarten Art	2012	2	0	0	0	1	3
Grade 1 Art	2012	2	0	0	0	1	3
Grade 2 Art	2012	2	0	0	0	1	3
Grade 3 Art	2012	2	0	0	0	1	3
Grade 4 Art	2012	2	0	0	0	1	3
Grade 5 Art	2012	2	0	0	0	1	3
Music							
Kindergarten Music	Undated	2	0	0	0	0	2
Grade 1 Music	Undated	2	0	0	0	0	2
Grade 2 Music	Undated	2	0	0	0	0	2
Grade 3 Music	Undated	2	0	0	0	0	2
Grade 4 Music	Undated	2	0	0	0	0	2
Grade 5 Music	Undated	2	0	0	0	0	2
Average		2.17	0.83	0.00	1.44	1.00	5.44

As noted in Exhibit 2.3.2:

- Thirty-six curriculum guides at this school level were made available for rating to auditors.
- The average total rating for K-5 curriculum guides was 5.44 on a scale of 0 to 15.
- Curriculum guide ratings ranged from a low of 2 to a high of 10.
- English language arts curriculum guides from kindergarten to grade 5 received the highest rating of 10.
- Both core and non-core area subjects were inadequate with ratings below 12 out of a possible 15 in all curriculum guides provided to auditors.
- The highest rated category was Clarity and Specificity of Objectives with an average score of 2.17 of a possible three points.
- The weakest category was Prerequisite Essential Skills, Knowledge, and Attitudes with an average score of 0 of a possible 3 points.

Auditors' comments related to the ratings for each criterion in Exhibit 2.3.2 follow:

Criterion 1: Clarity and Specificity of Objectives

Mean Rating: 2.17

This criterion received the highest rating. The majority of guides or combination of curriculum documents included standards, identifiable skills, and/or concepts to be learned. In order to score a 3 for this criterion, a guide must also describe for each objective when the objective will be taught (sequence within course/grade), how the actual standard is to be performed, and the amount of time to be spent learning. All English language arts and mathematics curriculum guides at the elementary level received the highest rating of 3. Twelve of the 36 guides presented to auditors (33%) received a score of 3 for this criterion.

Criterion 2: Congruity of the Curriculum to the Assessment Process

Mean Rating: 0.83

This criterion addresses how assessment and evaluation are linked to the objectives. To receive a score of 3 on this criterion, a guide would need to state the skill, knowledge, and concepts that will be learned and specify when and with which instrument they will be assessed. No district curriculum guide earned a score of 3 for this criterion. Eighteen of the 36 guides presented to the audit team (50%) received a score of 0 for this criterion.

Criterion 3: Delineation of the Prerequisite Essential Skills, Knowledge, and Attitudes

Mean Rating: 0.00

This criterion received the lowest mean rating. This criterion requires that prerequisite skills or essential skills, knowledge, or attitudes be described in the curriculum document. To receive a rating of 3, the guide would need to state the specific documented prerequisites or give a description of discrete skills/concepts required. However, none of the elementary level documents provided referenced any prerequisite skills.

Criterion 4: Delineation of the Major Instructional Tools

Mean Rating: 1.44

This criterion names the basic text and instructional resources needed to support the teaching and mastery of the intended objectives. To receive a rating of 3 on this criterion, the guide must state the match between the basic text and instructional resources and the curriculum, objective by objective. It is also expected that the resources should be correlated to the objectives and their teaching sequence, rather than the objectives being correlated to the textbook. Social studies curriculum guides in kindergarten through grade 3 earned a score of 3 in this area, and all English language arts and mathematics guides were rated with a score of 2.

Criterion 5: Clear Approaches for Classroom Use

Mean Rating: 1.00

This criterion addresses approach to teaching the objectives. Suggested strategies are focused on teacher behaviors, not just student activities. A rating of 3 requires the provision of specific examples on how to approach key concepts and skills in the classroom. All English language arts curriculum guides received a rating of 3 for this criterion.

Exhibits 2.3.3 presents the auditors' ratings of each guide at the middle school level along with the specific rating for each criterion. The exhibit contains the average score by criterion for the total set of documents and the average total curriculum guide score.

Exhibit 2.3.3

Auditors' Ratings of Minimal Basic Components and Specificity Middle School Curriculum Guides - Grades 6-8 Richland School District February 2018

Curriculum Document(s) Title	Date	1 Obj.	2 Asmt.	3 Prereq.	4 Res.	5 Strats.	Total Rating
English Language Arts							
Grade 6 English Language Arts	Undated	2	2	0	2	0	6
Grade 7 English Language Arts	Undated	2	2	0	2	0	6
Grade 8 English Language Arts	Undated	2	2	0	2	0	6
Mathematics							
General Math 1	2015	2	1	0	2	0	5
General Math 2	2015	2	1	0	2	0	5
Pre-Algebra	2015	2	1	0	2	0	5
Science							
Grade 6 Science	2018	2	0	0	2	0	4
Grade 7 Science	2018	2	0	0	1	0	3
Grade 8 Science	2018	2	0	0	1	0	3
Social Studies							
Grade 6 Social Studies	Undated	3	1	0	1	2	7
Washington State History	Undated	3	1	0	2	0	6
Washington in World History	Undated	3	1	0	2	0	6
Grade 8 Social Studies	Undated	3	1	0	0	0	4
Art							
Grade 6 Art	2012	2	0	0	0	0	2
Grade 7 Art	2012	2	0	0	0	0	2
Grade 8 Art	2012	2	0	0	0	0	2
Average		2.25	0.81	0.00	1.31	0.13	4.50

As shown in Exhibit 2.3.3:

- Sixteen curriculum guides at this school level were made available for rating to auditors.
- The average total score for middle school curriculum guides was 4.50 of a possible 15 points.
- Curriculum guide total ratings ranged from a low of 2 to a high of 7.
- Both core and non-core area subjects were inadequate with ratings below 12 of a possible 15 in all curriculum guides provided to auditors.
- Social studies curriculum guide for grade 6 had the highest rating of 7.

- Art curriculum guides for grades 6, 7, and 8 had the lowest rating of 2 out of a possible score of 15.
- The highest rated category was Clarity and Specificity of Objectives with an average score of 2.25 of a possible 3 points.
- The weakest category was Prerequisite Essential Skills, Knowledge, and Attitudes with an average score of 0 of a possible 3 points.

Comments related to the ratings for each criterion in Exhibit 2.3.3 follow:

Criterion 1: Clarity and Specificity of Objectives

Mean Rating: 2.25

This criterion received the highest rating. The majority of guides or combination of curriculum documents included standards, identifiable skills, and/or concepts to be learned. In order to score a 3 for this criterion, a guide must also describe for each objective when (sequence within course/grade), how the actual standard is to be performed, and the amount of time to be spent learning. All social studies curriculum guides earned a high score of 3 in this area.

Criterion 2: Congruity of the Curriculum to the Assessment Process

Mean Rating: 0.81

This criterion addresses how assessment and evaluation are linked to the objectives. To receive a score of 3 on this criterion, a guide would need to state the skill, knowledge, and concepts that will be learned and specify when and with which instrument they will be assessed. No curriculum guides from any area earned a score of 3 in this criterion, and all English language arts guides earned a score of 2.

Criterion 3: Delineation of the Prerequisite Essential Skills, Knowledge, and Attitudes

Mean Rating: 0.00

This criterion, which received the lowest mean rating, requires that prerequisite skills or essential skills, knowledge, or attitudes be described in the curriculum document. To receive a rating of 3, the guide would need to state the specific documented prerequisites or give a description of discrete skills/concepts required. However, none of the middle school level documents referenced any prerequisite skills.

Criterion 4: Delineation of the Major Instructional Tools

Mean Rating: 1.31

This criterion names the basic text and instructional resources needed to support the teaching and mastery of the intended objectives. To receive a rating of 3 on this criterion, the guide must state the match between the basic text and instructional resources and the curriculum, objective by objective. It is also expected that the resources should be correlated to the objectives and their teaching sequence, rather than the objectives being correlated to the textbook. None of the curriculum guides presented to the audit team earned a score of 3 on this criterion.

Criterion 5: Clear Approaches for Classroom Use

Mean Rating: 0.13

This criterion addresses approach to teaching the objectives. Suggested strategies are focused on teacher behaviors, not just student activities. A rating of 3 requires the provision of specific examples on how to approach key concepts and skills in the classroom. The curriculum guide for social studies in grade 6 was the only curriculum guide to earn points for this criterion with a rating of 2.

Exhibits 2.3.4 presents the auditors' ratings of each guide at the high school level along with the specific rating for each criterion. The exhibit contains the average score by criterion for the total set of documents and the average total curriculum guide score.

Exhibit 2.3.4

**Auditors' Ratings of Minimal Basic Components and Specificity
High School Curriculum Guides - Grades 9-12
Richland School District
February 2018**

Curriculum Document(s) Title	Date	1 Obj.	2 Asmt.	3 Prereq.	4 Res.	5 Strats.	Total Rating
English Language Arts							
Grade 9 English Language Arts	Undated	2	2	0	2	1	7
Grade 10 English Language Arts	Undated	2	2	0	2	1	7
Grade 11 English Language Arts	Undated	2	2	0	2	1	7
Grade 12 English Language Arts	Undated	2	2	0	0	0	4
American Literature	Undated	2	1	0	0	0	3
AP English Language and Composition	Undated	2	1	0	0	0	3
AP English Literature and Composition	Undated	2	1	0	0	0	3
Mathematics							
Algebra 1	2015	2	1	0	1	0	4
Geometry 10-12	2012	2	1	0	1	0	4
Regular Geometry	2012	2	1	0	1	0	4
AP Calculus AB	Undated	2	1	0	0	0	3
AP Calculus BC	Undated	2	1	0	0	0	3
Science							
Ecology and Biodiversity	Undated	1	1	0	2	1	5
AP Biology	Undated	2	1	0	0	0	3
AP Chemistry	Undated	2	1	0	0	0	3
AP Environmental Science	Undated	2	1	0	0	0	3
AP Physics 1	Undated	2	1	0	0	0	3
AP Physics 2	Undated	2	1	0	0	0	3
AP Physics C	Undated	2	1	0	0	0	3
Social Studies							
Ancient/Medieval History	Undated	2	1	0	0	0	3
AP Human Geography	Undated	2	1	0	0	0	3
AP World History	Undated	2	1	0	0	0	3
Modern World History	2018	2	1	0	1	1	5
United States History I	Undated	2	1	0	0	1	4
United States History II	Undated	2	1	0	0	1	4
World Geography	Undated	2	2	0	1	0	5
AP European History	Undated	2	1	0	0	0	3
AP Psychology	Undated	2	1	0	0	0	3
AP United States History	Undated	2	1	0	0	0	3
AP United States Government & Politics	Undated	2	1	0	0	0	3
United States Government	Undated	2	1	0	0	0	3
Art History	Undated	2	1	0	0	0	3
Economics	Undated	2	1	0	0	0	3
International Problems	Undated	2	1	0	0	0	3
Sociology	Undated	2	1	0	0	0	3
World Languages							
AP German	Undated	2	1	0	0	0	3
AP Spanish	Undated	2	1	0	0	0	3

Exhibit 2.3.4 (continued)
Auditors' Ratings of Minimal Basic Components and Specificity
High School Curriculum Guides - Grades 9-12
Richland School District
February 2018

Curriculum Document(s) Title	Date	1 Obj.	2 Asmt.	3 Prereq.	4 Res.	5 Strats.	Total Rating
Fine Arts							
Studio Art 1	2012	2	0	0	0	0	2
Studio Art 2	2012	2	0	0	0	0	2
AP Studio Art	Undated	2	1	0	0	0	3
Ceramics 1	2012	2	0	0	0	0	2
Ceramics 2	2012	2	0	0	0	0	2
Theatre Production	2014	2	2	0	0	0	4
Career and Technology Education							
Jewelry Metals	2012	2	0	0	0	0	2
Photography	2013	2	2	0	0	0	4
AP Statistics	2012	2	2	0	0	0	4
Business and Personal Law	2017	2	2	0	0	0	4
Career Choices	2012	2	2	0	0	0	4
Financial Algebra and Statistics	2012	2	2	0	0	0	4
Microsoft Office Specialist 1	2016	2	2	0	0	0	4
Microsoft Office Specialist 2	2016	2	2	0	0	0	4
AP Computer Science A	2018	2	2	0	0	0	4
Computer Engineering/Microsoft Technology Associate	2011	2	2	0	0	0	4
Cyber Security	2014	2	2	0	0	0	4
Robotics	2013	2	2	0	0	0	4
Consumer Economics	2016	2	2	0	0	0	4
Careers in Education	2015	2	2	0	0	0	4
Auto Care	2014	2	2	0	0	0	4
Automotive Technology	2014	2	2	0	0	0	4
Computer Aided Drafting and Design	2014	2	2	0	0	0	4
Materials Science Technology	2014	2	2	0	0	0	4
Metals/Manufacturing Technology	2014	2	2	0	0	0	4
Wood Technology Lab	2014	2	2	0	0	0	4
Child Development	Undated	2	2	0	0	0	4
Costume Design	2017	2	2	0	0	0	4
Early Human Development	Undated	2	2	0	0	0	4
Foods and Nutrition	2017	2	2	0	0	0	4
Interior Design	2016	2	2	0	0	0	4
Personal Choices	2015	2	2	0	0	0	4
Introduction to Biotechnology	2013	2	2	0	0	0	4
Introduction to Health Science Careers	2013	2	2	0	0	0	4
Sports Medicine	2008	2	2	0	0	0	4
Financial Services Marketing	2016	2	2	0	0	0	4
Introduction to Marketing	2017	2	2	0	0	0	4
Marketing and Business Management 1	2017	2	2	0	0	0	4
Marketing and Business Management 2	2017	2	2	0	0	0	4
Student Store Management	2017	2	2	0	0	0	4
Advanced Plant Science	2013	2	2	0	0	0	4

Exhibit 2.3.4 (continued) Auditors' Ratings of Minimal Basic Components and Specificity High School Curriculum Guides - Grades 9-12 Richland School District February 2018							
Curriculum Document(s) Title	Date	1 Obj.	2 Asmt.	3 Prereq.	4 Res.	5 Strats.	Total Rating
Career and Technology Education (continued)							
Biology - Animal Science	2016	2	2	0	0	0	4
Floral Design 1	2015	2	2	0	0	0	4
Floral Design 2	2015	2	2	0	0	0	4
Introduction to Agriculture, Food, and Natural Resources	2014	2	2	0	0	0	4
Average		1.99	1.48	0.00	0.16	0.09	3.71

As shown in Exhibit 2.3.4:

- Eighty-two curriculum guides at this school level were made available for rating to auditors.
- Thirty-nine curriculum guides were provided from the Career and Technical Education department.
- The average total score for curriculum guides was 3.71 of a possible 15 points.
- Curriculum guide ratings ranged from a low of 2 to a high of 7.
- Both core and non-core area guides were inadequate with ratings below 12 of a possible 15.
- English language arts curriculum documents for grades 9 through 11 provided to auditors had the highest rated guides with a score of 7.
- Five curriculum guides had the lowest rating of 2 of a possible score of 15.
- The highest rated category was Clarity and Specificity of Objectives with an average score of 1.99 of a possible 3 points.
- The weakest category was Prerequisite Essential Skills, Knowledge, and Attitudes with an average score of 0 of a possible 3 points.

Comments related to the ratings for each criterion in Exhibit 2.3.5 follow:

Criterion 1: Clarity and Specificity of Objectives

Mean Rating: 1.98

This criterion received the highest rating. The majority of guides or combination of curriculum documents included standards, identifiable skills, and/or concepts to be learned. In order to score a 3 for this criterion, a guide must also describe for each objective when the objective is to be taught (sequence within course/grade), how the actual standard is to be performed, and the amount of time to be spent learning. All curriculum guides at this level earned a score of 2 with the exception of Ecology and Biodiversity, which earned a score of 1.

Criterion 2: Congruity of the Curriculum to the Assessment Process

Mean Rating: 1.48

This criterion addresses how assessment and evaluation are linked to the objectives. To receive a score of 3 on this criterion, a guide would need to state the skill, knowledge, and concepts that will be learned and specify when and with which instrument they will be assessed. All English language arts guides in grades 9 through 12 earned a score of 2 for this criterion.

Criterion 3: Delineation of the Prerequisite Essential Skills, Knowledge, and Attitudes

Mean Rating: 0.00

This criterion received the lowest mean rating. This criterion requires that prerequisite skills or essential skills, knowledge, or attitudes be described in the curriculum document. To receive a rating of 3, the guide would need to state the specific documented prerequisites or give a description of discrete skills/concepts required. However, none of the curriculum documents provided referenced any prerequisite skills.

Criterion 4: Delineation of the Major Instructional Tools

Mean Rating: 0.16

This criterion names the basic text and instructional resources needed to support the teaching and mastery of the intended objectives. To receive a rating of 3 on this criterion, the guide must state the match between the basic text and instructional resources and the curriculum, objective by objective. It is also expected that the resources should be correlated to the objectives and their teaching sequence, rather than the objectives being correlated to the textbook. However, 73 out of 82 documents provided (89%) did not reference any resources.

Criterion 5: Clear Approaches for Classroom Use

Mean Rating: 0.09

This criterion addresses approach to teaching the objectives. Suggested strategies are focused on teacher behaviors, not just student activities. A rating of 3 requires the provision of specific examples on how to approach key concepts and skills in the classroom. However, 75 out of 82 documents provided (91%) did not reference any approaches for classroom use.

Exhibit 2.3.5 summarizes averages of the auditors' ratings of curriculum guides for all three school levels.

Exhibit 2.3.5

Average Quality Rating of Curriculum Guides by Criterion and School Level Richland School District April 2016

School Level	Clarity of Objectives	Congruity of Assessment	Prerequisites	Instructional Resources	Classroom Approaches	Overall Rating
K-5	2.17	0.83	0.00	1.44	1.00	5.44
6-8	2.25	0.81	0.00	1.31	0.13	4.50
9-12	1.99	1.48	0.00	0.16	0.09	3.71
All Schools	2.14	1.04	0.00	0.97	0.41	4.55

Summary observations from Exhibit 2.3.5 include the following:

- The average total score for curriculum guides at all schools was 4.55 of a possible 15 points.
- The highest rated category was Clarity and Specificity of Objectives with an average score of 2.14 of a possible 3 points.
- The weakest category was Prerequisite Essential Skills, Knowledge, and Attitudes with an average score of 0 of a possible 3 points.
- All curriculum guides were rated below 12 on the 5 criteria and, therefore, judged as inadequate to effectively guide instruction.

Presented in [Exhibit 2.3.6](#) is a summary of the mean curriculum guide ratings, separated by core and non-core content areas, found in [Exhibits 2.3.2](#) through [2.3.4](#).

Exhibit 2.3.6
Mean Ratings of Curriculum by Audit Guide Criteria
CORE vs Non-CORE
Richland School District
February 2018

Curriculum Guides	1 Obj.	2 Assess.	3 Prereq.	4 Res.	5 Strat.	Total Rating
Elementary Level Core Curriculum Guides	2.25	1.25	0.00	2.17	1.25	6.92
Elementary Level Non-Core Curriculum Guides	2.00	0.00	0.00	0.00	0.50	2.50
Middle School Level Core Curriculum Guides	2.31	1.00	0.00	1.62	0.15	5.08
Middle School Level Non-Core Curriculum Guides	2.00	0.00	0.00	0.00	0.00	2.00
High School Level Core Curriculum Guides	1.97	1.14	0.00	0.37	0.20	3.68
High School Level Non-Core Curriculum Guides	2.00	1.72	0.00	0.00	0.00	3.72
Mean Curriculum Guide Ratings	2.09	0.85	0.00	0.69	0.35	3.98

As shown in [Exhibit 2.3.6](#):

- Elementary level core curriculum guides were rated the highest with a total rating of 6.92 out of 15 total points.
- Middle school level non-core curriculum guides were rated the lowest with a total rating of 2.00 out of 15 total points.
- Middle school level core curriculum guides scored the highest for criterion one with a rating of 2.31 out of 3 points.
- High school level non-core curriculum guides scored the highest for criterion two with a rating of 1.72 out of 3 points.
- Curriculum guides did not reference prerequisite skills.
- Elementary level core curriculum guides scored the highest for criterion four with a rating of 2.17 out of 3 points.
- Elementary level core curriculum guides scored the highest for criterion five with a rating of 1.25 out of 3 points.
- All curriculum guides were rated below 12 on the 5 criteria and, therefore, judged as inadequate to effectively guide instruction.



Fine arts are a district emphasis as in this Sacajawea Elementary classroom

Auditors next completed an analysis of instructional resources to determine the consistency between those resources and the common core standards. Grade K-5 English language arts was selected for analysis because these instructional program materials were recently adopted for use in the district. Exhibit 2.3.7 reports auditors' analyses of a sample of instructional resource activities to the Common Core State Standards for grades 2, 3, and 4. Instructional resources from two different publishers representing the recent English Language Arts instructional materials adoption were provided to auditors by district administrators. These samples were randomly selected for each grade level.

Exhibit 2.3.7

Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018

Common Core State Standards	Resource Activity	Alignment Analysis
<p>English Language Arts, Grade 2</p> <p>SL.2.1: Participate in collaborative conversations with diverse partners about grade 2 topics and texts with peers and adults in small and larger groups.</p> <p>SL.2.4: Tell a story or recount an experience with appropriate facts and relevant, descriptive details, speaking audibly in coherent sentences.</p>	<p>Benchmark Literacy Common Core; English Language Arts; Grade 2; Unit 2, Week 1/Day 1; Can't Sleep!, pp. 2-4</p> <p>Students are read a scenario about a child having to move to a new city and missing friends, teachers, and school. Students are asked how they feel and how they know. Students turn and talk, asking a partner to tell them about something that once made them sad. Some students share with the whole group. Students listen to the teacher explain about inferring feelings from the ways others act and making inferences about that person's character. Students listen to the teacher explain that writers do this and that good readers know how to infer what a character is like from the writer's details and what they know about people. Students continue to practice analyzing characters over the course of a week.</p> <p>Students review a picture of a man who cannot sleep. Students explain the practice of figuring out what the picture is trying to show by visualizing. Students practice visualizing and write about it on chart paper. Students generate other visualizations about this picture and add these to the chart paper.</p> <p>Students use the picture to analyze characters. Students think about how the characters look, act, think, and feel. Students are provided with academic sentence frames to support their writing.</p> <p>Students post their analyses of the man in the poster and reread it as a group. Students expand on their shared writing. Students answer teacher questions on the lesson. Students read independently and confer with the teacher.</p>	<p>Content: Topologically Aligned</p> <p>The standards and the activity have students participate in conversations, recount an experience, ask and answer questions, describe how characters respond to challenges, and participate in shared writing. Although this activity aligns with the standards, it does not go any deeper into the content and is thus rated by auditors as topologically aligned.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to participate in conversations in various settings, recount an experience about being sad with details, and describe how the child would feel about moving.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to participate, tell or recount, ask and answer, and describe. This comprehension level matches the cognition in the standards (DOK One).</p>

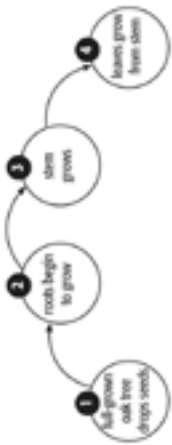
<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
<p>English Language Arts, Grade 2</p> <p>RF.2.4.a: Read grade-level text with purpose and understanding.</p> <p>W.2.8: Recall information from experiences or gather information from provided sources to answer a question.</p> <p>SL.2.2: Recount or describe key ideas or details from a text read aloud or information presented orally or through other media.</p>	<p>Benchmark Literacy Common Core; English Language Arts; Grade 2; Unit 3, Week 2/Day 2; An Oak Tree Has a Life Cycle, pp. 6-8</p> <p>Students review the life cycle of a plant and answer questions. Students are read to about the life cycle of an oak tree and identify the sequence of events. Students determine text importance, such as the terms first or next, to identify the sequence. Students use a graphic organizer. Students listen to the teacher read and reread Chapter 1 and pages 8-9 of Chapter 2. Students turn to page 42 in Texts for Close Reading and reread the chapter. Students turn and talk with a partner to discuss the sequence they read. Students use academic sentence frames to assist with writing.</p> <p>Students share their ideas. As a whole group, students view the teacher record the four events on the Identify Sequence of Events graphic organizer:</p>  <p>Students read about the first event in an oak tree's life cycle. Students add what they know to the list. Students look at the photographs on page 6 and answer questions.</p> <p>Students listen to the teacher explain that a caption gives information about a picture or a photograph, authors include captions to help readers understand what they are looking at, and captions help readers understand what they see in the photos.</p> <p>Students answer a question about why the author included the caption "This acorn fell from an oak tree" and how it helps as a reader. Students understand that a caption can help them understand events in the text and sometimes a caption provides information that is not included in the text.</p> <p>Students answer a question about how the second caption helps with understanding and what information you learn that is not in the text. Students listen to the teacher explain that a squirrel is one animal that eats acorns. Students are told to pay attention to captions in a book and to ask, "What information are these captions giving me? How can they help me understand the information given in the text?" Students read independently and confer with the teacher.</p>	<p>Content: Topologically Aligned</p> <p>The standards and the activity require students to answer questions, describe the connection between a series of scientific ideas or concepts, read grade-level text, gather information from provided sources to answer a question, participate in conversations, recount key ideas from a text read aloud, and produce complete sentences using sentence frames.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to answer questions about details in a text, describe the connection of the scientific idea of an oak tree's life cycle, read grade-level text with purpose, gather information from provided sources to answer a question, participate in conversations in small and large groups, recount key details from a text read aloud, and produce complete sentences in order to provide clarification.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to answer, read, recall, gather, participate, recount, and produce. This comprehension level matches the cognition in the standards (DOK One).</p>

Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 2 RL.2.3: Describe how characters in a story respond to major events and challenges. RL.2.5: Describe the overall structure of a story, including describing how the beginning introduces the story and the ending concludes the action.	Benchmark Literacy Common Core; English Language Arts; Grade 2; Unit 4, Week 1/Day 4; Lost Dog, pp. 10-12 Students are read to aloud the “Lost Dog” passage or read independently or with a partner. Students are reminded to summarize and synthesize to help them understand what they read. Students are asked individually or with partners to summarize the passage. Students are encouraged to use a sentence frame. Students are told that sometimes you need to answer questions about a passage you have read and some questions require you to analyze story elements. Students are told they are going to read and answer questions about story elements. Students are given a handout with four multiple choice questions and read the first question together, which states, “Which is a setting in the story?” Students are asked what strategy they think is needed to use to answer this question. Students are prompted with clarifying questions regarding strategies, such as identifying a sequence of events, comparing, analyzing story elements, and how they know which one to use. Students are reminded setting is a story element. Students are told to think about what words from the question will help find the answer in the passage and to look at the question very closely. Students are asked what word will help and learn that a setting is where or when a story happens. Students are informed that they are ready to reread the passage to find the information needed. Students listen to the teacher explain that they first need to find the settings and then need to find which setting in the answer choices is also in the story. Students listen to the teacher model skimming the first few paragraphs to see if a place and/or time is mentioned and learn it occurs in the first sentence when Erica came home. Students listen to the teacher explain that home is a place, so it is a setting in this story. Students see that “home” is not in the answer choices. Students listen to the teacher reading and find out that Erica and her dad walked all around the neighborhood looking for Zak. Students listen to the teacher explain that neighborhood is a setting and is also an answer choice. Students listen to the teacher explain that the answer was in the text and how to find it by searching for a setting. Students choose answer choice B, which states the neighborhood is a setting for the story.	Content: Inadequately Aligned The standards and the activity require students to recount stories and determine their central message, read and comprehend literature and grade-level text, use context to confirm word recognition and understanding, and participate in conversations. However, the activity does not require students to describe how characters respond to challenges or describe the overall structure of a story, including describing how the beginning introduces the story and the ending concludes the action. Context: Not Completed Since the content is inadequately aligned, neither the context or the cognition analysis can be completed. Cognition: Not Completed

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 2 (continued)	(continued) Students are asked to work independently or with a partner to answer additional text-dependent questions on the handout. Students' answers are reviewed by the teacher. Students view the poster as needed to model analyzing questions and rereading to find answers. Students discuss and answer the following questions: What strategy did we use to answer questions about the text? How did clues in the questions help us find answers in the text? Students practice analyzing story elements. Students listen to the teacher explain that this strategy can help you answer questions in all subjects and can also help during tests. Students read independently and confer with the teacher.	
English Language Arts, Grade 3 RL.3.3: Describe characters in a story (e.g., their traits, motivations, or feelings) and explain how their actions contribute to the sequence of events	Pearson ReadyGEN 2016 Common Core Grade 3; English Language Arts; Grade 3; Unit 1, Module A, Lesson 1 Describe Characters' Actions, pp. 12-13 Students are told they are going to read several texts to practice identifying how an author describes characters and explains how their actions contribute to the story. Students recall that a character is a person or animal in the story. Students are introduced to the story <i>The Lemonade War</i> and are told it is realistic fiction. Students are directed to view the title of the excerpt, "Location, Location, Location" and asked to make predictions about what the book might be about. Students are given the following Essential Questions and told they should think about the questions as the class reads, talks, and writes about the texts: <ul style="list-style-type: none"> • How do readers understand the characters' motivations and the effects of their actions? • How do writers write about characters and show the sequence of events in a story? 	Content: Topologically Aligned The standards and the activity require students to describe characters in a story, explain how their actions contribute to the sequence of events, determine the central message, and explain how it is conveyed through key details in the text.

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
<p>English Language Arts, Grade 3 (continued)</p> <p>RL.3.2: Recount stories, including fables, folktales, and myths from diverse cultures; determine the central message, lesson, or moral and explain how it is conveyed through key details in the text.</p>	<p>(continued)</p> <p>Students are told they will learn how to identify the traits, feelings, and actions of the characters in a text and how they contribute to the story in this lesson.</p> <p>Students are introduced to an appropriate reading routine. Students focus on understanding what the text is mainly about, the “gist” of the text, or who the characters are and what is happening.</p> <p>Students turn to a partner after reading and discuss questions using examples from the text:</p> <ul style="list-style-type: none"> • Who is participating in the Lemonade War? • What are they trying to do? <p>Students use the Think-Pair-Share Routine.</p> <p>Students participate in a class discussion about what they read. Students are reminded to focus on the traits, feelings, and actions that describe the character. Students answer the following questions with evidence from the text:</p> <ul style="list-style-type: none"> • How does Evan seem to be doing in math class? • What have you discovered about Jessie so far? • How does Evan first try to solve the problem? • Evan struggles to solve the math problem in his head. Then he remembers advice from his teacher Mrs. DeFazio. What is the advice, and how does this help Evan solve the problem? • Identify two or more phrases in the text that help explain why Evan’s heart jumps when he solves the division problem. <p>Students are provided with support when needed to understand the phrase “His brain spun like a top” and how the author uses the word “snap” in italics to describe how fast Jessie does math in her head.</p>	<p>(continued)</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to describe characters’ traits, feelings, and actions in classroom discussion, answer questions about characters’ actions and their contribution to the sequence of events, determine the central message of how Evan solves the problem, and explain how the message is conveyed through key text details.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to describe, explain, and determine. This activity generates student understanding and matches the cognition in the standards (DOK Two).</p>

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 3 RL.3.7: Explain how specific aspects of a text's illustrations contribute to what is conveyed by the words in a story (e.g., create mood, emphasize aspects of a character or setting)	<p>Pearson ReadyGEN 2016 Common Core Grade 3; English Language Arts; Grade 3; Unit 2, Module A, Lesson 8 Explain How Illustrations Convey Mood, pp. 82-83</p> <p>Students are given the following Enduring Understanding:</p> <ul style="list-style-type: none"> • Learners understand that relationships within a community are affected by culture and traditions. <p>Students are told that they are going to learn how illustrations and words can explain relationships and how those relationships are affected by culture and community.</p> <p>Students are directed to Chapters 9-10 of "The Year of Miss Agnes." Students are reminded of the Essential Questions:</p> <ul style="list-style-type: none"> • How do readers use evidence from texts to understand what they read? • How do writers include character dialogue and actions to affect the events in a story? <p>Students are told they are going to learn how illustrations and words contribute to what is conveyed in a story in this lesson.</p> <p>Students use an appropriate reading routine. Students read for an understanding of what the text is mainly about.</p> <p>Students turn to a partner after reading and discuss the following question using examples from the text:</p> <ul style="list-style-type: none"> • Why is Grandma proud of Marie? <p>Students use the Think-Pair-Share Routine. Students share examples (illustrations) such as:</p> <ul style="list-style-type: none"> • Marie took care of her siblings when her parents were away at camp. • She did the laundry and cleaned the house. • She cooked for all of her siblings when her parents were away. 	<p>Content: Topologically Aligned</p> <p>The standards and the activity require students to be told they are going to learn how illustrations can explain relationships on three separate occasions during the activity.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to be told they are going to learn how illustrations can explain relationships. Students orally share evidence of illustrations to support the discussion.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to be told they are going to learn how illustrations can explain relationships. This activity requires students to make inferences about the content and matches the cognition in the standards (DOK Two).</p>

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 3 (continued)	(continued) <p>Students take part in a class discussion about what they read. Students are reminded that learners use illustrations and words to understand relationships and how they are affected by culture and community. Students use the following questions and answers to guide the discussion:</p> <ul style="list-style-type: none"> • How does winter camp affect the children in the community? Since some of the children have to stay home to cook and clean and take care of other children, they miss their school lessons. • What are the effects of Miss Agnes's teaching methods in the community? Miss Agnes makes lessons so interesting that the students don't want to miss school. The children's enthusiasm sparks an interest in the parents to learn to read. • What can you tell about the people in the community by the way they celebrate? The people in the community work hard, but they take time to have fun as well. Their celebrations last two or three days. Music also must be important to them because many people have a favorite song and can play a musical instrument. 	(continued)
RL.3.6: Distinguish their own point of view from that of the narrator or those of the characters.	<p>Pearson ReadyGEN 2016 Common Core Grade 3; English Language Arts; Grade 3; Unit 3, Module A, Lesson 3 Distinguish Different Points of View, pp. 32-33</p> <p>Students are given the following Enduring Understanding:</p> <ul style="list-style-type: none"> • Writers understand that opinion writing supports a point of view with reasons. <p>Students are told they are going to read several pages of text to identify different points of view.</p> <p>Students are introduced to pages 17-21 of "Knots on a Counting Rope". Students are given the following Essential Questions and told to think about the questions as the class reads, talks, and writes about the texts:</p> <ul style="list-style-type: none"> • How do readers determine the central message, lesson, or moral of a story? • How do writers support a point of view when writing an opinion? <p>Students are told they are going to learn how writers distinguish different points of view and support these views with evidence in this lesson.</p> <p>Students turn to a partner after reading to discuss the following questions using examples from the text:</p> <ul style="list-style-type: none"> • Who is telling the story? • From whose point of view is this story told? 	<p>Content: Topologically Aligned</p> <p>The standards and the activity require students to identify different points of view and to provide evidence of how writers support a point of view when writing an opinion. Students separate what they are feeling from what the characters are feeling as they read.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to think about different points of view from a text. Students discuss answers to questions provided regarding points of view and take part in a class discussion about what they read.</p>

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>			
Common Core State Standards		Resource Activity	Alignment Analysis
English Language Arts, Grade 3 (continued)	(continued)	<p>Students use the Think-Pair-Share Routine. Students share examples such as:</p> <ul style="list-style-type: none"> • Boy is telling the story when he says that Rainbow is his eyes. • Then Grandfather tells the story, saying “no one thought you could teach her to race, Boy...” • Both Boy’s point of view and Grandfather’s point of view. <p>Students are checked for understanding by the teacher and use best practices for speaking and listening.</p> <p>Students take part in a class discussion about what they read. Students are reminded that authors sometimes write in first-person point of view, which means a story is told by one or more of the characters involved. Students separate what they are feeling from what the characters are feeling as they read. Students use the following questions and answers with evidence to guide the discussion:</p> <ul style="list-style-type: none"> • On page 18, how is Grandfather feeling at the start of the race? How does Boy feel at the beginning of the race? Grandfather is calm, but he noticed that Boy had pulled back. He might have felt worried about Boy. Boy says that he was afraid until Grandfather called to him. • How did you feel when you read the first part of page 18? Students may express that they felt excited and wanted to read more to find out the outcome of the race. • Why does the grandfather tell the boy, “Trust your darkness!”? He is telling the boy to have faith in his abilities to ride the horse even though he is unable to see. • Why do you think the grandfather tells the boy this? Because the grandfather has faith in the boy and knows how much he has practiced; he has also seen him accomplish many things despite his inability to see. • Why does the grandfather use the counting rope? He uses it to help the boy memorize the story. 	<p>(continued)</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to distinguish their point of view from others. This activity matches the cognition in the standard by having students separate their feelings from those of the characters in the text (DOK Two).</p>
English Language Arts, Grade 4	English Language Arts, Grade 4	<p>Pearson ReadyGEN 2016 Common Core Grade 4; English Language Arts; Grade 4; Unit 2, Module A, Lesson 4 Use Details to Determine Themes, pp. 42-43</p> <p>Students are given the following Enduring Understanding:</p> <ul style="list-style-type: none"> • Readers understand that themes in literary texts can be interpreted from dialogue and descriptions. <p>Students are told they are going to continue reading “Why the Sea is Salty” and talk about the story’s genre and theme.</p>	<p>(see next page)</p>

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
<p>English Language Arts, Grade 4 (continued)</p>	<p>(continued)</p> <p>Students are read the poem “Back to Nature” on page 120 by the teacher to help picture the variety and richness of nature. Students are made aware of the poet’s use of precise diction to create description by the teacher. Students return to the poem as they read “Why the Sea is Salty” to compare the texts’ descriptions of nature.</p> <p>Students are reminded about the following Essential Questions as the next part of the story is introduced by the teacher:</p> <ul style="list-style-type: none"> • How do readers identify themes in literary texts? • How do writers use dialogue and description to develop the theme of a story? <p>Students are told they are going to read the last two chapters of “Why the Sea is Salty” and learn how knowing the genre of a text can help readers identify the theme, or the author’s central message.</p> <p>Students use an appropriate reading routine. Students read for an understanding of what the text is mainly about.</p> <p>Students turn to a partner after reading to discuss the following question using examples from the text:</p> <ul style="list-style-type: none"> • How do the events in these last two chapters help you answer the question: Why is the sea salty? <p>Students use the Think-Pair-Share Routine. Students share examples such as:</p> <ul style="list-style-type: none"> • As the villagers walked along the giant’s legs on the way home with their salt, ants began biting the giants feet, page 38. • The giant shook his feet to get rid of the ants, sending the villagers and salt into the sea, page 39. • The spilled salt made the sea salty, page 40. <p>Students are checked for understanding by the teacher and use best practices for speaking and listening.</p>	<p>(continued)</p> <p>Content: Deeply Aligned</p> <p>The standards and the activity require students to both determine the theme of the story “Why the Sea is Salty” and summarize the text by answering additional questions provided during the activity. Likewise, the activity requires students to additionally read “Back to Nature” and to utilize the author’s literary devices when rereading the original text. Students summarize the text and cite text evidence to substantiate their answers to questions presented by the teacher.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to determine the theme of a story after also reading a poem and to summarize the text through answering multiple questions provided in the activity.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to determine the theme and summarize the text, and apply their understanding to a new selection of literature. This generates understanding in student thinking (DOK Two).</p>

Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 4 (continued)	(continued) <p>Students take part in a class discussion about what they read. Students are reminded that readers can use details about characters and events, as well as characteristics of a genre, to identify a theme. Students use the following questions and answers with evidence to guide the discussion:</p> <ul style="list-style-type: none"> • How does the illustration on page 32 help readers understand what it was like for the giant when ants swarmed over his feet? The illustration helps readers see how many ants there were and to almost feel what the giant felt like with all those ants crawling over his feet and biting him. • Which details from the dialogue on page 33 help you learn something about the giant? He cries, "Ow!" twice, but says "please" when he speaks to the villagers even though he is in pain. • How would you describe the giant's character based on these details? The giant is kind and brave. • What happened to the giant's feet the second time he acted as the bridge? He put his heels down on the ant hill again. • What was the result? The villagers and the salt tumbled into the sea when he shook his feet. • What does this suggest to you about a possible theme of the story? Not learning from your mistakes can lead to loss. <p>Students cite evidence by reading aloud the sentences in the text that support their ideas. Students have the following words involving known concepts that can be stumbling blocks to comprehending the text defined as needed: soles, seabed.</p>	(continued)

Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 4 RL.4.9: Compare and contrast the treatment of similar themes and topics (e.g., opposition of good and evil) and patterns of events (e.g., the quest) in stories, myths, and traditional literature from different cultures. RL.4.1: Refer to details and examples in a text when explaining what the text says explicitly and when drawing inferences from the text.	Pearson ReadyGEN 2016 Common Core Grade 4; English Language Arts; Grade 4; Unit 2, Module A, Lesson 17 Compare Key Details in Texts with Similar Themes, pp. 172-173 Students are told they will revisit the four texts from Unit 2, Module A: “Why the Sea is Salty”, “How the Stars Fell into the Sky”, “Pecos Bill”, and “John Henry”. Students are given the following Enduring Understanding: <ul style="list-style-type: none">• Readers understand that themes in literary texts can be interpreted from dialogue and descriptions. Students are told they are going to reread the texts from this unit to discover what these myths, legends, and tall tales from different cultures have in common. Students are given the following Essential Questions and told they should think about the questions as the class rereads, talks, and writes about the texts in this module: <ul style="list-style-type: none">• How do readers identify themes in literary texts?• How do writers use dialogue and description to develop the theme of a story? Students are told they are going to learn how readers can compare key details in different texts to explain how the authors treated similar themes. Students review notes and graphic organizers from the unit and use an appropriate reading routine. Students focus on similarities between the texts in order to meet the goal of the lesson to make connections across texts. Students turn to a partner after reading to discuss the following question using examples from the text: <ul style="list-style-type: none">• All of our stories feature at least one extraordinary character or hero. What are the unusual abilities of these characters? Students use the Think-Pair-Share Routine. Students share examples such as: <ul style="list-style-type: none">• The giant in “Why the Sea is Salty” is so large he can stretch his legs over the ocean between islands, page 29.• In “How the Stars Fell into the Sky”, First Woman and Coyote can both touch stars and place them in the sky, page 88.• Pecos Bill is amazingly strong and has power over animals and nature, pages 57 and 61.• John Henry can drive steel through rock faster than a machine, page 71.	Content: Topologically Aligned The standards and the activity require students to compare and contrast the treatment of similar themes and topics and the pattern of events in multiple stories, myths, legends, and tall tales with four separate texts during the lesson. Likewise, the standards and activities require students to refer to details and examples in multiple texts when explaining and drawing inferences from the text. Context: Topologically Aligned The standards and the activity require students to compare and contrast the treatment of similar themes and topics and the pattern of events in multiple texts. Additionally, the standards and activities require students to refer to details and examples in multiple texts when through answering multiple questions provided in the activity. Cognition: Topologically Aligned The standards and the activity require students to compare and contrast themes, refer to details, explain the text, and draw inferences. This generates understanding in student recall (DOK One) and thinking (DOK Two)

Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018			
Common Core State Standards	Resource Activity	Alignment Analysis	
English Language Arts, Grade 4 (continued)	(continued) Students are checked for understanding by the teacher and use best practices for speaking and listening. Students take part in a class discussion about the texts. Students are reminded that readers look at key details in dialogue and description to identify themes. Students use the following questions and answers with evidence to guide the discussion: <ul style="list-style-type: none"> In "How the Stars Fell into the Sky", the character First Woman wants to provide for the people around her. She tries to write the laws in the night sky so people can read them and avoid confusion. I think the giant in "Why the Sea is Salty" wants to provide for people, too. What does the giant do to take care of the needs of others? The giant shares salt with the villagers and tries to make sure they are safe, pages 9-13. He acts as a bridge for them and rescues them from the water, pages 29 and 40. Students cite evidence by reading aloud the sentences in the text that describe that. How do the characters of Pecos Bill and John Henry reflect the theme of being good at what you do? Pecos Bill is called "one of the greatest cowboys who ever lived", page 55. He ends a drought by lassoing a cyclone and wringing out water, page 61. John Henry is called "the best steel driver in the whole country". He not only does his own work but the work of those who can't keep going in the terrible heat, page 68. Students show where the text says so. Do the main characters in these texts have similar relationships with nature or the natural world? Explain. They all have power over some aspect of nature. First Woman, Coyote, and the giant make parts of nature - the arrangement of stars and the salty oceans - the way they are today. There are also reminders of Pecos Bill and Slue-foot Sue in nature. First Woman and Pecos Bill can communicate with animals. And the giant, Pecos Bill, and John Henry overcame natural obstacles. 	(continued)	

<p style="text-align: center;">Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018</p>		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 4 RL.4.3: Describe in depth a character, setting, or event in a story or drama, drawing on specific details in the text (e.g., a character's thoughts, words, or actions).	<p>Pearson ReadyGEN 2016 Common Core Grade 4; English Language Arts; Grade 4; Unit 4, Module A, Lesson 16 Compare Characters, Actions, and Settings, pp. 162-163</p> <p>Students are given the following Enduring Understanding:</p> <ul style="list-style-type: none"> Readers understand the elements of narrative texts and how to use them to determine the theme of a story. <p>Students are told they are going to compare how two authors use story elements to develop central ideas in texts.</p> <p>Students flip through "Lunch Money" and "Coyote School News" and recall characters, important events, and settings. Students are given the following Essential Questions and told they should think about the questions as the class reads, talks, and writes about the stories:</p> <ul style="list-style-type: none"> How do readers describe in depth the elements of a story? How do writers use narrative elements successfully when creating stories? <p>Students are told they are going to observe and analyze key details about characters and their actions and compare settings in this lesson.</p> <p>Students use an appropriate reading routine. Students identify key details about characters, settings, and events.</p> <p>Students turn to a partner after reading to discuss the following question using examples from the text:</p> <ul style="list-style-type: none"> What details help to establish the settings in "Lunch Money" and "Coyote School News"? <p>Students use the Think-Pair-Share Routine. Students share examples such as:</p> <ul style="list-style-type: none"> In "Lunch Money", the settings include Greg's home, where in flashbacks he earns money cleaning up after his brothers, pages 2-3, and where he and Maura work on their comics, pages 139-150, and the School Committee site, where they present their ideas, pages 191-214. But the majority of the action in the book is set in the school, often in Mr. Z's classroom. In "Coyote School News", the general setting is the American Southwest near the Mexican border in 1938-1939. Specific settings include the Ramirez ranch, Coyote School, and Tucson. 	<p>Content: Topologically Aligned</p> <p>The standards and the activity require students to describe in depth characters and settings drawing on specific details from multiple texts. Students identify key details about characters from multiple texts to answer questions presented by the teacher in class.</p> <p>Context: Topologically Aligned</p> <p>The standards and the activity require students to describe in depth both characters' actions with Miss Byers's and Greg's ideas and the setting in multiple texts by drawing on specific details.</p> <p>Cognition: Topologically Aligned</p> <p>The standards and the activity require students to describe in depth and draw on specific details. This generates understanding in student thinking (DOK Two).</p>

Exhibit 2.3.7 (continued) Internal Consistency of Sample District Instructional Resource Activities To the Common Core State Standards English Language Arts, Grades 2, 3, and 4 Richland School District February 2018		
Common Core State Standards	Resource Activity	Alignment Analysis
English Language Arts, Grade 4 (continued)	(continued) Students focus on key details that help compare the characters and their actions in the two texts. Students use the following questions and answers to guide the discussion: <ul style="list-style-type: none"> • Let's look at how the ideas that Miss Byers has in "Coyote School News" compare with Greg's ideas in "Lunch Money". What three "swell ideas" does Miss Byers have? Baseball at recess, the Perfect Attendance Award, and Coyote News, page 62. • What do these ideas have in common? They are all designed to motivate the students and help them have fun. • What are Greg's ideas mostly about? Selling things at school to make money. • Until the end of the story, who benefits most from Greg's ideas? Greg. • How did Greg react when he learned that someone else was making mini-books? On page 38, he reacted with anger because he thought it was obvious that "some other kid was trying to cash in on his idea". • How is what happened to Greg similar to or different from how the students at Coyote School got ideas for Coyote News? The students looked at the Arizona Daily Star, Western Livestock Journal, and Little Cowpuncher to get ideas, page 63. They were using the newspapers as models; they were not copying them exactly. Although Greg would not agree; this is similar to what Maura was doing. 	(continued)

Auditors noted the following in [Exhibit 2.3.7](#) about English language arts resource activities referenced in curriculum documents:

- None of the grade 2 English language arts resource activities were deeply aligned.
- One grade 2 English language arts resource activity could not be reviewed for context or cognition because the content was determined to be inadequately aligned with the standard.
- All of the resource activities reviewed for grade 3 English language arts were rated as topologically aligned for content. None of the resource activities were rated as deeply aligned for content.
- One resource activity reviewed for grade 4 English language arts was rated as deeply aligned for content because student expectations exceeded those in the Common Core State Standards (CCSS) through multiple methods and texts in the activity.
- All grade 4 English language arts resource activities were rated as topologically aligned for context.
- All three resource activities reviewed for grade 4 English language arts were rated as topologically aligned for cognition because the activity generated understanding in student recall (DOK One) and thinking (DOK Two), but did not provide any opportunities for deeper alignment.
- For two activities in grade 3 and one activity in grade 4 English language arts, the standard requires students to “describe” what they know. However, there is no indication what form the student response will take, such as oral, written, demonstration, project, or otherwise. This lack of clarification creates difficulty for the Richland School District to measure and monitor student mastery across the district for both summative and formative purposes (see [Finding 4.3](#)). Moreover, the district must state what is determined and described in the curriculum guides created for teachers and staff (see [Finding 2.1](#)).

[Exhibit 2.3.8](#) summarizes the analyses of English language arts resource activities to the Common Core State Standards.

Exhibit 2.3.8

Summary of Analyses of English Language Arts Instructional Resource Activities To Common Core State Standards Richland School District February 2018

Grade Level/ Course	Number of Items	#/% Topologically Aligned			#/% Deeply Aligned		
		Content	Context	Cognition	Content	Context	Cognition
Two	3	2/67	2/67	2/67	0/0	0/0	0/0
Three	3	3/100	3/100	3/100	0/0	0/0	0/0
Four	3	2/67	3/100	3/100	1/33	0/0	0/0
Total	9	7/78	8/89	8/89	1/11	0/0	0/0

[Exhibit 2.3.8](#) indicates the following:

- Grade 2: Two of three (67%) resource activities were topologically aligned in content, context, and cognition. No activities were deeply aligned.
- Grade 3: All three (100%) resource activities were topologically aligned in content, context, and cognition. No activities were deeply aligned.
- Grade 4: One of three (33%) resource activities was deeply aligned in content, and all three (100%) resource activities were topologically aligned in context and cognition.
- Overall, of the nine textbook activities reviewed, seven (78%) were topologically aligned in content, while eight (89%) were topologically aligned in context, and eight (89%) were topologically aligned in cognition. One (11%) was deeply aligned in content and zero (0%) were deeply aligned in context and cognition.

If the English language arts instructional resources analyzed for this study are representative of other English language arts resources, the items do not meet district expectations for rigor or alignment with the Common Core State Standards. Without alignment, district instructional resources do not provide adequate guidance to teachers to direct the delivery of curriculum. The selected resources studied for this review includes those areas of English language arts (grades K-5) that were recently selected for use in the district. Auditors noted that no other curriculum documents were presented that would guide teachers to “fill in gaps” identified by this analysis. As a result, while some of the selected materials are topologically aligned, those that are not aligned are at risk of not being taught. Additionally, highly capable students whose needs are met through the regular curriculum would have no opportunity to extend their learning since few of the selected samples are deeply aligned.

Discussion

Providing a quality written curriculum that supplies teachers with direction to teach identified district objectives in every content area and for every student is a crucial step in ensuring student learning and achievement within a school system. No process was made available to the audit team that detailed the creation, editing, and review of the quality of the district curriculum (see [Finding 2.1](#)). Furthermore, the audit team found limited and in nearly two thirds of the cases (64%) no common written curriculum in the Richland School District (see [Finding 2.2](#)).

Auditors found substantial inconsistency in format and content of district curriculum documents among and within all areas, several providing little more than objectives or skills and few other details. Some guides were solely the list of concepts and skills for student learning, and all guides lacked information on prerequisite skills. Likewise, some guides included multiple documents for the same purpose, documents from various school years, and did not indicate which documents to use as primary or secondary guiding documents for delivery.

There also exists confusion among staff members about what constitutes a curriculum. In nearly all cases, when asked what is used as the curriculum, auditors were told it was the instructional material, textbook, or other material used in the classroom. In no cases were auditors directed to a written curriculum, which contains all the elements of a well developed curriculum guide.

Auditors visited all campuses, conducted a district staff and administrator survey, and interviewed board members, administrators, teachers, and parents regarding perceptions of quality of the curriculum guides, revision of the curriculum, and use of the guides in designing classroom instruction and preparing lesson plans. Many stakeholders shared concerns regarding the lack of curriculum availability or the inadequate quality of the curriculum that exists for teachers to use with students:

- “I wish the curriculum documents were more user-friendly. They are onerous.” (District Administrator)
- “I don’t know that lesson plans are done that much anymore. They aren’t designed as well as they should be.” (District Administrator)
- “At this point, our Language Arts department is using whatever they can find. It is not good for kids.” (Building Administrator)
- “In math, we adapt to the program and fill in holes. For science, we use kits created by Kennewick [school district].” (Building Administrator)
- “Mathematics [curriculum] is a bit of a disaster in the district.” (Building Administrator)
- “Outside of Social Studies, the textbooks are really old.” (Building Administrator)
- “Secondary is all over the map [with curriculum]. Each campus has its own plan.” (Teacher)
- “No, it [instructional practices] is up to the teacher.” (Building Administrator)
- “I would like more coordination between teachers.” (Parent)

Summary

The auditors found that curriculum documents in the Richland School District were inadequate to align the written, taught, and assessed curriculum. Board policy is lacking in specific direction for the creation, editing, and revision of curriculum documents (see [Findings 1.1](#) and [2.1](#)). In addition, there is confusion as to what constitutes curriculum and where it should come from – the standards, textbooks, or district-designed documents (see [Finding 2.2](#)). Most of the existing guides lack sufficient precision and specificity between the objectives, assessments, resources, and teaching strategies needed to direct instructional delivery and to improve achievement for all students. One hundred thirty-four district curriculum documents provided to auditors received an overall mean rating of 4.55 of a possible 15 points when analyzed for design across all grade levels and areas. Definitively, the lack of a centralized well-written curriculum has contributed to inadequate instructional articulation and coordination at all levels (see [Recommendation 2](#)).

STANDARD 3: The School District Demonstrates Internal Consistency and Rational Equity in Its Program Development and Implementation.

A school system meeting this Curriculum Audit™ standard 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 standard 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 Richland School District:

The PDK-CMSi auditors expected to find a highly-developed, articulated, and coordinated curriculum in the school system that was effectively monitored by the administrative and supervisory staffs at the central and site levels. Common indicators are:

- Documents/sources that reveal internal connections at different levels in the system;
- Predictable consistency through a coherent rationale for content delineation within the curriculum;
- Equity of curriculum/course access and opportunity;
- Allocation of resource flow to areas of greatest need;
- A curriculum that is clearly explained to members of the teaching staff and building-level administrators and other supervisory personnel;
- Specific professional development programs to enhance curricular design and delivery;
- 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 Richland School District:

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

Although the district has committed in writing and publicly announced efforts to eliminate achievement gaps based on wealth, little if any resolution toward achievement parity for these students, as well as English language learners, has been accomplished. However, preliminary data indicate limited improvement in a few targeted areas (e.g., dropout rate, discipline referrals, absenteeism), known to deter student success. An intentional, equitable allocation of human and financial resources that could promote an even learning trajectory has not been institutionalized. Further, the district's implementation of a program geared to promote English language competency serves as a barrier to English language learners' equal access to the district's curriculum while they are becoming English proficient.

Auditors found that observed instructional practices were inconsistent with the district's expectations. During classroom visits, the auditors documented teacher-centered, large group direct instruction as the dominant teacher behavior; the most common student activity observed was completing a worksheet. Although the board and district leadership have expressed an expectation for higher-level thinking in classroom activities, the cognitive levels most often observed were knowledge and comprehension. Further, auditors observed little differentiated instruction, delivery of other effective teaching practices, and the use of technology as a teaching tool during classroom visits. Although district leadership recognizes the value of instructional monitoring, clearly established expectations, procedures, and an overarching focus for instructional monitoring were not evidenced.

The district offers many professional development opportunities for teachers and limited offerings for other employee groups. However, board policies regarding professional development are vague, and the district has not developed a written, comprehensive professional development plan to provide guidance regarding the many critical aspects of professional development. Professional development lacks coordination at the district level, and an employee whose primary responsibility is to manage a clearinghouse to promote productivity in the expenditure of funds for this purpose has not been appointed. Auditors determined that the current professional development program is unlikely to accomplish the intended goal of improved human capacity for better teaching and higher levels of student learning.

Finding 3.1: Numerous district and campus-level inequalities and inequities serve as barriers to equal access to the district's curriculum and achievement parity for all students within the Richland School District.

Students enter school with a wide variety of individual differences and needs, and the goal of public education is to meet the needs of all students regardless of these differences. In an effective school system, all students have equal access to district programs and services to prepare them for the pathway in life they choose to explore. Access to these programs and services should not be determined by ethnicity, gender, socioeconomic status, or linguistic competency. Further, no student group should be disproportionately represented in any negative category (e.g., disciplinary actions, dropout rate, absenteeism) and availability of resources.

Equal means exactly the same and is a precursor to *equity*, which refers to the principle of treating students and allocating resources based on differentiated needs. Rather than distributing resources based on a per pupil allocation, *equity* requires that additional resources be directed to students with greater needs. Without equal access to programs and services and equitable distribution of resources, school systems perpetuate the inequities among students that a public school education is designed to reduce or eliminate.

To conduct an analysis of rational equity within the Richland School District (RSD), the auditors examined board policies, district plans, and budgets. They also reviewed district and campus student and program enrollment and disciplinary actions by ethnicity, special program eligibility, and socioeconomic status. They interviewed board members, campus administrators, district administrators, and teachers relative to equality and equity issues within the district. Auditors also collected qualitative and quantitative data from online surveys of teachers and campus administrators and visited classrooms on all campuses (see [Finding 3.2](#)).

Overall, auditors found several inequities and inequalities at the district level as well as between and among campuses that serve as potential deterrents to all student groups mastering the curriculum at high levels. In addition to the inequities between free and reduced-lunch eligible and non-free and reduced-lunch eligible students recently identified by district leadership and targeted in the district improvement plan, auditors found additional inequities in discipline referrals, dropout rate, and grade retention. Moreover, auditors found inequities in available resources (human and financial) to support learning and in equal access to the district curriculum by English language learners.

As indicated in [Finding 1.2](#), [Exhibit 1.2.5](#), Criterion 3.5, board policy provides adequate direction for equal student access to the curriculum. Although these policies require the district to establish procedures for delivery of instruction and related services to all students, they do not require an annual review of equity data or the development of a plan to prevent or ameliorate inequality and/or inequity issues.

Auditors reviewed a number of areas and aspects of the educational program and other services to determine those in which issues of inequality and inequity exist. Their findings are discussed below by category.

District-level Inequities

Auditors found the following district-level inequities:

1. *Free/reduced lunch students are over-represented in discipline referrals, suspension/expulsion, retention, absenteeism, and dropout rates. They are under-represented in graduation rates.*

The district is to be commended for recognizing and focusing on the reduction of suspension/expulsions and absenteeism rates, as well as increasing the graduation rates of free/reduced lunch students as a means of closing

the achievement gap in English language arts and mathematics. Disciplinary actions are closely associated with increased risk of students falling behind academically or dropping out of school. Time spent in in-school suspension or expulsion can seriously impede a student's academic progress by eliminating access to teaching and learning in the regular classroom. Students from economically poor backgrounds, as well as other at-risk groups, typically need additional teaching resources and time to accommodate for the lack of rich education experiences outside the home that financial wealth affords. Therefore, they suffer the most when access to the regular classroom and their peers is interrupted. Students' voluntary absence from school has the same negative impact as forced absence resulting from suspension. If a student is not in the classroom, regardless of the reason, a learning opportunity is lost. When absenteeism, disciplinary actions, and other variables, including those beyond the school's influence, coalesce to deter or delay mastery of the vertical curriculum, grade retention and, ultimately, failure to graduate with peers are natural consequences and disappointments that often lead to dropping out of school.

In reviewing the district improvement plan and data related to the variables targeted by the district, auditors learned that district leadership had not updated the district improvement plan with 2016-17 data. Further, as reported in [Finding 1.1](#), auditors found that the district's improvement plan is inadequate to provide comprehensive direction for accomplishing the intended goal of eliminating the achievement gaps. Actions for accomplishing the goals are few and imprecise, and several important plan components are missing (e.g., monitoring and evaluation elements), reducing the plan's chance for effectiveness in promoting change. Consequently, any improvement efforts cannot be linked to planning design.

[Exhibit 3.1.1](#) displays the disproportionate representation of free/reduced lunch students in the three district-targeted variables and the three variables added by the auditors.

Exhibit 3.1.1
Disproportionate Representation of Free/Reduced Lunch Students
On Selected Variables
Richland School District
2015-16—2016-17

Variable	Group	2015-16	2016-17	Change
Discipline¹	District	Not Available	1.4	NA
	FRL	Not Available	1.69	NA
	Non-FRL	Not Available	.7	NA
% Suspension/Expulsion	District	2.9	2.6	-.3
	FRL	4.4	4.0	-.4
	Non-FRL	1.9	1.6	-.3
% Absenteeism	District	14.1	Not Available	NA
	FRL	21.2	Not Available	NA
	Non-FRL	9.4	Not Available	NA
% Retention	District	1.46	1.16	-.3
	FRL	1.55	1.43	-1.2
	Non-FRL	1.42	1.0	-.42
Graduation Rate²	District	79.5	Not Available	NA
	FRL	59.4	Not Available	NA
	Non-FRL	89.4	Not Available	NA
Dropout Rate	District	7.5	Not Available	NA
	FRL	14.3	Not Available	NA
	Non-FRL	4.1	Not Available	NA
¹ Number of discipline incidents/referrals per student				
² Four-year graduation rate				
Data Sources: District Reports; OSPI (www.reportcard.ospi.k12wa.us/summary ; http://www.k12.wa.us/DataAdmin/PerformanceIndicators/DataAnalytics)				

As illustrated in Exhibit 3.1.1,

- Free/reduced lunch students were over-represented in discipline referrals, suspension and expulsions, absenteeism, retention, and dropout rates in all years for which data are available.
- The greatest difference between the two student groups is in graduation rate, with the graduation rate of free/reduced lunch students (59.4%) being 30% lower than that of their non-free/reduced lunch peers (89.4%).
- The absenteeism rate for free/reduced lunch students was 21.2%, as compared to 9.4% for their non-free/reduced lunch peers.
- Data were available for both years in suspension/expulsion and retention rates. The 2016-17 data represent reductions at the district level, as well as for both student groups. Further, the reduction for the free/reduced lunch students was greater than the district and their non-free/reduced lunch peers in both variables.

In summary, although district personnel do not have complete control over the conditions that manifest themselves in the six variables addressed in this inequity, the board and staff at all levels are charged with the responsibility for identifying and implementing “disruptive” interventions that ameliorate the conditions and/or effective efforts to manage the impact of the conditions on student learning.



Small group instruction in Read 180 class at Hanford High School

2. *Free/reduced lunch and ELL students are performing below their peers in English language arts and mathematics on high stakes tests. Gaps are likely never to be eliminated without disruptive intervention.*

When at-risk student groups do not receive the additional resources and opportunities necessary to overcome the barriers they face in mastering the curriculum, they fall behind their peers academically, creating a condition known as an “achievement gap.” A years-to-parity analysis reveals the projected number of years required to close an achievement gap, based on the data trend, without intervention to accelerate performance of the lower performing group.

To conduct a year-to-parity analysis, the auditors reviewed the district’s results for the Washington Smarter Balanced Assessments in English language arts/reading and mathematics for the most recent years for which comparable data are available. Since the Washington reading assessment became a combined ELAR assessment in 2014-15, data prior to that year were not included in the analysis; therefore, only three years of data were available for English language arts. Four years of data were available for mathematics. (See the findings in Standard Four for a detailed discussion of the school district’s assessment trends and usage data.) Exhibit 3.1.2

presents the years-to-parity analysis for free/reduced lunch and ELL students in language arts for grades 3-8. (Note: The formula for years-to-parity is found in [Appendix E](#).)

Exhibit 3.1.2

Years-to-Parity for Selected Student Groups Smarter Balanced Assessments for English Language Arts/Reading Grades 3-8 Richland School District 2015-2017

Subgroup	Subject/Grade	Percent Met Standard		
		2015	2016	2017
Non-Free/Reduced Lunch	ELAR - Grades 3-8	68	73	73
Free/Reduced Lunch	ELAR - Grades 3-8	37	42	42
Difference		31	31	31
Change in difference:	<i>(1st year difference-Final year difference)</i>			0
Gain by year:	<i>(Change in difference)/(number of years – 1)</i>			0.00
Years to Parity:	<i>(Final Year gap/gain by year)</i>			Never
Subgroup	Subject/Grade	Percent Met Standard		
		2015	2016	2017
Non-English Language Learners	ELAR - Grades 3-8	59	63	63
English Language Learners	ELAR - Grades 3-8	14	15	14
Difference		45	48	49
Change in difference:	<i>(1st year difference-Final year difference)</i>			-4
Gain by year:	<i>(Change in difference)/(number of years – 1)</i>			-2.0
Years to Parity:	<i>(Final Year gap/gain by year)</i>			Never
Note : Data reflect a 3-year cohort performance for students in grades 3, 4, 5, and 6 in 2015				
Data Source: District Provided - RSD State Test Data, 2015-17				

As illustrated in [Exhibit 3.1.2](#),

- Free/reduced lunch students have consistently scored below their peers in English language arts each of the three years studied, with no improvement in narrowing the achievement gap. This statistical trend indicates that the gap will never close without intervention.
- The achievement gap in English language arts for ELL students has widened by four points over the three-year period, predicting the gap will never close without intervention.

Line graphs depicting the achievement gaps in English language arts/reading and the lack of reduction over the three years studied are provided in [Exhibit 3.1.3](#).

Exhibit 3.1.3

**Years-to-Parity for Selected Student Groups
Smarter Balanced Assessments for English Language Arts/Reading
Grades 3-8
Richland School District
2015-2017**

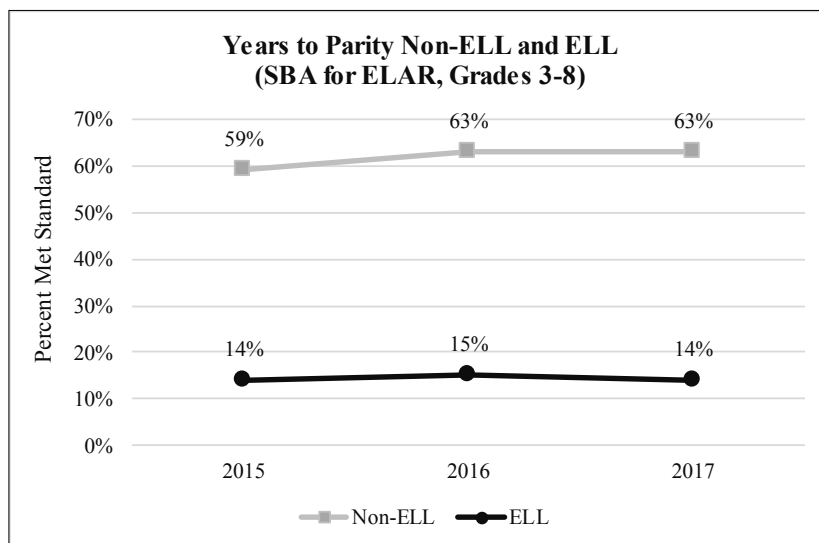
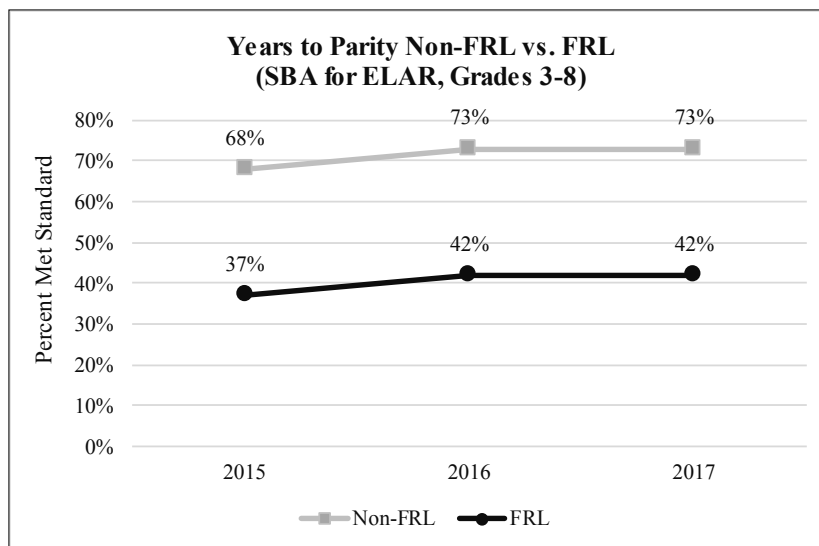


Exhibit 3.1.4 presents the years-to-parity analysis for free/reduced lunch and ELL students in mathematics, summed across grades 3-8.

Exhibit 3.1.4
Years-to-Parity for Selected Student Groups
Smarter Balanced Assessments for Mathematics
Grades 3-8
Richland School District
2014-2017

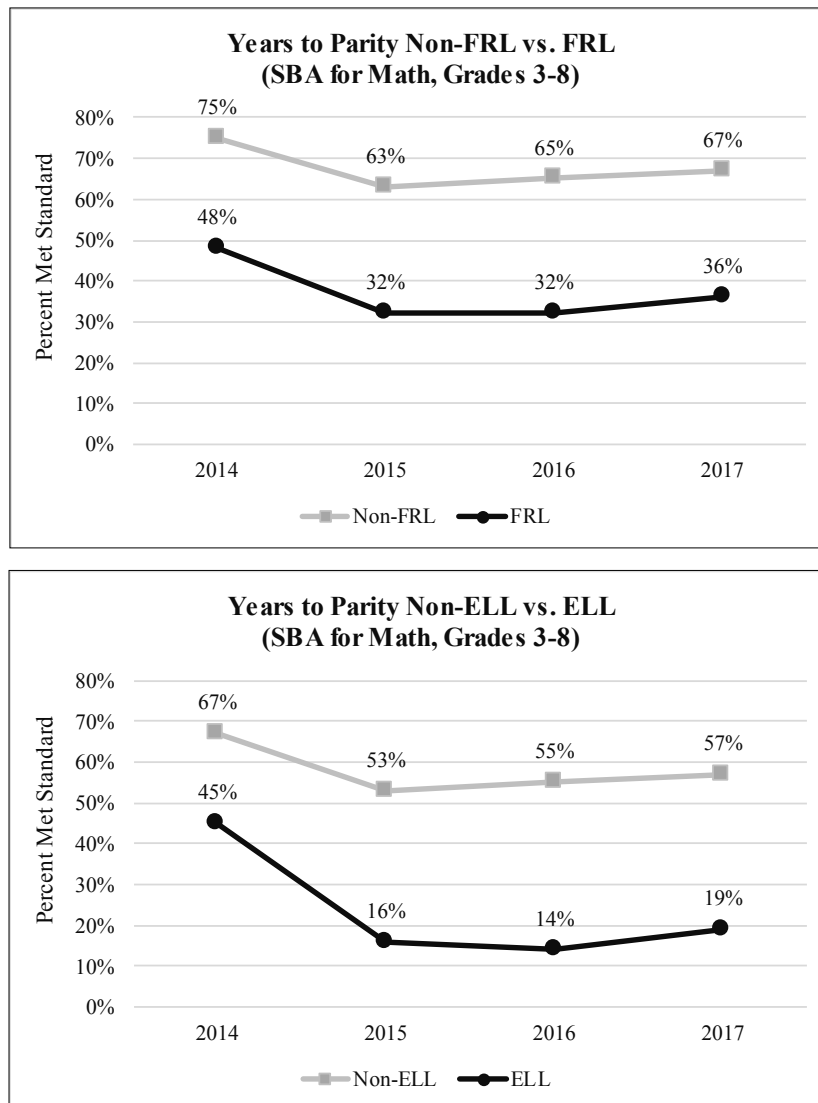
Subgroup	Subject/Grade	Percent Met Standard			
		2014	2015	2016	2017
Non-Free/Reduced Lunch	Math- Grades 3-8	75	63	65	67
Free/Reduced Lunch	Math- Grades 3-8	48	32	32	36
Difference		27	31	33	31
Change in difference:	(1 st year difference-Final year difference)				-4
Gain by year:	(Change in difference)/(number of years – 1)				-1.33
Years to Parity:	(Final Year gap/gain by year)				Never
Subgroup	Subject/Grade	Percent Met Standard			
		2014	2015	2016	2017
Non-English Language Learners	Math- Grades 3-8	67	53	55	57
English Language Learners	Math- Grades 3-8	45	16	14	19
Difference		22	37	41	38
Change in difference:	(1 st year difference-Final year difference)				-16
Gain by year:	(Change in difference)/(number of years – 1)				-5.33
Years to Parity:	(Final Year gap/gain by year)				Never
Data Source: District Provided - RSD State Test Data, 2013-17					

As reported in Exhibit 3.1.4,

- The percentage of students in both groups performing at Met Standard in mathematics declined over the four-year period.
- Free/reduced lunch students have consistently scored below their peers in mathematics each of the years studied, with the gap widening by four points over the four-year period. The trend indicates that the gap will never close without intervention.
- The achievement gap in mathematics for ELL students widened by 16 points over the three-year period, predicting the gap will never close without intervention.

Line graphs depicting the achievement gaps in mathematics and the lack of reduction over the years studied are provided in [Exhibit 3.1.5](#).

Exhibit 3.1.5
Years-to-Parity for Selected Student Groups
Smarter Balanced Assessments for Mathematics
Grades 3-8
Richland School District
2014-2017



Auditors concluded that district personnel are aware of existing achievement disparities between free/reduced lunch and ELL students and their peers, as evidenced by the board’s focus on reducing achievement gaps in the district improvement plan. Additionally, the auditors heard several comments expressing concern about the inequitable achievement levels and the ability of staff to reduce the gap. As one district administrator said, “I’m not sure we really know how to reach those [poor] kids and families.”

3. English language learners do not have equal access to the district’s curriculum.

As indicated in [Exhibit 0.2](#), the percentage of English language learners (ELL) has steadily increased by small increments over the past four years, with the most recent official percentage posted in 2016-17 at 4.6%. Auditors learned that the district serves native speakers of 42 different languages on 17 campuses.

Board Policy 2162 Instruction: Transitional Bilingual Instruction and the related regulation, *2162 RR*, recognize the importance of providing an “equal educational opportunity for every student,” and the board has chosen to provide a Transitional Bilingual Instruction Program for students whose primary language is not English. The administrative regulation further states that the purpose of the program is to “enable students to achieve competency in English.”

Although *2162 RR* includes an expectation of professional development for employees with direct and indirect responsibilities for implementing the district’s Transitional Bilingual Instruction Program, an expectation regarding how the program or services are to be offered is not provided. Auditors learned from reviewing the *English Language Learner Handbook 2017-18* and interviewing personnel that the district has chosen to provide services to ELL students via a “supportive mainstream” model that involves the use of Guided Language Acquisition Design (GLAD) strategies. Auditors also discovered that the district does not currently offer a “newcomer” program for ELL students immediately after moving into the district to acclimate them and their families to a new living and education environment.

The Transitional Bilingual Instruction Program is implemented within the regular classroom under the direction of paraprofessional staff assisted by regular teachers, many of whom have been trained in GLAD strategies. Although 8.4% of the certificated teachers employed by the district in 2016-17 held ESL and/or ELL endorsements (exceeding the state at 8.0%), no teachers are employed officially as ESL teachers. Further, auditors learned that the Transitional Bilingual Instruction Program staff includes only two professional employees—the Director of Special Programs and a K-12 Instructional Specialist.

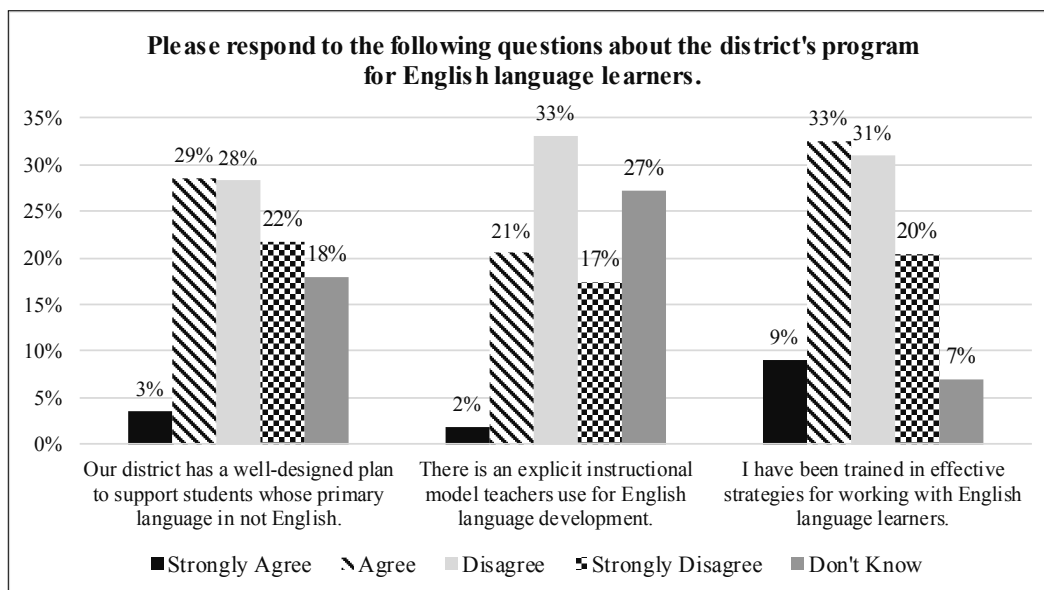


Jefferson Elementary shoe lending tree for students who may not have appropriate footwear for gym class

During the online survey, teachers were queried about their level of agreement regarding qualitative statements regarding the district’s program for ELL students. The results are displayed in [Exhibit 3.1.6](#):

Exhibit 3.1.6

Teachers’ Perspectives Regarding the District’s Program For English Language Learners (N=320) Richland School District February 2018



Data Source: Online Teacher Survey

As illustrated in [Exhibit 3.1.6](#):

- Approximately 32% of teacher respondents expressed agreement that the district has a well-designed plan to support ELL students. Exactly 50% disagreed, and almost 18% expressed uncertainty.
- Less than 23% of teacher respondents expressed agreement that teachers use an explicit instructional model for English language development. Slightly more than 50% disagreed, and 27% said they did not know.
- Almost 42% of teacher respondents reported that they had been trained in effective strategies for working with ELL students. More than 50% reported they had not received training, and almost 7% did not know.

The data reported in [Exhibit 3.1.6](#) were corroborated by several administrators, as evidenced by the following comments:

- “We don’t have ELL strategies. We have GLAD strategies delivered by paraprofessionals. Essentially, kids are kind of on their own. We call them ELL students, but they aren’t getting ELL services.” (District Administrator)
- “Our para educators support our ELL population. [There is] little training for our teachers in supporting ELLs.” (Building Administrator)
- “An inequity on my campus is the fact that I have some ELL students but no ELL teachers.” (Building Administrator)

Auditors learned that the district’s Transitional Bilingual Instruction Program has not been evaluated beyond the state required end-of-year report in which one of the main data points is exit (reclassification) percentages based on state language proficiency examinations. State and district data for the most recent five years for which data are available are reported in [Exhibit 3.1.7](#):

Exhibit 3.1.7

**Percentage of ELL Students Attaining English Language Proficiency
Summed Across Grades K-12
Richland School District
2012-13—2016-17**

Group	2012-13	2013-14	2014-15	2015-16	2016-17
State	12.3	12.3	16.8	13.13	NA
District	11.4	14.5	15.7	14.0	13.0
Data Sources: District Reports and Washington State Report Card: www.reportcard.ospi.k12.wa.us/summary					

As reported in Exhibit 3.1.7, the district's reclassification rate has ranged from a low of 11.4% in 2012-13 to a high of 15.7% in 2014-15 and has varied from the state's rate no more than 2.2 percentage points (2013-14). However, as indicated in Exhibits 3.1.2 and 3.1.4, ELL students, while being served in the Transitional Bilingual Instruction Program, have not demonstrated mastery of the English language arts and mathematics curriculum at the same levels as their native English speaking peers. Further, the gaps are likely never to be eliminated without intervention—a stronger, more direct program of English language acquisition that focuses simultaneously on quality curriculum delivery to ensure that ELL students have equal access to the district's curriculum while they are becoming proficient in English.

District-level Inequalities

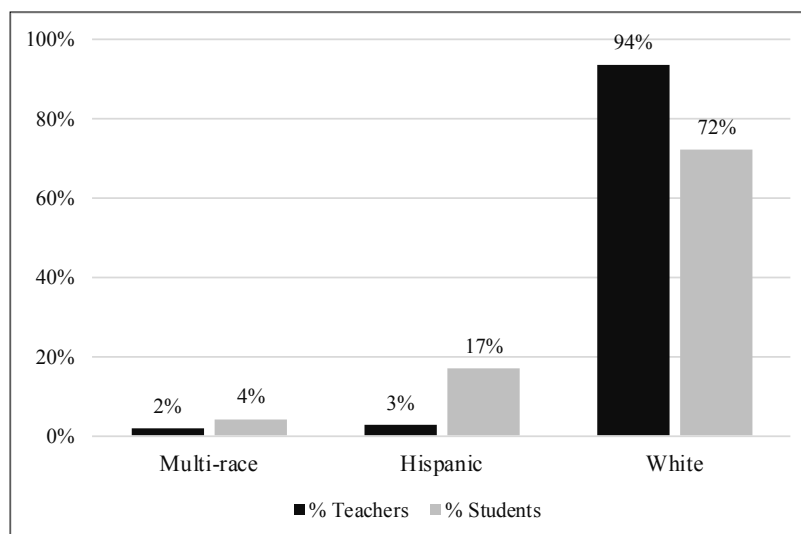
Auditors found the following district-level inequalities:

4. *Hispanic and multi-race teachers are under-represented when compared to the percentages of Hispanic and Multi-race student enrollment.*

Students benefit from having access to adults who represent their own ethnic group and gender to serve as role models for encouragement, inspiration, and support for their respective cultural capital. Exhibit 3.1.8 compares the percentages of Hispanic, Multi-race, and White students and teachers within the district.

Exhibit 3.1.8

**Ethnic Representation of Teachers and Students
Richland School District
February 2018**



Data Source: RSD 2016-17 Report Card www.reportcard.ospi.k12.wa.us/summary

As reported in Exhibit 3.1.8, the percentage of White teachers is disproportionately higher than the percentage of White students enrolled in the district, and the percentages of Hispanic and Multi-race teachers are disproportionately lower than the percentage of enrolled Hispanic and Multi-race students. Further, when the

auditors compared the district’s teacher-student ratios, by ethnicity, to the state data, they found that in order to mirror the state’s Hispanic teacher-student ratio, the RSD would need to increase the percentage of Hispanic teachers to 3.4%.

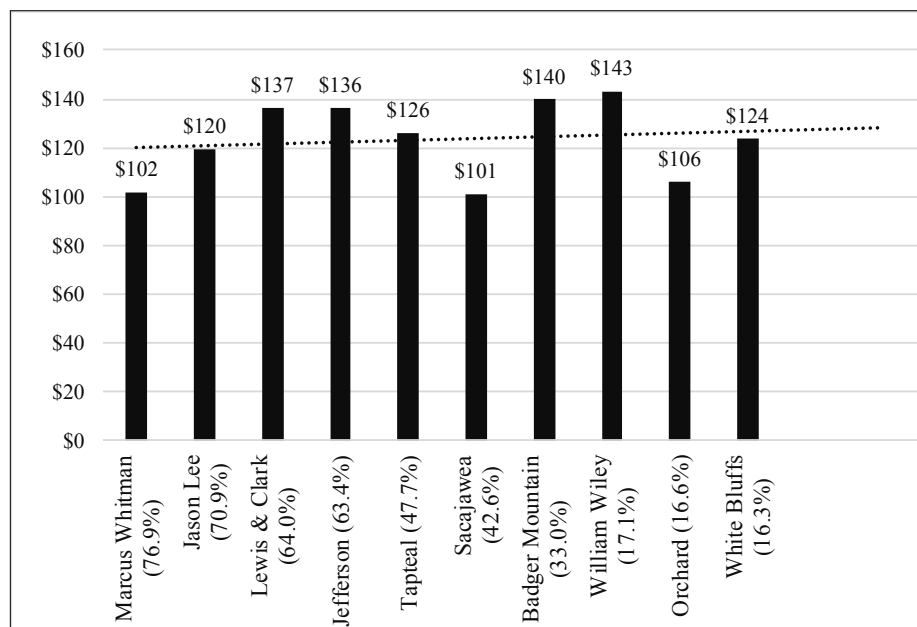
Campus-based Inequities

The auditors identified the following campus-based inequities:

5. *Free/reduced lunch elementary students do not receive equitable financial resources.*

Financial resources can be an equalizer for students of poverty if used to provide additional support for their acceleration to curriculum mastery. As indicated in [Finding 5.1](#), the district utilizes a “year-to-year roll-over” budget approach based on a per-student allotment. Although this approach, by definition, does not consider student need, the auditors conducted an analysis of FY18 campus budgets to calculate an all-funds-per-student budget. Results indicated inequitable distribution of district resources at elementary campuses. Results are displayed in [Exhibit 3.1.9](#). For ease in interpreting the exhibit, campuses are presented in descending order of highest to lowest percentage of free/reduced lunch students, with percentages indicated in parentheses.

Exhibit 3.1.9
FY18 Budget Per-Student Allocations by Elementary Campus
Richland School District
February 2018



Data Source: District Reports

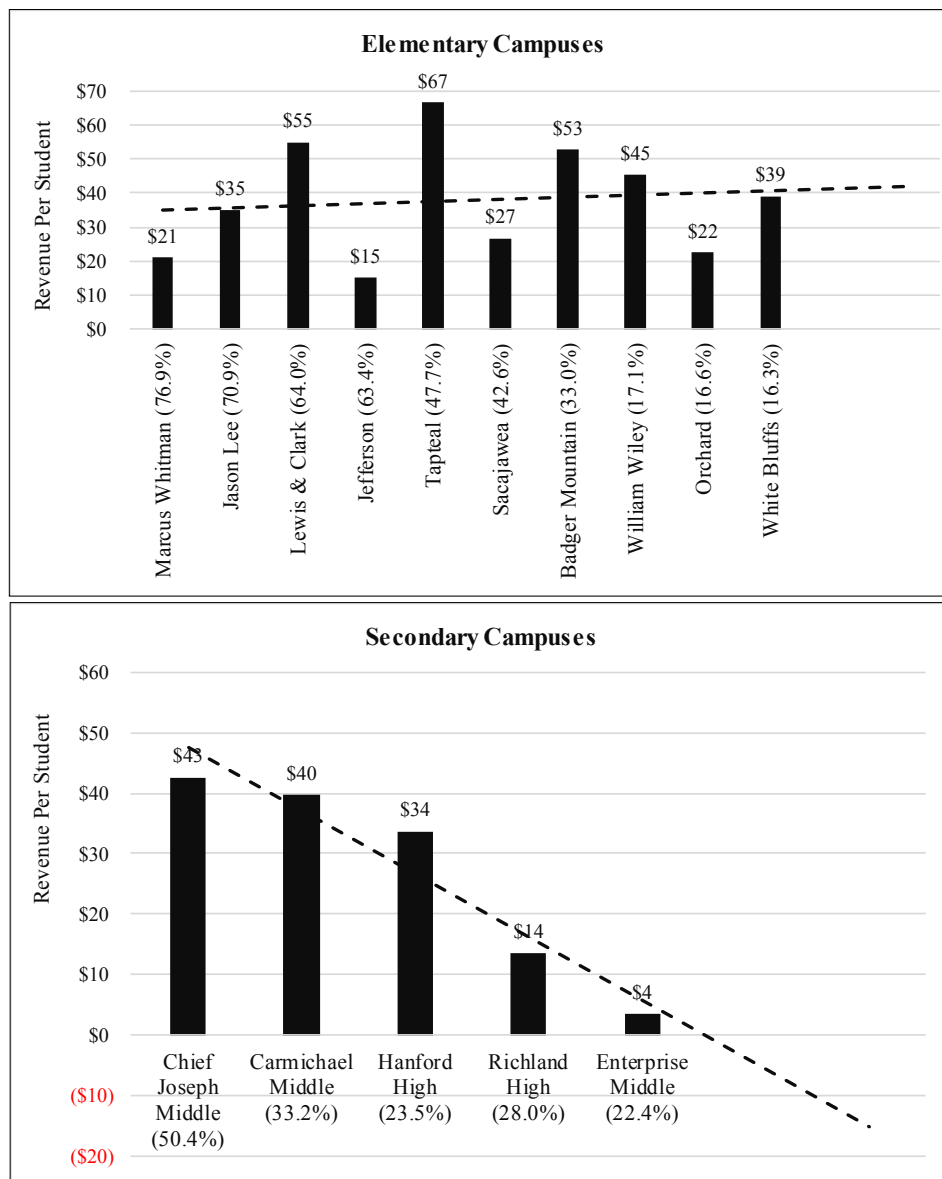
As indicated in [Exhibit 3.1.9](#),

- The per-student allocation in the FY18 budget (all revenue sources) ranges from \$101 at Sacajawea Elementary, with 42.6% of free/reduced lunch students, to \$143 at William Wiley Elementary, with 17.1% free/reduced lunch students.
- The average per-student allocation for the five campuses with the highest percentage of free/reduced lunch students (campus average of 64.6%) is \$124.20, slightly higher than the average of the five campuses with the lowest percentage (campus average of 25.1%) at \$122.80 per student.
- The pattern of fund allocation by campus is not based on need, as evidenced by the trend (broken) line; therefore, this otherwise inequality becomes an inequity. [Note: Auditors identified three campuses (Jefferson, Marcus Whitman, and White Bluffs) that offer a disproportionately high number of classrooms for special needs students, potentially skewing interpretation of these data.]

External financial resources such as fundraising proceeds can create concerns regarding the equal and equitable access of funds for educational purposes. When students at campuses A and B have similar academic needs, yet campus A receives substantially more external resources than campus B, an inequality is created. If campus B has a population of students with greater academic needs than the students at campus A, and if campus A receives the same or more external resources per student than campus B, the issue becomes an inequity.

Board Policy 6022 Financial Management: District Fundraising and associated administrative regulation, *6022 RR*, provide the rationale and logistical considerations for fundraising activities. However, the policy and regulation do not address how the district will address unintended collateral inequity issues. [Exhibit 3.1.10](#) provides an analysis of the amount of fundraising dollars generated per student by campus level during the 2016-17 school year. For increased visual interpretation of the data, campuses are listed in descending order of their respective percentages of free/reduced lunch students, with actual percentages indicated in parentheses. All regular campuses, with the exception of Libby Middle School, are included in the analyses.

Exhibit 3.1.10
Fundraising Dollars per Student by Campus
Richland School District
2016-17



Data Source: District Reports

As indicated in [Exhibit 3.1.10](#),

- The amount of fundraising dollars generated per student across the 10 elementary campuses ranged from \$15 per student at Jefferson to \$67 at Tapteal. Marcus Whitman, with the highest percentage of free/reduced lunch student enrollment (76.9%), received only \$21 of external revenue per student during the 2016-17 academic year.
- The slightly upward-slanting trend line in the elementary campus graph indicates that campuses with lower percentages of free/reduced lunch students received more funding than campuses with higher percentages of poor students, depicting a persistent inequity in external financial support for elementary students, based on economic status.
- The secondary campus graph reveals a very different picture, as the trend line is slanted downward, revealing alignment between higher percentages of free/reduced lunch students and higher levels of external funding.

Although district leadership is not expected to discourage or deter external fundraising efforts, results must be closely monitored, and leadership must have a plan for addressing unintended inequality or inequity of support funds.

6. Free/reduced lunch elementary students are not provided equitable human resources.

In addition to extra financial resources, campuses with greater percentages of students with at-risk characteristics are likely to need additional human resource support to place them on an equal trajectory for academic success.

In early interviews with administrators, auditors heard numerous comments regarding perceived inequities in the allocation of support personnel, specifically assistant principals, Communities in Schools (CIS) workers, and paraprofessional personnel. The following are representative:

- “They’ve got all kinds of stuff at the rich schools that we don’t have here. If you ask for it, you might get it, but if you don’t ask for it, you don’t.” (Building Administrator)
- [Regarding allocation of support staff] “Let’s just give one to everybody to keep it even.” (Building Administrator)
- “The two elementary schools with the highest poverty rates don’t have assistant principals when some of the others with lower rates do.” (Building Administrator)
- “It’s unclear how to get an assistant principal. Is there a process?” (Building Administrator)
- “It’s ridiculous how many para-educators are on campuses. The formula for placing paras is not based on actual need.” (District Administrator)

Auditors learned that nine Communities in Schools workers are currently assigned to nine campuses—six elementary schools, River’s Edge, and both regular high schools. The original number and placement of the workers was established via the initial funding grant and is frozen until needs at other districts within the state are met.

As indicated in the previous staff comments, the assignment and number of paraprofessional staff is a topic of concern in the district. The assignment of paraprofessionals to campuses was not provided to auditors nor was guidance regarding how paraprofessional staff are allocated to campuses. Auditors were told that once paraprofessionals are assigned to a particular campus, little district level oversight is provided regarding their assignment. Specific paraprofessional assignments were not made available to auditors either by RSD or the Washington OSPI. This lack of district oversight (or tightly held control) may contribute to a lack of equitable resources at campuses.

Auditors determined that all middle schools have at least one assistant principal and that Carmichael, with the second largest enrollment, has two. Hanford High and Richland High each have four assistant principals. The district follows a pre-established metric that considers 12 variables for determining placement of elementary school assistant principals. The weights, as well as three of the metric descriptors, and the assignment of assistant principals, by campus are displayed in [Exhibit 3.1.11](#):

Exhibit 3.1.11

District Metric for Assigning Elementary Assistant Principals Richland School District February 2018

Campus	% F/R Lunch	Enrollment	CIS Worker	Weight*	Assistant Principal
Marcus Whitman	76.9	581	Y	53.9	N
Jason Lee	70.9	571	Y	52.5	Y
Tapteal	47.7	619	N	50.3	Y
Jefferson	63.4	516	Y	48.9	N
William Wiley	17.1	538	N	47.3	N
Sacajawea	42.6	517	Y	32.9	Y
Badger Mountain	33.0	616	Y	29.5	Y
White Bluffs	16.3	700	N	29.0	Y
Lewis & Clark	64.0	569	Y	28.5	Y
Orchard	16.6	682	N	26.2	Y
*Calculated from 12 district established variables					
Data Sources: District Report and District Metric for Assigning Elementary Assistant Principals					

As reported in [Exhibit 3.1.11](#), seven of the 10 elementary campuses currently have an assistant principal. However, assignment is not consistent with the district-determined weighting system. The campus with the highest weight, Marcus Whitman (at 53.9), and two other campuses with weights in the top half (Jefferson and William Wiley, at 48.9 and 47.3, respectively) do not have an assistant principal. All five campuses with the lowest weights currently have assistant principals. Consequently, the district's assignment of assistant principals at the elementary level has created an inequity in human resource support.

Summary

The auditors found several inequalities and inequities at the district and campus level that are likely contributing to the lack of achievement parity in English language arts and mathematics for free/reduced lunch students and English language learners. Although the district has expressed a commitment to serving students equitably in both policy and planning documents, actions to ameliorate identified student characteristics believed to be contributors to the gap (e.g., discipline referrals, absenteeism, dropout rates) lack clarity and detail and are not likely to result in success, by design. Implementation of the district's Transitional Bilingual Instruction Program has inadvertently resulted in English language learners not having equal access to the district's curriculum while they are becoming English proficient. Further, the district has not created and institutionalized a system for the equitable allocation of financial and human resources at the elementary level, an important step in equalizing the learning trajectory for young children living in poverty (see [Recommendation 5](#)).

Finding 3.2: Observed teaching strategies inconsistently reflect the district's explicit and implicit expectations for curriculum delivery. Instructional monitoring is fragmented and incomplete; thus, monitoring fails to accomplish the intended goal of improved teaching and learning.

Delivery of the written curriculum with high fidelity to the content, context, and cognitive type is a key variable in a district's ability to positively impact student achievement. Further, research-based teaching strategies that are focused on student engagement and critical thinking promote student learning in all segments of the student population, regardless of gender, ethnicity, or socioeconomic status. In high performing school districts, the leadership establishes explicit expectations regarding the nature and quality of instruction; communicates those expectations to teachers; and establishes a repeating cycle of monitoring, providing feedback, and revising content or approach for continued improvement of learning by all students.

To determine district expectations for classroom instructional and monitoring practices, auditors reviewed board policies and administrative regulations and rules, the district's mission statement, the Richland School District

Improvement Plan, job descriptions, and a variety of other district documents. Auditors also accessed information from an online survey of campus administrators and teachers concerning instructional and monitoring practices. During the site visit, auditors observed instruction in 294 classrooms on the district's 18 campuses.

Overall, the auditors found that current instructional practices inconsistently reflect the district's expectations. Teaching practices observed during the site visits revealed that the most common teacher behavior was teacher-centered, large group direct instruction, and the most common student activity was completing a worksheet. The cognitive types of activities in most classrooms visited were at the lower tiers of Bloom's Taxonomy (knowledge and comprehension). In contrast to what teachers and principals reported on the online surveys, the auditors observed little differentiated instruction focused on meeting individual learning needs of students. Further, students were engaged as active learners with effective teaching strategies (including the use of high quality questioning techniques) in less than half of classrooms visited. The use of technology as a tool to promote high levels of learning was rarely seen. Although the auditors found evidence of instructional monitoring, the district has no clearly established expectations, procedures, or focus for monitoring curriculum delivery.

Instructional Practices

The Curriculum Audit™ has no bias regarding specific instructional strategies that should be used to promote mastery of the curriculum as long as the strategies used are successful in promoting mastery of the curriculum. Instructional delivery is "loosely held." However, a general expectation is that students are academically engaged in the learning process.

Auditors reviewed board policies to determine district expectations for delivery of the written curriculum. As indicated in [Finding 1.2](#), [Exhibit 1.2.4](#), Criterion 3.3, existing board policies do not adequately address delivery of the district's written curriculum. However, the auditors found references in other district documents. The district's Elementary Teacher Pool 2018-19 vacancy notice (provided as the position job description) requires that all applicants are able to "[t]ranslate lesson plans into relevant and engaging learning experiences that maximize all available instructional time." Further, almost all of the other teacher job descriptions reviewed by the auditors included a statement addressing differentiation (e.g., "Provides individual or small group instruction in order to adapt the curriculum to the needs of students" [Biology Teacher job description]). The Washington statute that addresses the evaluation of certificated employees (RCW 28a.405.100) requires "demonstrating effective teaching practices" and "recognizing individual student learning needs and developing strategies to address those needs" (1)(b) in the minimum criteria for teacher and principal evaluation. The Richland Education Association 2017-18 Certificated Contract includes protective language related to teachers' academic freedom:

"Methodology and style of teaching shall not be restricted provided such is appropriate to the level and/or subject being taught. Methodology of teaching will be considered to be means of instruction that reasonably provide for teaching within instructional standards in conformance with District and Washington State requirements as well as for suitable teaching activities leading to attainment of those standards. Standards as referenced herein shall relate directly to the District-adopted curriculum. District-wide curriculum, assessment, or student/parent reporting systems shall not be used to limit or require specific instructional practices, grading procedures, or methodologies" (p 14).



A variety of graphic organizers in a Jefferson Elementary classroom help children understand concepts and relationships

The auditors found a few explicitly stated expectations for instructional practices and several more that were communicated orally during the on-site visit and through the online surveys. An alphabetical list of the nine expectations auditors determined were observable during the brief classroom walk-throughs, an extrapolation of how the expectation would be depicted in the classroom, and sources of the expectations are presented in [Exhibit 3.2.1](#).

Exhibit 3.2.1

District Expectations for Instructional Practice Richland School District February 2018

Expectations	Classroom Manifestation	Source
1. Clear learning targets	<ul style="list-style-type: none">Written and/or oral student learning objective present in classroom	<ul style="list-style-type: none">Campus administrator surveyInterviews
2. Differentiation; small group instruction	<ul style="list-style-type: none">Differentiation of instruction (content, context, cognitive type)Working with individual students or small groups of students	<ul style="list-style-type: none">Center for Education Leadership Teacher Evaluation RubricTeacher job descriptionsCampus administrator survey
3. Effective teaching strategies	<ul style="list-style-type: none">Evidence of effective instructional practices	<ul style="list-style-type: none">RCW 28a.405.100 (1b)Interviews
4. Formative assessments in use	<ul style="list-style-type: none">Evidence of formative assessments during instruction	<ul style="list-style-type: none">Center for Education Leadership Teacher Evaluation Rubric
5. High cognitive demand	<ul style="list-style-type: none">Application, Analysis, Synthesis, and/or Evaluation observed as the primary cognitive level	<ul style="list-style-type: none">Center for Education Leadership Teacher Evaluation Rubric
6. High quality questioning	<ul style="list-style-type: none">Questions that focus student attention, stimulate thinking, promote reflection and interaction with other students	<ul style="list-style-type: none">Center for Education Leadership Teacher Evaluation Rubric
7. Performance-based learning	<ul style="list-style-type: none">Evidence of active learning classroom behaviors	<ul style="list-style-type: none">Board Policy 2113 Instruction
8. Positive relationships (rapport) between and among students and teachers	<ul style="list-style-type: none">Observation of rapport in classrooms	<ul style="list-style-type: none">Grades 3-5 ReadyGen Administrators' Classroom Observation FormInterviews
9. Student engagement	<ul style="list-style-type: none">Evidence of academic engagement	<ul style="list-style-type: none">Campus administrator surveyInterviews

On-site interviews and the online campus administrator and teacher surveys revealed other expectations, but the auditors concluded that they failed to reach the level of a district-wide expectation or would be difficult, if not impossible, to observe in brief classroom visits.

To determine how the expectations of the district matched actual observed activities in the classrooms, as well as the predominant activities of teachers and students, auditors visited classrooms and noted information from each observation. The campus visit schedule was developed and communicated to principals prior to the on-site visit. Auditors visited 182 elementary classrooms, 69 middle school classrooms, and 43 high school classrooms, for a total of 294 classrooms. The data gathered from these visits provide a snapshot view of classroom instruction at a specific point in time, with validity based on the assumption that what the auditors saw represented an average day at the campus and in each classroom. The purpose of the classroom visits was not to be evaluative, but to “mirror” to the district what the auditors observed and compare the observation with the district expectations for instructional practices presented in [Exhibit 3.2.1](#).

Exhibit 3.2.2 presents the definitions for the categories used in classifying teacher and student activities.

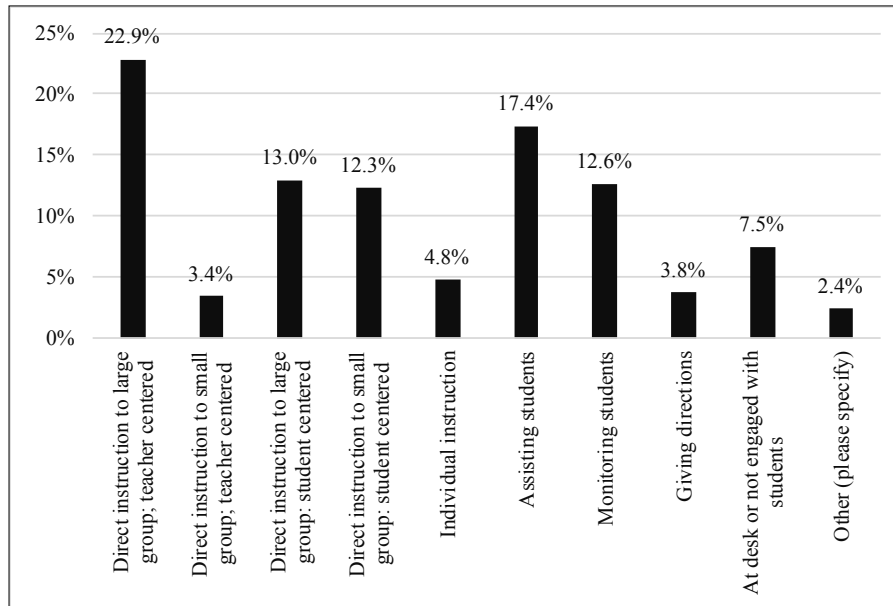
Exhibit 3.2.2

Explanation of Recorded Classroom Instructional Practices

Teacher Instructional Activities	
Direct Instruction-Large Group: Teacher Centered	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.
Direct Instruction-Small Group: Teacher Centered	Refers to the teacher verbally leading a small group of students through a learning activity, e.g., lecture, demonstration, overhead projector, or low-level questions and answers.
Direct Instruction-Large Group: Student Centered	Refers to the teacher verbally leading large group activities where students are actively engaged in discussion or generating and answering high-level questions.
Direct Instruction-Small Group: Student Centered	Refers to the teacher verbally leading small group activities where students are actively engaged in discussion or generating and answering high-level questions.
Individual Instruction	Refers to a teacher sitting with one student, teaching, re-teaching, or otherwise meeting a student's individual needs.
Assisting	Refers to a teacher working with students in pairs, small lab groups, or individually about specific steps or actions the student(s) should use, not simply providing praise or feedback.
Monitoring	Refers to the teacher circulating about the classroom visually monitoring the students as they work.
Giving Directions	Refers to the teacher orally giving directions to the whole group or a small group of students for an upcoming classroom activity.
Not Engaged with Students	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).
Student Activities	
Transition	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.
Warm-up/Review	Refers to students working on a warm-up activity at the beginning of a class period or reviewing previously learned objectives.
Reading: Whole class or Small Groups	Refers to at least two-thirds of the students in the class reading silently or in small groups, and all students are reading the same book.
Reading: Individual Choice	Refers to at least two-thirds of the students in the class reading a book of their choice.
Projects/Lab/Hands-on/Centers	Refers to students working on a project, completing a science lab procedure, working individually or in small groups independently at centers while the teacher is working with a small group, or other hands-on type of learning experience.
Watching Video	Refers to students watching a video presentation of content.
Taking a Test	Refers to students taking a test.
Passive Listening	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.
Active Listening and Participating	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.
Using Computer/Other Technology	Refers to students engaged in an activity using computers, graphing calculators, smart board, or other technical equipment or applications.
Completing a Worksheet	Refers to students completing a prepared worksheet.
Using Manipulatives	Refers to students, typically in pairs or small groups, using manipulatives or hands-on opportunities such as foldables or math manipulatives.
Writing	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.

Exhibits 3.2.3 and 3.2.4 display the results of the data the audit team collected on teacher and student behaviors during classroom visits. The percentage of frequency was based on the number of classrooms where data were collected. Auditors recorded only one predominant behavior each for the teacher and students (as a group) as they entered the classroom. Exhibit 3.2.3 shows the predominant teacher activities observed.

Exhibit 3.2.3
Predominant Teacher Activity
Richland School District
February 2018



Data Source: Classroom Observations

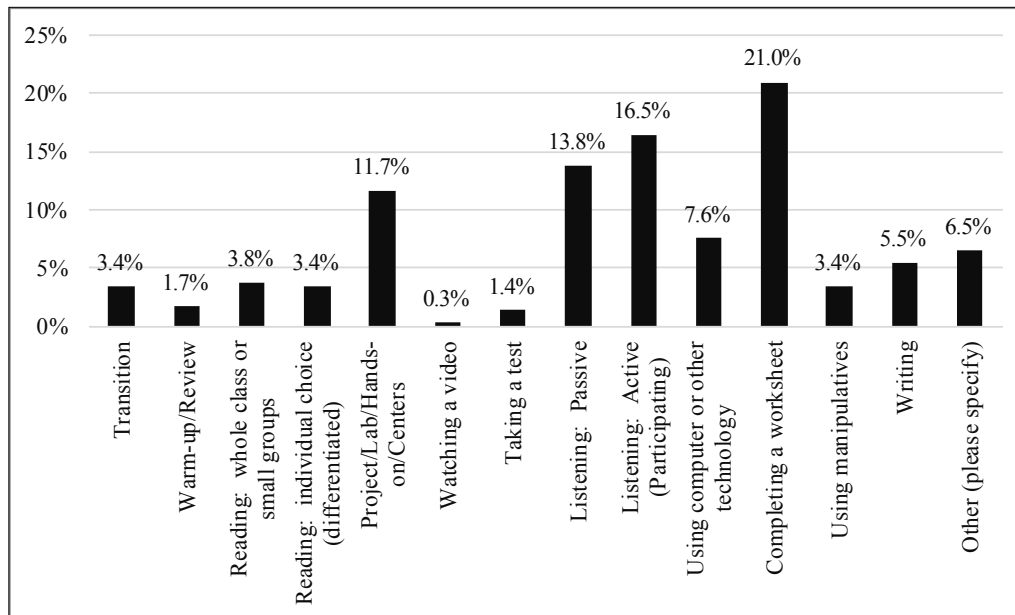
As observed in Exhibit 3.2.3:

- The teacher activity most observed was direct instruction to large groups-teacher centered at 22.9%. Direct instruction to large groups-student centered was observed in 13.0% of the classrooms.
- Teachers assisting and monitoring students were observed in 17.4% and 12.6% of the classrooms, respectively.
- In 7.5% of the classrooms across the district, teachers were sitting at their desks, unengaged with students, when the auditors entered the classroom.

Exhibit 3.2.4 displays the predominant student learning activities observed during the classroom visits.

Exhibit 3.2.4

Predominant Student Learning Activity Richland School District February 2018



Data Source: Classroom Observations

As illustrated in Exhibit 3.2.4:

- The student activity most observed in all classrooms visited was completing a worksheet, at 21%.
- Listening actively at 16.5% and listening passively at 13.8% were the next most frequent activities and align with the predominant teacher activity (direct instruction) as reported in Exhibit 3.2.3.
- Students in almost 12% of the classrooms were working on projects in centers or a lab or were involved in other hands-on activities.

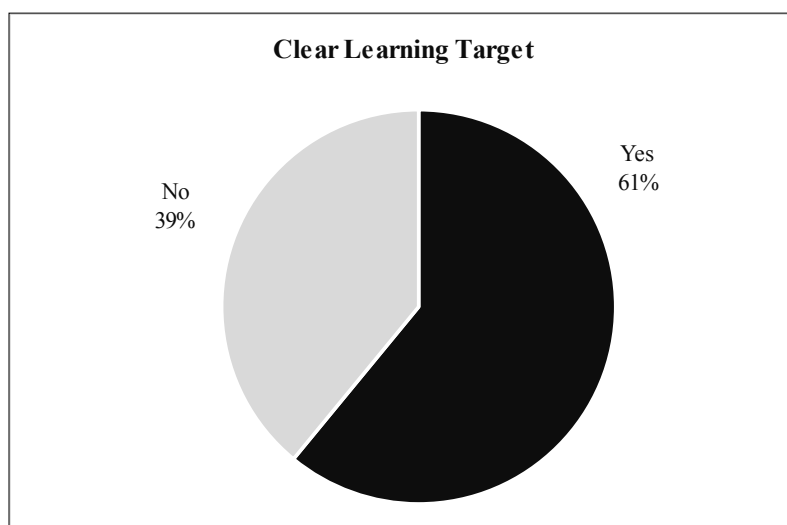
A comparison of the district's expectations for instructional practices listed in Exhibit 3.2.1 and what the auditors observed when they visited classrooms is provided in the following exhibits and discussion. A caveat to this analysis is the recognition that the auditors were in each classroom for a short period of time (three-four minutes each) and captured only what they observed during that time.

District Expectation #1: Clear learning targets

When students are aware of what they are learning and why, they are more likely to be focused, engaged, and successful in learning. The auditors assessed this expectation by determining if the learning target or objective for the lesson was posted in the classroom, verbally stated by the teacher, or verbally reported by a student when queried. The results are displayed in [Exhibit 3.2.5](#).

Exhibit 3.2.5

Evidence of Clear Learning Targets Richland School District February 2018



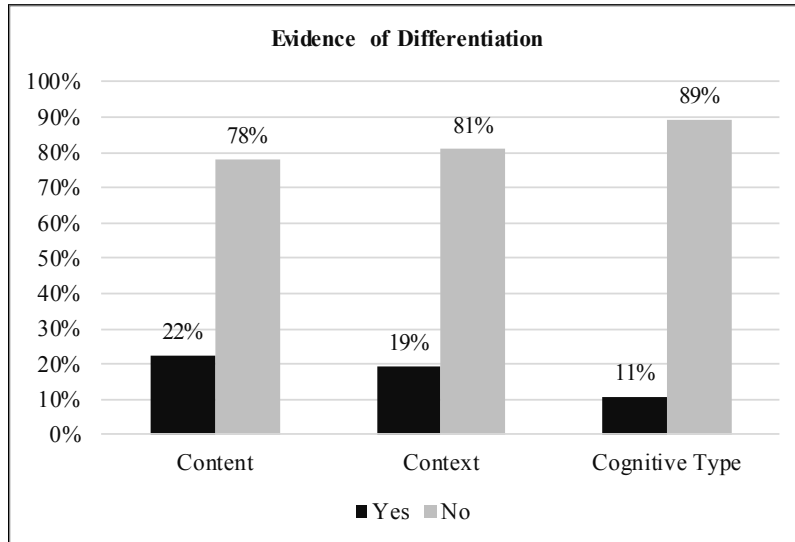
Data Source: Classroom Observations

As indicated in [Exhibit 3.2.5](#), auditors observed or heard the learning target in 61% of the visited classrooms. Credit was awarded for “I can” statements and phrases that communicated the task to be learned (e.g., “add and subtract two-digit numbers”), even though they were not worded in measurable terms.

District Expectation #2: Differentiated/small group instruction

Differentiated instruction within the regular classroom promotes progress toward mastery of the learning objective, regardless of the student’s skill and/or knowledge level. While in classrooms, auditors observed whether or not teachers were meeting the individual needs of students by observing what the teachers and students were doing. The data points in [Exhibit 3.2.3](#) (percentages of teachers engaged in *small group instruction-student centered* and *individual instruction*) and [Exhibit 3.2.4](#) (percentage of students in *reading-individual choice*) are a more discrete measure of this expectation. A more global measure is the percentage of classrooms in which the teacher was using a wider variety of differentiated instructional practices. The auditors checked for differentiation of content, context, and cognitive type. The “content” refers to the topic or subject of a learning objective. “Context” refers to the way in which the learning is demonstrated or implemented (i.e., the “how” of the objective). “Cognitive type” refers to the type(s) or level(s) of thinking involved in the learning objective. It is important to note that the auditors did not visit classrooms in which the specific purpose was to address individual learning needs of students (e.g., special education, highly capable). The auditors’ findings are presented in [Exhibit 3.2.6](#).

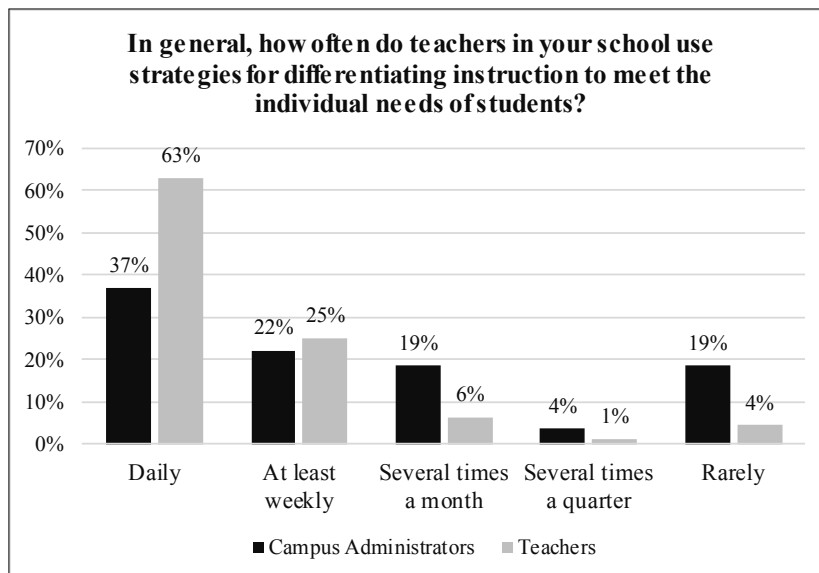
Exhibit 3.2.6
Frequency of Differentiated Instruction
Richland School District
February 2018



Data Source: Classroom Observations

As indicated in [Exhibit 3.2.6](#), the auditors observed differentiated instruction for content, context, and cognitive type in 22%, 19%, and 11% in all classrooms, respectively. The data must be viewed as duplicative, since the auditors observed multiple categories of differentiation in some classrooms. These data align closely to the percentages of individualized instruction noted as the predominant teacher activity in [Exhibit 3.2.3](#); however, they do not align with campus administrators' and teachers' responses to the frequency of classroom differentiation in the online survey, as presented in [Exhibit 3.2.7](#):

Exhibit 3.2.7
Reported Frequency of Differentiated Instruction
Richland School District
February 2018



Data Sources: Online Teacher and Campus Administrator Surveys

As illustrated in [Exhibit 3.2.7](#), teachers reported differentiating instruction more often than principals, and both groups reported this practice more frequently than auditors during classroom visits. On the online survey, 46% of campus administrators reported they did not think teachers on their respective campuses were effective at differentiating. Further, 82% reported that they did not think teachers had received adequate training on how to provide differentiation for student learning needs. Some campus administrators expressed concern about insufficient time for training in differentiation, as represented by this comment: “My staff has had very little training on differentiation. Staff meetings are contractually limited to 30 minutes a month, which does not help.” Others expressed concern that some teachers are still trying to master the basics of instruction: “Teachers do not even know how to teach to the core. Differentiation, which used to be the norm, is not the norm anymore.” (District Administrator)

District Expectation #6: High quality questioning

Research studies have identified a number of instructional best practices, sometimes referenced as high yield/impact strategies or effective teaching practices that when implemented with fidelity can promote higher levels of learning for all students. The auditors used a common list of practices as they visited classrooms to assess fidelity to this expectation. A list of these practices and a brief definition for each are provided in [Exhibit 3.2.8](#).

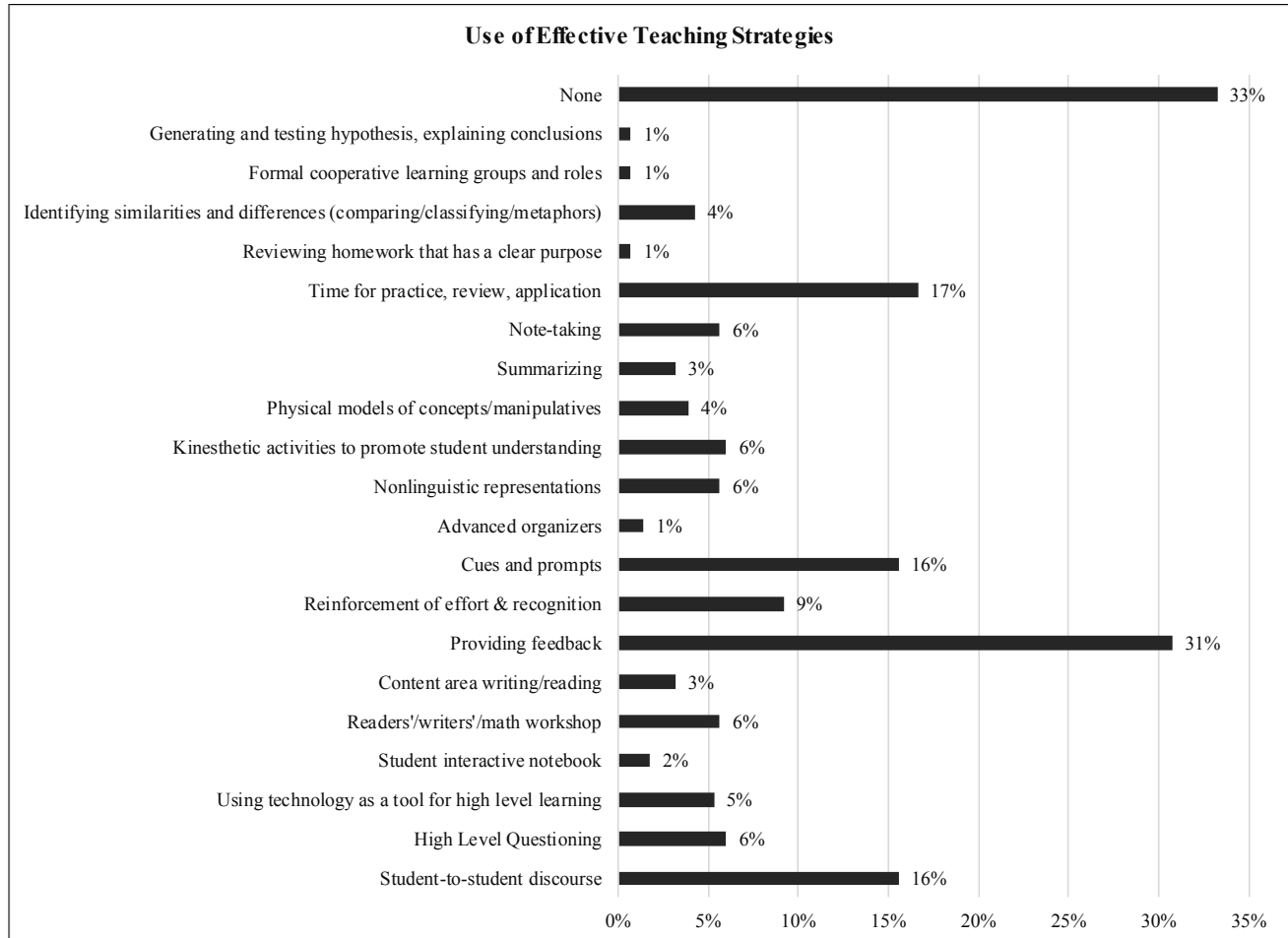
Exhibit 3.2.8

Selected Effective Teaching Practices and Definitions

Practice	Definition
Student-to-student discourse	Refers to students talking on-topic in an academic environment. Student discourse is vital to language acquisition, student engagement, and, ultimately, student achievement. Student discourse can happen at the partner, group, or whole-class level. District documents refer to student-to-student discourse as evidence that students are “owning their own learning.”
High-level questioning	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. Students who are given questions based on higher levels of thinking will tend to think more creatively and divergently. District documents refer to high-level questioning as evidence of rigor in the classroom.
Using technology as a tool for high-level learning	Technology integration involves the use of technology resources – computers, mobile devices, digital cameras, social media platforms, software applications and the internet – in daily classroom practices. Successful use of technology is achieved when it is routine and transparent, accessible and readily available for the task at hand, and used in support of curricular goals.
Student interactive notebook	Interactive notebooks are used for class notes as well as for other activities where the student will be asked to express his/her own ideas and process the information presented in class. The purpose of the interactive notebook is to enable students to be creative, independent thinkers and writers.
Readers’/writers’/ math workshop	Readers’/writers’/or math workshop refers to structured times for students to read, write, or explore mathematical concepts through mini-lessons from their teacher, blocks of time to work independently or in small groups, conferences with their teacher to monitor progress and get feedback, and sharing time to present products to their classmates.
Content area writing/reading	Refers to opportunities students are given to read and write in authentic ways in the content areas of mathematics, science, and social studies.

Exhibit 3.2.9 identifies the frequency with which effective teaching strategies were observed in RSD classrooms. The data represent 401 practices observed in 189 classrooms.

Exhibit 3.2.9
Observed Effective Teaching Practices
Richland School District
February 2018



Data Source: Classroom Observations

Exhibit 3.2.9 illustrates the following:

- The auditors did not observe any of the designated practices in 94 (33%) of the classrooms visited.
- The most frequently observed effective teaching strategy was providing feedback (31%) while delivering instruction.
- Three additional effective teaching strategies were observed at double-digit percentages:
 - Time for practice, review, and application (17%)
 - Student-to-student discourse (16%)
 - Cues and prompts (16%)

District Expectation #4: Formative assessments in use

Providing ongoing feedback to students during the instructional process promotes precision in the teaching-learning process and can potentially reduce the time while increasing the success rate for mastery of the learning objective. Formative assessment may be manifested in multiple strategies. The auditors used the strategies listed and defined in Exhibit 3.2.10 to assess alignment between the district's expectation for and the use of formative assessment in classrooms.

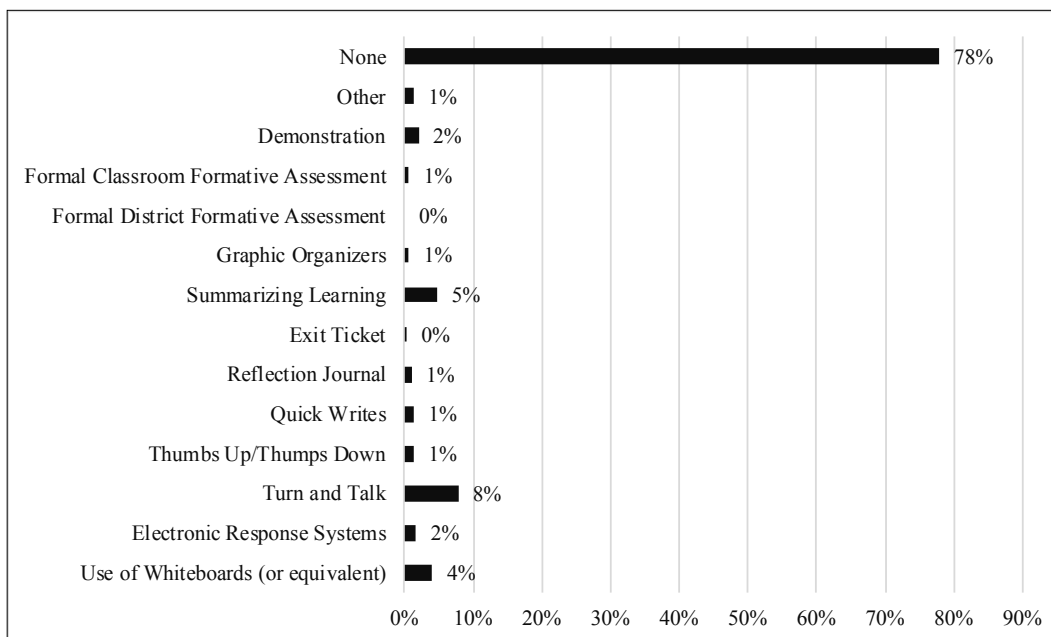
Exhibit 3.2.10

Formative Assessment Strategies and Definitions

Formative Assessment Strategy	Description
Use of Whiteboards (or equivalent)	Students use a small whiteboard or other item to write a response that can be shown to the teacher for an immediate check for understanding. Students could also write on their desks with dry erase markers.
Electronic Response System	This strategy calls for a computerized system of response where all students key in an answer and the teacher checks for correct and incorrect responses. This could be a response system or an app on the iPad such as Kahoot.
Turn and Talk	Teacher gives direction to students. Students formulate individual response and then turn to a partner to share answers. Teacher calls on several random pairs to share their answers.
Thumbs Up-Thumbs Down (Hand Signals)	Students are asked to display a designated hand signal to indicate their understanding of a specific concept or process.
Quick Writes	Learners are asked to respond in 2-10 minutes to an open-ended question or prompt posed by the teacher before, during, or after learning.
Reflection Journal	Students are encouraged to self-reflect on their own learning. Used over time for students to gauge their own learning and development.
Exit Tickets	Exit tickets are written student responses to questions posed at the end of a class or learning activity at the end of the day.
Summarizing Learning	Sometimes called a One Sentence Summary, students are asked to write a summary that answers the "who, what, where, when, why, and how" questions about the topic.
Graphic Organizer	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 those concepts.
Turn and Talk (Think, Pair, Share)	Teacher gives direction to students. Students formulate individual response and then turn to a partner to share answers. Teacher calls on several random pairs to share their answers.
Formal District Formative Assessment	Students are engaged in taking an assessment provided by the district to assess mastery of a given unit or grading period.
Formal Classroom Performance Assessment	Students are engaged in taking an assessment created by the teacher as a check for mastery of a given standard, unit, chapter, or time period.
Demonstration	Students demonstrate their understanding of a concept by physically acting out a response or creating a product.

Results of the auditors' observations are provided in [Exhibit 3.2.11](#).

Exhibit 3.2.11
Evidence of Formative Assessment Strategies
Richland School District
February 2018



Data Source: Classroom Observations

As illustrated in [Exhibit 3.2.11](#), formative assessment strategies were not observed in 78% (229) of the observed classrooms. The total percentages displayed in [Exhibit 3.2.11](#) exceed 100% because multiple strategies were observed in some classrooms. Specifically, 80 strategies were observed in 65 classrooms. Among the strategies observed, student turn and talk was the most often observed strategy at 8%, with summarizing learning observed in 5% of classrooms.

District Expectation #5: High cognitive demand

District Expectation #6: High quality [level] questioning

Challenging students to think at high levels of cognition and perform at high levels of complexity promotes a deeper understanding and mastery of concepts being taught, better preparing them to retrieve and utilize the skill or knowledge in more demanding or real-world situations. High quality [level] questioning, sometimes referenced in other terms (e.g., Socratic Questioning), is one manifestation of high cognitive demand.

Auditors assessed the high cognitive demand expectation by recording the predominant cognitive level of activity, according to Bloom's Taxonomy in each classroom visited, as defined in [Exhibit 3.2.12](#).

Exhibit 3.2.12

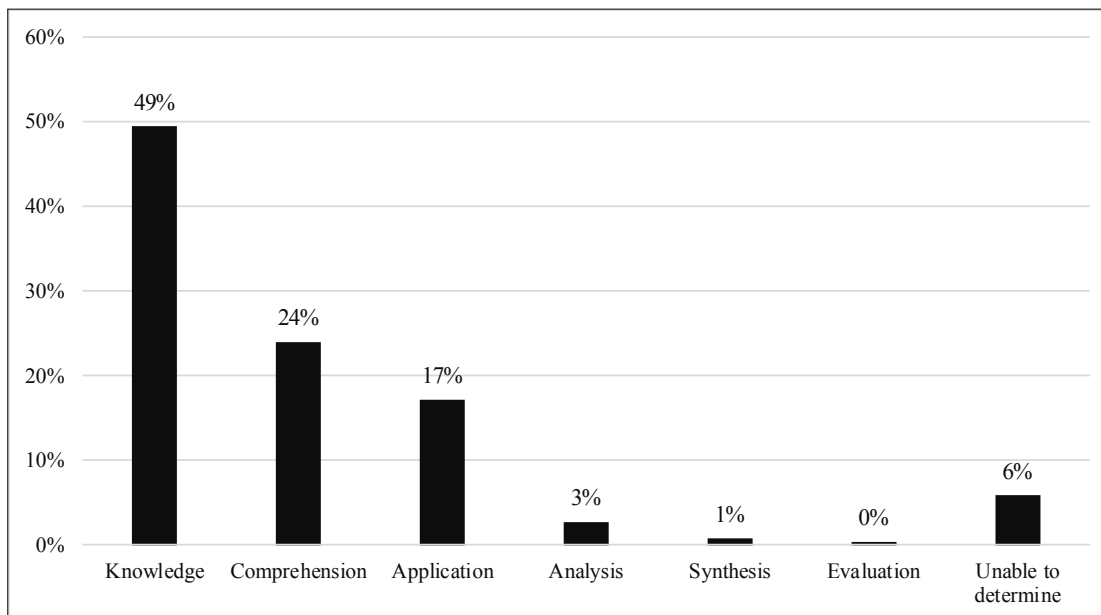
Levels of Cognition According to Bloom's Taxonomy

Cognitive Level	Definition/Example
Knowledge	Locating or recalling knowledge in long-term memory that is consistent with presented material (e.g., Recognize or recall the dates of important events in U.S. History)
Comprehension	Constructing meaning from instructional messages, including oral, written, and graphic communication
Application	Carrying out or using a procedure in a given situation independently (without teacher direction or assistance)
Analysis	Breaking material into constituent parts, and determining how parts relate to one another and to an overall structure or purpose
Synthesis	Putting parts together to form a whole, with emphasis on creating a new meaning or structure
Evaluation	Making judgments about information, validity of ideas, or quality of work based on criteria and standards

Results of the auditors' findings are illustrated in [Exhibit 3.2.13](#). The results of this analysis are reported as percentages based on the total number of classrooms in which data were collected.

Exhibit 3.2.13

**Predominant Cognitive Type Observed
Richland School District
February 2018**



Data Source: Classroom Observations

As illustrated in [Exhibit 3.2.13](#):

- The predominant level of cognition observed in almost half (49%) of the classrooms visited by the auditors fell within the lowest level of cognition, knowledge.
- Comprehension was second at 24%.
- In 17% of the classrooms, teaching and learning were observed at the application level.

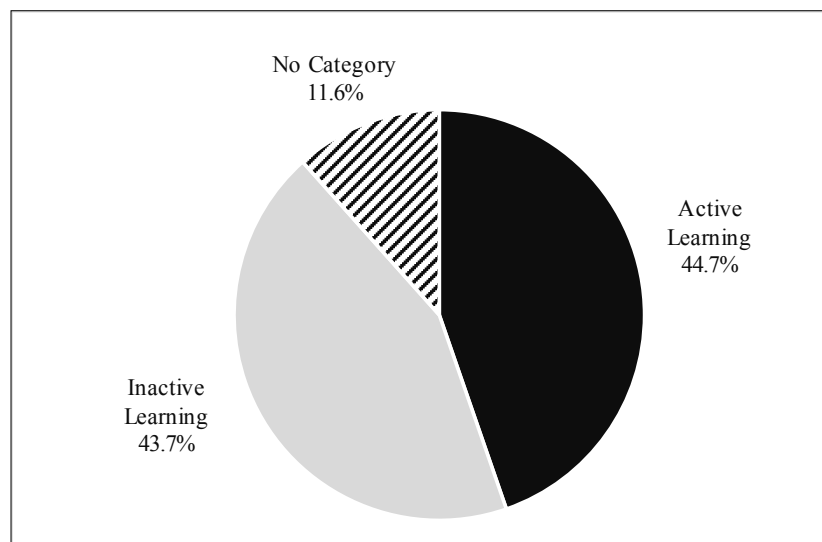
- Analysis was determined the predominant cognitive level in 3% of all classrooms visited.
- Synthesis was observed in 1% of the classrooms, and evaluation, the highest level of cognition, was not observed as the predominant cognitive type in any of the classrooms.
- The auditors were unable to determine the cognitive level in 6% of the classrooms visited.

As illustrated in [Exhibit 3.2.9](#), the auditors observed high quality [level] questioning in 6% of the classrooms observed.

District Expectation #7: Performance-based learning

Students who are actively engaged in their own learning can adapt the manner in which they learn, are more likely to stay focused on the learning, and often gain emotional and cognitive support from their peers. Consequently, students are more likely to feel that learning is fun and interesting. The auditors' assessment of the predominant student activity (see [Exhibit 3.2.4](#)) was the most accurate measure of performance-based learning in observed classrooms. To provide a more global analysis of these data, the auditors aggregated the predominant student activities into two dichotomous categories: examples of *active learners* and examples of *inactive learners*. The project/lab/hands-on/centers category was extended to include listening (active), using a computer or other technology, using manipulatives, and writing to create an *active learner* category. The five activities placed in the *inactive learner* category were reading (whole class), reading (individual), watching a video, taking a test, listening (passive), and completing a worksheet. Transition, warm-up/review, and other were not included in either category. The results are presented in [Exhibit 3.2.14](#).

Exhibit 3.2.14
Active Learning and Inactive Learning
Richland School District
February 2018



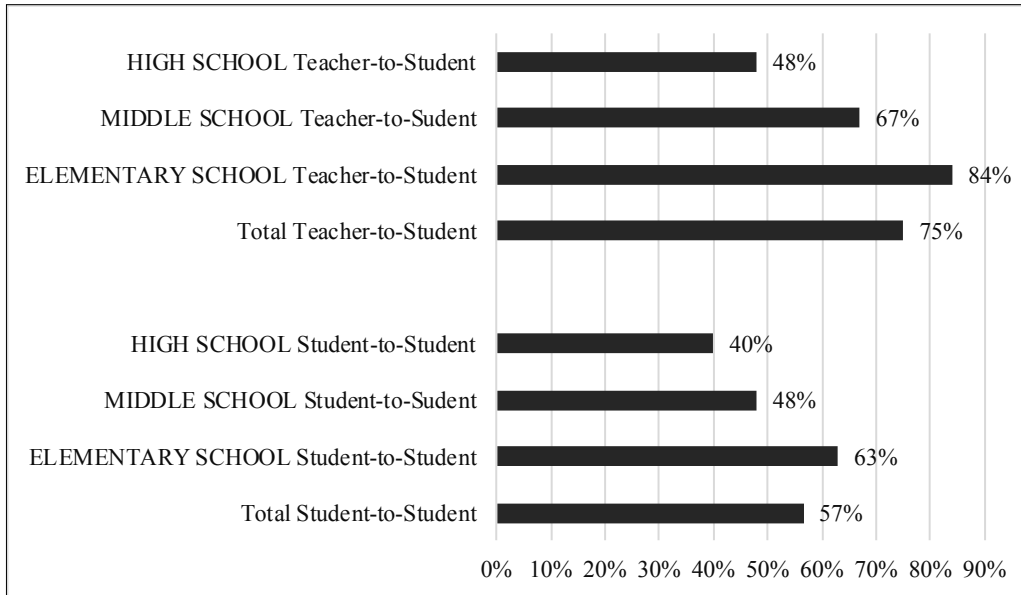
Data Source: Classroom Observations

As illustrated in [Exhibit 3.2.14](#), auditors observed active learning in 44.7% of all classrooms visited, a rate slightly higher than inactive learning at 43.7%.

District Expectation #8: Positive relationships [between and among students and the teacher]

A classroom in which students and teachers demonstrate respect and acceptance of each other and feel safe to communicate academically and socially (as appropriate) promotes a positive classroom environment and culture that, in turn, facilitates higher levels of learning for all students. To assess this district expectation, auditors looked for any one of several observable indications that students had developed a good rapport with each other or their teacher (e.g., verbal communication with eye contact, positive voice inflection and/or modulation, and/or positive non-verbal (body language). Results are reported in [Exhibit 3.2.15](#).

Exhibit 3.2.15
Positive Rapport Between and Among Students and Teacher
Richland School District
February 2018



Data Source: Classroom Observations

As illustrated in [Exhibit 3.2.15](#), auditors observed positive rapport between teachers and their students in 75% of the classrooms visited and rapport between and among students in 57% of classrooms. However, observation of rapport was inconsistent among classroom levels; student-to-student and teacher-to-student rapport was observed less frequently in classes at higher grade levels.

District Expectation #9: Student Engagement

When students are academically engaged in the learning process, they are more likely to be successful and productive in their efforts to master the focused objective(s). To assess the district's expectation for student engagement, the auditors observed the level of student orientation to their work as they visited classrooms and logged their observations into four categories, as listed and defined in [Exhibit 3.2.16](#).

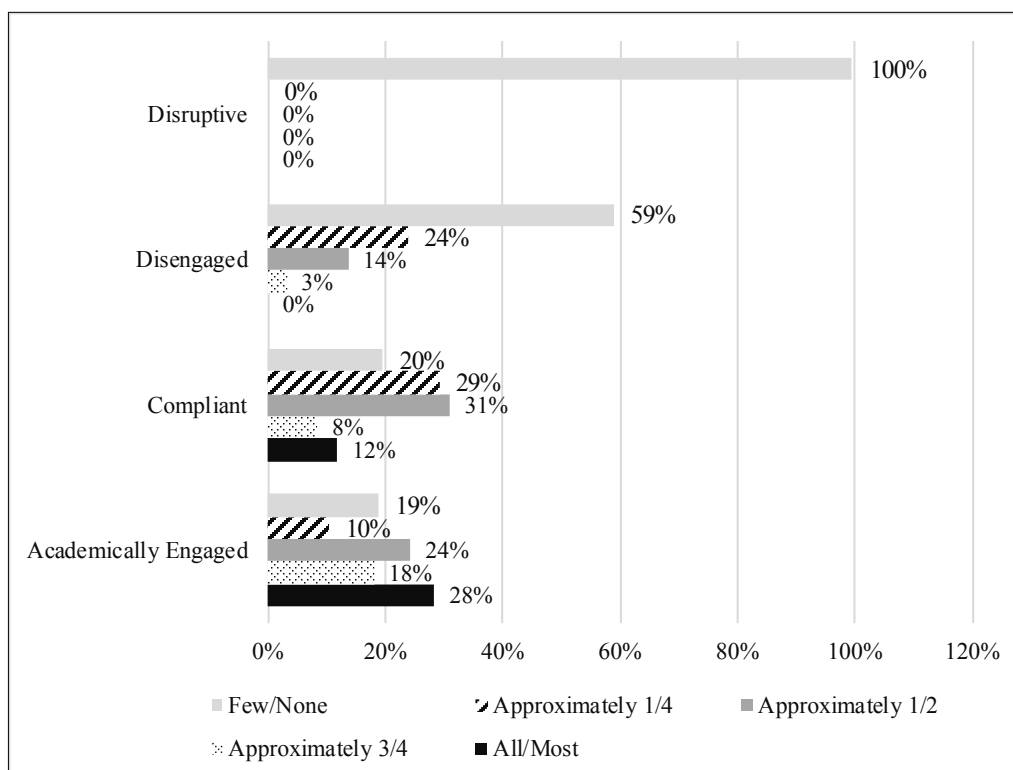
Exhibit 3.2.16
Levels of Student Orientation to Work

Levels of Student Orientation to the Work	Description
Academically Engaged	The student is actively engaged in the work and sees the activities as meaningful. The level of interest is sufficiently high that the student persists in the face of difficulty. The work is sufficiently challenging, and the emphasis is on "getting it right."
Compliant/ Amenable	The student is listening tentatively but is not actively connected to the work or enthusiastically engaged. The emphasis is on doing what has to be done to get finished and move on. (Many times this is passive learning while the teacher is lecturing or providing direct instruction.)
Disengaged	The student is off-task and is not actively involved in the learning or official goals.
Disruptive	The student's physical or verbal behavior disrupts the teaching and learning process for other students.

Results of the auditors' observations are reported in [Exhibit 3.2.17](#).

Exhibit 3.2.17

Student Orientation to Their Work Richland School District February 2018



Data Source: Classroom Observations

As illustrated in [Exhibit 3.2.17](#):

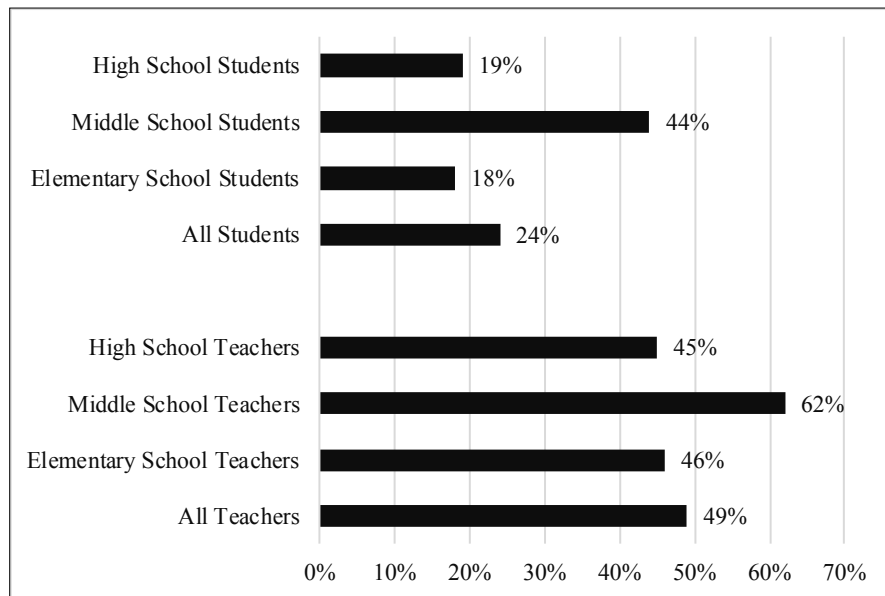
- The auditors did not observe disruptive behavior at any level in any classroom visited.
- All or almost all students in 28% of the classrooms were academically engaged.
- More than one-half of the students in another 42% of classrooms were academically engaged.
- In 31% of classrooms, approximately half of the students were compliant.
- In an additional 29% of classrooms, approximately one-fourth of the students were observed as compliant.

In summary, the auditors observed all nine district expectations for classroom activities across the 294 classrooms visited—some at a greater level of frequency than others. District leaders are charged with reviewing the results and evaluating whether or not what the auditors observed satisfies their expectations.

Technology as a Teaching and Learning Tool

Although the auditors did not collect sufficient evidence to classify the use of technology as a district-level expectation in all classrooms, they did learn that a 1:1 Chromebook initiative is in initial stages of funding and implementation on secondary campuses. Therefore, the auditors logged the use of technology by students and teachers as they visited classrooms. The results are reported in [Exhibit 3.2.18](#). Since the raw data revealed an uneven distribution of technology use across campus levels, the data are disaggregated by elementary, middle, and high schools.

Exhibit 3.2.18
Use of Technology by Teachers and Students*
Richland School District
February 2018



*One or more students was observed using technology

Data Source: Classroom Observations

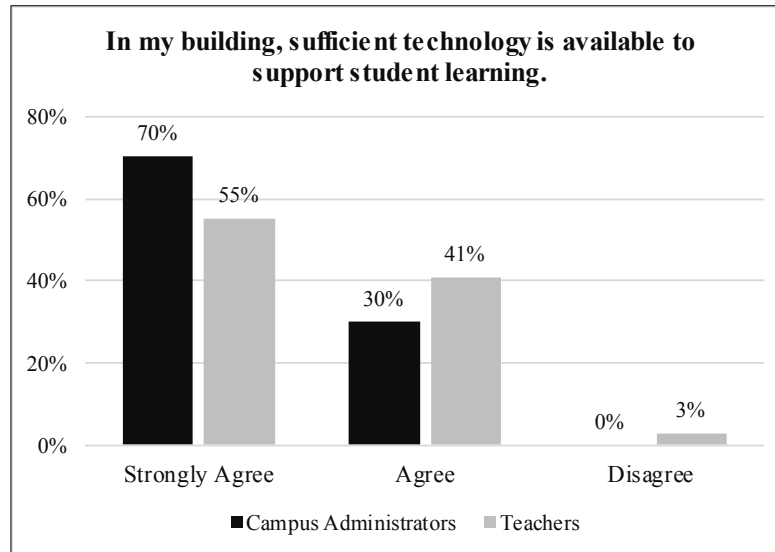
As reported in [Exhibit 3.2.18](#):

- Teachers were using technology in 49% of all classrooms observed, slightly more than twice as often as students, at 24%. (Note: Student technology usage (7.6%) in [Exhibit 3.2.4](#) is recorded as the predominant student activity.)
- Middle school teachers and students were using technology at the highest frequencies, at 62% and 44%, respectively.

Teachers and campus administrators were asked about the availability of technology to support student learning on their campuses. Summaries of their responses are provided in [Exhibit 3.2.19](#):

Exhibit 3.2.19

Campus Administrators' and Teachers' Reports of Available Technology for Student Learning Richland School District February 2018

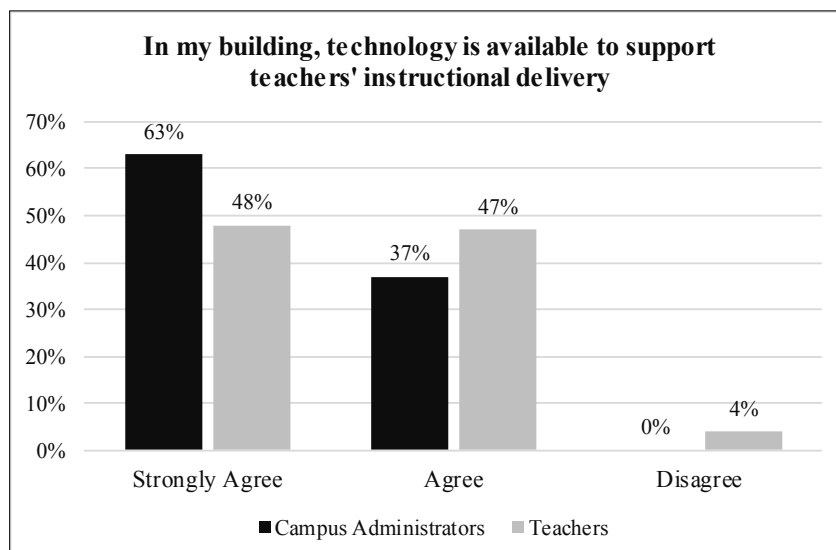


Data Sources: Online Principal and Teacher Surveys

As illustrated in [Exhibit 3.2.19](#), 100% of campus administrators and 96% of the teacher survey respondents agreed or strongly agreed that sufficient technology is available for student learning, reporting satisfaction that the 24% usage reflected in [Exhibit 3.2.18](#) is by choice. [Exhibit 3.2.20](#) displays their perspectives on available technology for teachers' instructional use.

Exhibit 3.2.20

Campus Administrators' and Teachers' Reports of Available Technology for Teachers' Instructional Use Richland School District February 2018



Data Sources: Online Principal and Teacher Surveys

As illustrated in [Exhibit 3.2.20](#), 100% of campus administrators and 95% of the teacher survey respondents agreed or strongly agreed that sufficient technology is available for teachers' use in delivering instruction. However, comments from the campus administrators' survey, as well as during face-to-face interviews, indicated that teachers may need more professional development in the use of technology to maximize its availability. The following are representative comments:

- “[Teachers have enough technology, but they] need more professional development.” (Building Administrator)
- “We are early adopters of new technology, equipment, and teaching strategies, but we often do not provide enough staff development to implement all things effectively.” (Building Administrator)
- “We put computers out before we did the PD [professional development] and training. Now we’re trying to catch up.” (District Administrator)

The comments above, as well as others heard during interviews, may provide insight into how the technology reported in [Exhibit 3.2.18](#) was used. Auditors classified the use of technology according to the Substitution, Augmentation, Modification, and Redefinition (SAMR) model as described in [Exhibit 3.2.21](#).

Exhibit 3.2.21

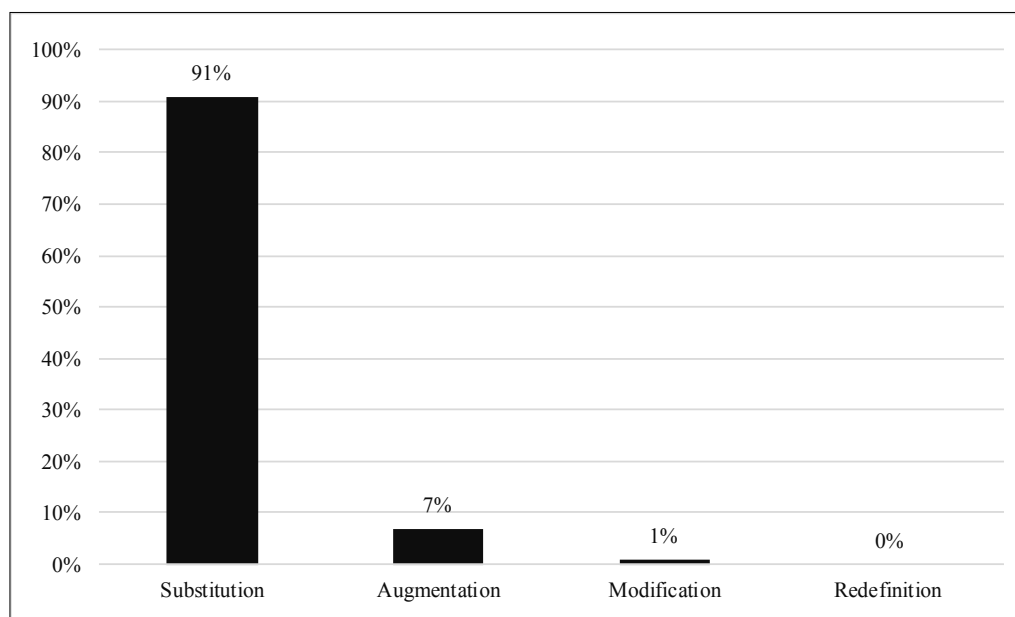
SAMR Model of Technology Use

Level	Definition	Examples	Functional Change
Substitution	Computer technology is used to perform the same task as was done before the use of computers.	Students print out worksheet, finish it, and pass it in. Teachers use a Smart Board as an overhead projector.	No functional change in teaching and learning. There may well be times when this is the appropriate level of work as there is no real gain to be had from computer technology. One needs to decide computer use based on possible benefits. This area tends to be teacher-centric where the instructor is guiding all aspects of a lesson.
Augmentation	Computer technology offers an effective tool to perform common tasks.	Students take a quiz using a Google Form instead of using pencil and paper. Teachers use a Smart Board interactively during the lesson.	There is some functional benefit here in that paper is being saved and students and teacher can receive almost immediate feedback on student level of understanding of material. This level starts to move along the teacher/student-centric continuum. The impact of immediate feedback is that students may begin to become more engaged in learning.
Modification	This is the first step over the line between enhancing the traditional goings-on of the classroom and transforming the classroom. Common classroom tasks are being accomplished through the use of computer technology.	Students are asked to write an essay around the theme “And This I Believe...”. An audio recording of the essay is made along with an original musical soundtrack. The recording will be played in front of an authentic audience such as parents or college admission counselors. Students use a Smart Board to interact with content.	There is significant functional change in the classroom. While all students are learning similar writing skills, the reality of an authentic audience gives each student a personal stake in the quality of the work. Computer technology is necessary for this classroom to function allowing peer and teacher feedback, easy rewriting, and audio recording. Questions about writing skills increasingly come from the students themselves.

Exhibit 3.2.21 (continued) SAMR Model of Technology Use			
Level	Definition	Examples	Functional Change
Redefinition	Computer technology allows for new tasks that were previously inconceivable.	A classroom is asked to create a documentary video answering an essential question related to important concepts. Teams of students take on different subtopics and collaborate to create one final product. Teams are expected to contact outside sources for information.	At this level, common classroom tasks and computer technology exist not as ends but as supports for student-centered learning. Students learn content and skills in support of important concepts as they pursue the challenge of creating a professional quality video. Collaboration becomes necessary, and technology allows such communication to occur. Questions and discussion are increasingly student generated.
Data Source: Dr. Ruben Puentedura (http://www.hippasus.com)			

Exhibit 3.2.22 displays the results of observations regarding the levels of technology usage as categorized by the SAMR model.

Exhibit 3.2.22
Levels of Use of Technology by Teachers and Students
Categorized by the SAMR Model of Technology Use
Richland School District
February 2018



Data Source: Classroom Observations

As reported in [Exhibit 3.2.22](#), 91% of the technology observed in classrooms was being used for substitution purposes, with little or no meaningful impact on teaching or learning. This observation was supported by a building administrator who commented, “The upper grades use it [technology] for research or to make brochures, but mostly they are using it as an electronic worksheet.”

Monitoring

Academic success for students depends on having a quality curriculum available to teachers and effective instructional delivery of that curriculum. To ensure effective delivery of a high quality curriculum, how well that delivery is aligned to state standards, and that teaching is being differentiated to meet individual student needs, instruction must be monitored on a consistent basis throughout the district. As instructional leaders,

campus administrators are the first line of accountability and support for the effective and aligned delivery of curriculum. To monitor instruction, administrators need a clearly defined curriculum aligned to state 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, appropriate instructional levels, and alignment to the district's curriculum 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 aligned formative assessments are used, and that assessment results are being used to differentiate instruction and improve student achievement. Resources should be calibrated to ensure content is on level and students are cognitively engaged in learning that promotes critical and higher level thinking.

Auditors reviewed board policies to determine district expectations for instructional monitoring. As indicated in [Finding 1.1](#), [Exhibit 1.1.4](#), Criterion 3.4, existing board policies do not adequately address monitoring of curriculum delivery. However, the auditors found a reference to monitoring expectations in the Learning Walkthrough and Supervisory Walkthrough (Tools section) in the 2016-2017 Walkthrough Basics, a component of the Center for Education Leadership (CEL) program that leadership has chosen to use for the district's Teacher and Principal Evaluation Program (TPEP). The auditors found few references to monitoring expectations in other documents reviewed, including the job descriptions for Principal and Assistant Principal at all levels of assignment.

Auditors found that district teachers and administrators recognize the importance of monitoring and that monitoring is occurring on all campuses. However, expectations for the "who, what, why, how, and when" of monitoring are undefined, inconsistent, and lack sufficient clarity to achieve the intended outcome of monitoring—improved curriculum delivery.



Richland High School students working on a project in Advanced Ceramics class

The "Who, What, When, Why, and How" of Monitoring

The "Who"

Auditors were unable to find the "Who" of instructional monitoring formally defined in policy, administrative regulations, or other district documents. However, as teacher supervisors and instructional leaders of their campuses, principals and assistant principals (as available) are charged with instructional monitoring via the Washington statute that provides direction for teacher evaluation. Although campus instructional support personnel are often expected to perform monitoring duties, auditors learned that the RSD classroom support teachers (CST) do not monitor instructional delivery unless invited to do so by the teacher, and their job

descriptions do not include this expectation. The auditors did not find instructional monitoring listed as a responsibility in the job descriptions for principal and assistant principal (at any level) or those for any district level administrator. The job descriptions for the Deputy Superintendent and the new position of Deputy Superintendent for Instruction include a statement of responsibility to “[m]onitor effectiveness of district instructional programs,” a broad reference to monitoring in general. Even though the auditors found little formal direction regarding the ‘who’ of monitoring, they determined that principals and assistant principals do monitor instruction through classroom walk-throughs and feedback from (or participation in) professional learning communities (PLC). The auditors found little evidence that district-level personnel monitor instruction on a regular basis.

The “What”

Auditors were unable to find the “What” of instructional monitoring formally defined in district policy, administrative regulations, or other district-developed documents. However, the Washington statute that directs the teacher and principal evaluation process (RCW 28a.405.100) lists six teacher behaviors observable in the classroom as required evaluation components: The 2016-2017 Walkthrough Basics, a component of the Center for Educational Leadership program, provides details regarding the “look-fors” aligned to these expectations.

- i. Centering instruction on high expectations for student achievement;
- ii. Demonstrating effective teaching practices;
- iii. Recognizing individual student learning needs and developing strategies to address those needs;
- iv. Providing clear and intentional focus on subject matter content and curriculum;
- v. Fostering and managing a safe, positive learning environment; and
- vi. Using multiple student data elements to modify instruction and improve student learning.

Campus administrators reported the behaviors they frequently look for and hoped the auditors would observe when visiting classrooms, many of which align to the state requirements, as indicated below.

- “Relationships, students engaged, no ‘sage on the stage,’ learning targets specific and posted and/or students able to verbalize what they are doing, and students with ownership of the classroom where students are engaged in their own learning.” (District Administrator)
- “Student engagement, purpose, instructional strategies, differentiation, culture/climate.” (Building Administrator)
- “Positive climate, student engagement, established routines, differentiation of instruction.” (Building Administrator)
- “Student engagement, use of district adopted curriculum, classroom management, a sense of ‘students’ in the room (personalized student work up).” (Building Administrator)

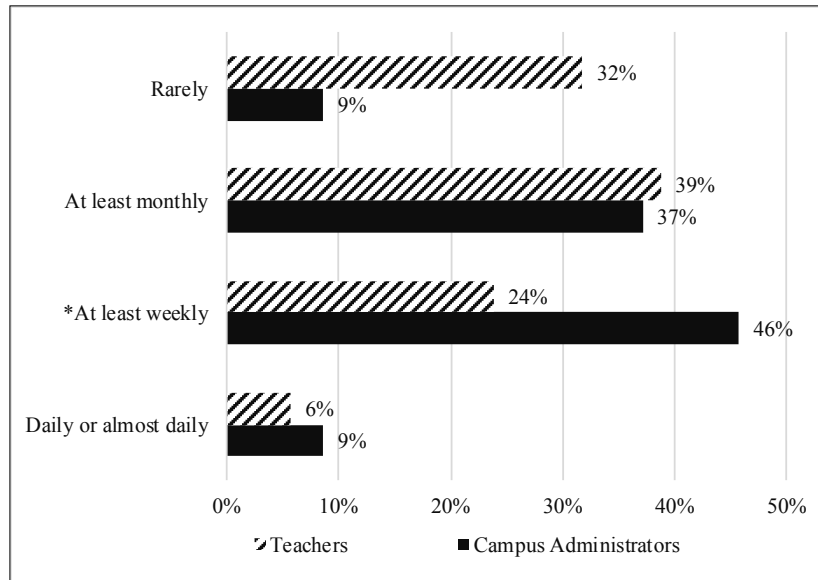
The “When”

Auditors were unable to find the “When” of instructional monitoring formally defined in policy, administrative regulations, or other district documents. No clear district expectation has been established regarding the desired or expected frequency of classroom visits. However, the Washington statute that directs the teacher and principal evaluation process (RCW 28a.405.100) requires that teachers “shall be observed for the purpose of evaluation at least twice [per year] in their performance of assigned duties. Total observation time for each employee for each school year shall not be less than sixty minutes” (p 2/8). A district administrator confirmed the lack of a local policy regarding monitoring, as well as the district’s de facto adoption of the state requirement for the frequency of monitoring, by commenting, “There is no policy on monitoring classrooms. We only have how many times we need to be in the classroom.”

Through the use of the online survey, auditors asked campus administrators and teachers about the frequency of administrator visits to classrooms. The results are displayed in [Exhibit 3.3.23](#).

Exhibit 3.2.23

**Frequency of Classroom Visits by Campus Administrators
As Reported by Classroom Teachers and Campus Administrators
Richland School District
February 2018**



*Includes assistant principals who reported visiting classrooms of the teachers in the department(s) they supervise

Data Sources: Online Teacher and Administrator Surveys

As illustrated in [Exhibit 3.2.23](#):

- Principals (46%) were almost twice as likely than teachers (23.8%) to report weekly classroom visits.
- Teachers (32%) were more than three times as likely than principals (9%) to report rare or never as the frequency of building administrator classroom visits.
- The percentages of principals and teachers reporting visits at least monthly were similar at 37% and 39%, respectively.
- The percentages of principals and teachers reporting daily visits were similar at 9% and 6%, respectively.

During interviews, several administrators expressed concern about not having adequate time to visit classrooms as much as they would like. The following are representative comments:

- “I admit I’m not in classrooms enough.” (Building Administrator)
- “The biggest downfall is that I cannot get into classrooms as much as I would like. It is nowhere near what it needs to be.” (District Administrator)
- “This question [how often do you visit classrooms] was written for elementary schools. I can’t make it that often.” (Building Administrator)

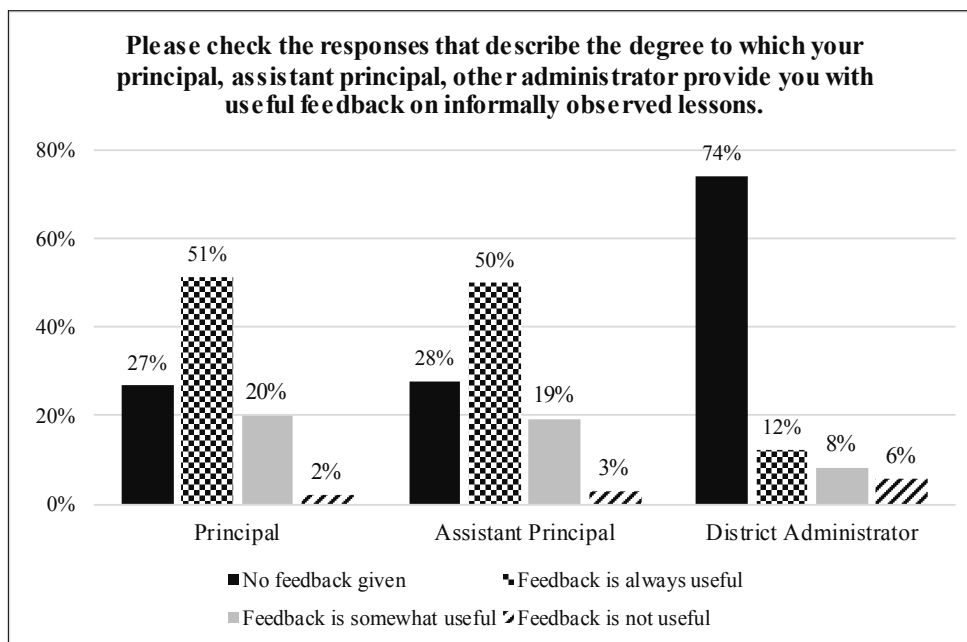
The “Why”

Auditors were unable to find the “Why” (rationale) of instructional monitoring formally defined in board policy, administrative regulations, or other district documents. The Washington statute that directs the teacher and principal evaluation process (RCW 28a.405.100) implies that the focus of the teacher evaluation process (that includes monitoring instruction via walk-throughs) is on improved student [achievement] growth. However, the auditors were unable to determine the district leadership’s expectations and desired process for “closing the loop” of monitoring—providing feedback to teachers for the improvement of instruction, providing professional development in areas of need, and monitoring to assess completion of the cycle. Almost all of

the conversations related to monitoring were focused on the frequency (“When”) and process (“How”). In the online survey, teachers were asked to report the frequency and quality of feedback from classroom walk-throughs by administrator group. Results are provided in [Exhibit 3.2.24](#).

Exhibit 3.2.24

Post-Monitoring Feedback to Teachers Richland School District February 2018



Data Source: Online Teacher Survey

As reported in [Exhibit 3.2.24](#):

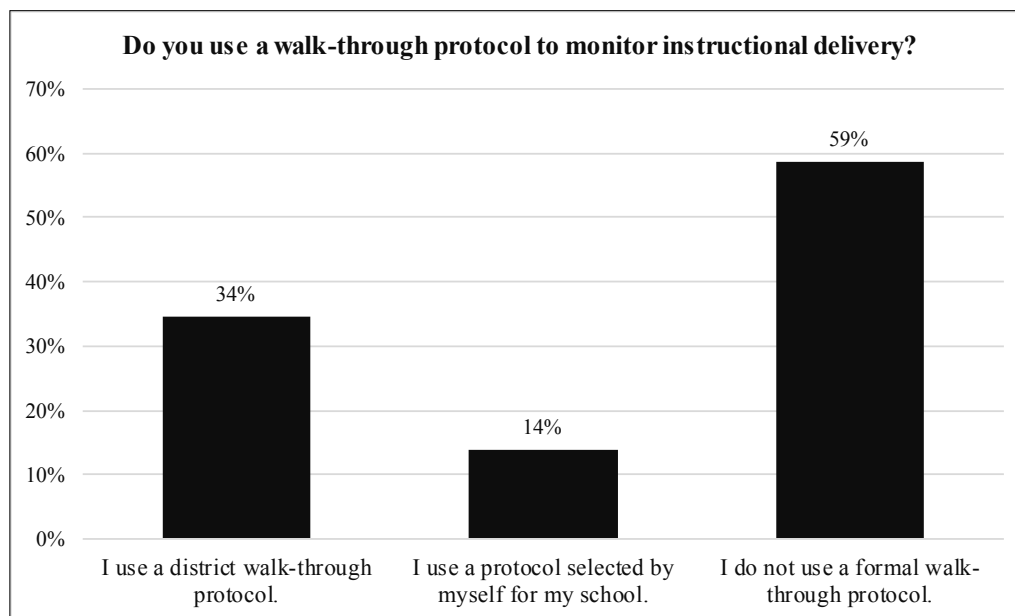
- Approximately 50% of all teacher respondents reported the feedback received from principals and assistant principals was always useful. Another 20% reported feedback is somewhat useful.
- More than one-fourth of the teachers reported they receive no feedback from principals and assistant principals, and almost three-fourths report receiving no feedback from district administrators.

The “How”

Auditors were unable to find the “How” of instructional monitoring formally defined or described in policy, administrative regulations, or other district documents. Comments from building and district administrators indicated that walk-throughs are the most common method of monitoring instruction, but a few mentioned professional learning communities (PLCs). Although the auditors heard different opinions regarding the protocol(s) to be used in classroom walk-throughs, auditors concluded that the district has not designated a specific protocol other than the Center for Education Leadership Classroom Observation form, an open-ended form on which the observer records basic information and notes from the observation. The rationale for the auditors’ conclusion is based on campus administrators’ responses to an online survey question, as reported in [Exhibit 3.2.25](#).

Exhibit 3.2.25

Campus Administrators' Use of a Walk-through Protocol Richland School District February 2018



Data Source: Online Campus Administrator Survey

As illustrated in [Exhibit 3.2.25](#), campus administrators reported inconsistent practice regarding the use of walk-through protocols, with 59% reporting they do not use a formal walk-through protocol of any kind.

Following are comments made during interviews regarding the monitoring process:

- “Does the district have a formal walk-through protocol? If so, I have not received training on this protocol.” (Building Administrator)
- “We have used some district protocols [for monitoring] but not consistently. We do have specific criteria we look for throughout the year.” (Building Administrator)
- [Monitor instruction?] “The PLC [professional learning communities] is my best monitoring approach because I can monitor four teachers at a time. Otherwise I use the TPEP [Teacher and Principal Evaluation Program] (i.e., Center for Education Leadership documents) for walk-throughs.” (Building Administrator)
- “Teachers don’t write official lesson plans. They follow the pacing guide, and I monitor by observing their PLCs [professional learning communities].” (Building Administrator)
- “I go out to periodically check on teachers. No walk-through protocol. I am investigating other programs to do this. Right now, we have nothing.” (District Administrator)

Although the auditors found evidence of instructional monitoring in the RSD, they determined that the district does not have a plan or system for monitoring. Therefore, this critical component of curriculum alignment is fragmented, unfocused, and inconsistently implemented across campuses, thus limiting the potential for monitoring efforts to result in improved instruction, and, ultimately, improved student achievement.

Summary

Policy and other district documents communicate an expectation for a few specific instructional practices, and others have been identified through common understanding and a culture of improvement. When visiting district classrooms, auditors observed the district’s expectations for classroom teaching and learning activities at varying frequencies and present the results for the district’s review and evaluation of adequacy. Highlights of

the auditors' observations included the frequent use of worksheets, large-group teacher-centered instruction, and low [knowledge] cognitive challenge, as well as the infrequent use of instructional differentiation, formative assessments during instruction, effective teaching strategies, and technology beyond the substitution level.

Although principals, assistant principals, and some district administrators are engaged in monitoring the delivery of instruction, the district does not have a policy that directs expectations for monitoring or a plan to provide clarification of the “who, what, when, why, and how” of monitoring. Therefore, the monitoring process is fragmented, inconsistent, and incomplete to accomplish its intended goal of the improvement of teaching and learning (see [Recommendation 2](#)).

Finding 3.3: The district values professional development as a means to build human capacity; however, the absence of a quality comprehensive professional development plan has resulted in fragmentation of efforts and the failure to realize the intended purpose of professional development in an education organization--improved teaching and learning.

Developing capacity in people is critical to high levels of success in any people-dependent business. A high quality program of professional development in education settings communicates clearly to all stakeholders the importance the district places on continuous improvement of education practices to promote higher levels of successful teaching and student learning. An effective professional development program is guided by a comprehensive long-range plan and systematic process that provide all staff members with the knowledge and skills to design and deliver the written curriculum. When such a plan is coordinated with other district and campus plans and linked to identified district needs through careful analysis of student achievement data, teachers and administrators have better opportunities to develop their knowledge and skills to provide higher levels of student learning.

To determine the adequacy and effectiveness of the professional development program in the Richland School District (RSD), auditors reviewed board policies, job descriptions, and a variety of other district documents, including the *Professional Development Course Catalog 2016-17* and “Trainings Coming Up” listings of professional development topics for 2016-17 and 2017-18. In addition, auditors interviewed board members, district and campus administrators, and teachers regarding professional development practices. Information related to professional development was also retrieved from the online teacher and campus administrator surveys conducted prior to the on-site visit.

Overall, auditors found the RSD professional development program to be inadequate and, therefore, unlikely to accomplish the intended goal of improved human capacity for better teaching and higher levels of student learning. The district does provide professional development, but board policies provide vague direction, and the auditors did not find a written, comprehensive professional development plan. Further, a clearinghouse to provide organization and maximize productivity of professional development offerings does not exist. Therefore, efforts, although well-intended, are fragmented and uncoordinated.

Auditors learned that the “Richland Education Association Certificated Contract, 2017-18,” limits the time allocated for teacher professional development to only four days annually, two of which must be scheduled at the beginning of the academic year. Participation in additional professional development is optional, and teachers who attend must be paid at a designated hourly rate. This serious time limitation has created a flurry of concern among administrators, as revealed by the following comments:

- “There is no time built into the schedule during the year for professional development.” (Building Administrator)
- “Professional development at the district level is done after school or during the day, and substitutes have to cover the class.” (Building Administrator)
- “We are very limited by the number of days for professional development.” (District Administrator)
- “The teacher contract is a problem when it comes to professional development.” (Building Administrator)

Several teachers expressed concern about the impact on attendance at professional development sessions, as represented by the following comments:

- “[At] the last training I did, five people showed up.”
- “At [school], we had consistently under 10 people attending training.”

The auditors used CMA criteria to assess the effectiveness of the district’s professional development program in policy, planning and design, delivery, and evaluation. In order for professional development to be considered adequate, 70% of 18 characteristics must meet adequacy requirements. Since the district does not have a professional development plan, the auditors reviewed other district documents to determine adequacy. Exhibit 3.3.1 provides the characteristics and the auditors’ assessment.

Exhibit 3.3.1
Quality Characteristics for Professional Development
Auditors’ Assessment of Professional Development Program
Richland School District
February 2018

Characteristics	Auditors' Rating	
	Adequate	Inadequate
Policy		
1. Has policy that directs staff development efforts.	Partial*	
2. Fosters an expectation for professional growth.	Partial*	
3. Is for all employees.		X
Planning and Design		
4. Is based on a careful analysis of data and is data-driven.		X
5. Provides for system-wide coordination and has a clearinghouse function in place.		X
6. Provides the necessary funding to carry out professional development goals.	X	
7. Has a current plan that provides a framework for integrating innovations related to mission.		X
8. Has a professional development mission in place.		X
9. Is built using a long-range planning approach.		X
10. Provides for organizational, unit, and individual development in a systemic manner.	Partial*	
11. Focuses on organizational change—staff development efforts are aligned to district goals.		X
Delivery		
12. Is based on proven research-based approaches that have been shown to increase productivity.	Partial*	
13. Provides for three phases of the change process: initiation, implementation, and institutionalization.		X
14. Is based on human learning and development and adult learning.		X
15. Uses a variety of professional development approaches.		X
16. Provides for follow-up and on-the-job application necessary to ensure improvement.		X
17. Expects each supervisor to be a staff developer of staff supervised.	X	
Evaluation		
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.		X
Total	2	16
Percentage Rated Adequate	11%	
*Partial ratings are tallied as inadequate.		
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As indicated in Exhibit 3.3.1 the district’s current professional development program meets 11% of the audit criteria, less than the 70% required for adequacy. Details supporting the analysis are as follows:

Characteristic 1: Has policy that directs staff development efforts

As indicated in Finding 1.2, Exhibit 1.2.4, Criterion 3.2, auditors found a few board policies that address professional development expectations from several perspectives. *Board Policy 2020: Course Design, Selection, and Adoption of Instructional Materials* requires professional development and “support systems for teachers as they implement courses” in the discussion of course design. *Board Policy 5220: Responsibilities of the Teacher* requires teachers to participate in professional development activities to enhance competence. Two board policies and respective regulations (5345 and 5400) describe the district’s expectations for beginning teacher assistance and administrative intern programs, respectively. The beginning teacher assistance program is referenced to state statute WAC 392-196. Collectively, these policies do not provide comprehensive direction for professional development. Therefore, this characteristic was rated partially adequate.

Characteristic 2: Fosters an expectation for professional growth

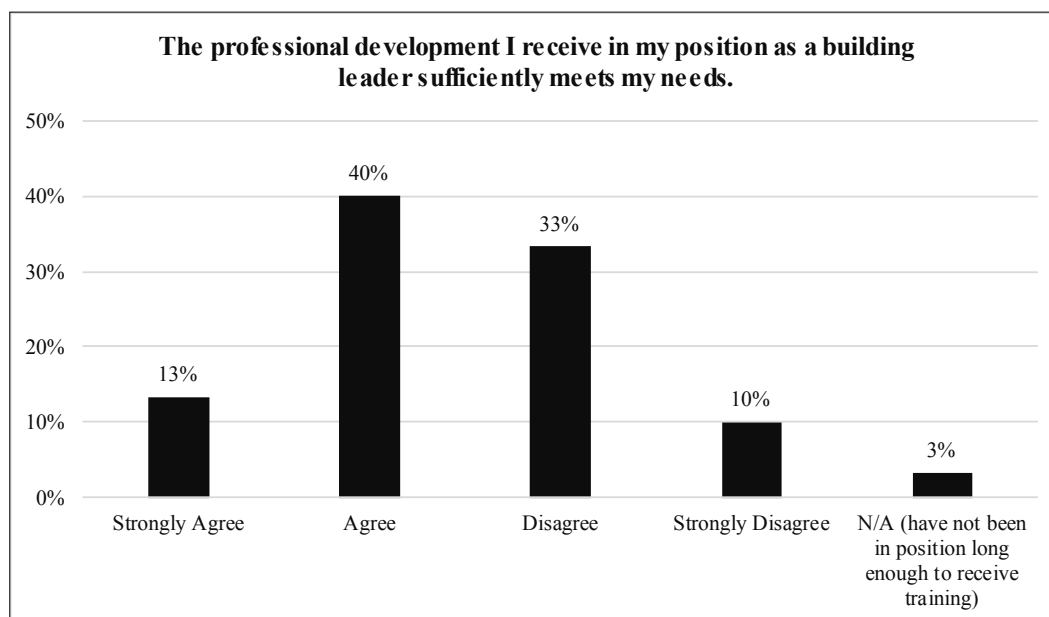
Board Policy 5220 indirectly addresses an expectation for professional growth of teachers through the reference to “enhancing competency.” This characteristic was rated as partially adequate.

Characteristic 3: Is for all employees

Board policies do not address an expectation that professional development is for all employees, nor did the auditors collect evidence from any other sources to support this characteristic. To the contrary, auditors received input regarding concern over the lack of professional development for campus administrators, as reported in Exhibit 3.3.2.

Exhibit 3.3.2

**Adequacy of Professional Development for Campus Administrators
Richland School District
February 2018**



Data Source: Online Campus Administrator Survey

As reported in Exhibit 3.3.2, 43% of campus administrator respondents reported they did not agree that their professional development was adequate to meet their needs as leaders. Comments during the on-site visit and on surveys corroborated these data:

- “We have professional development for administrators?”

- “Our professional development for [building] administrators is self-taught.”
- “As assistant principals, we are pretty isolated. It would be great to get more training.”

This characteristic was rated inadequate.

Characteristic 4: Is based on careful analysis of data and is data driven

The auditors found little evidence that professional development offerings are developed in response to identified needs based on carefully analyzed data. The district improvement plan includes two general professional development strategies to support English language arts and mathematics:

- “Provide district level training on the use of Interim Assessment Blocks (IABs) and Interim Comprehensive Assessments (ICA)
- Teacher and principal training in utilizing the CEL SD Instructional Framework as a tool for improving instruction, student achievement, and building leadership capacity.”

Both (2016-17 and 2017-18) “Trainings Coming Up” documents list categories of professional development offerings, some (but not all) of which could be linked to the district’s five major goals. However, the auditors found no direct linkage between needs and professional development decision making and concluded that professional development offerings are typically determined by what people say they want and/or need, as indicated by one building administrator’s comment, “Most professional development is targeted on what they [teachers] ask for.” This characteristic was rated inadequate.

Characteristic 5: System-wide coordination with a clearinghouse function

Although the auditors found a job description for Coordinator of Professional Development (see Finding 1.3), they learned that the position had been vacant for several years. The responsibility for professional development is one of the many duties currently assigned to the Executive Director for Teaching, Learning, and Curriculum and is generally described in the position job description as “providing and coordinating focused and purposeful professional development and instruction in alignment with local, state, and national standards.” The Executive Director’s office is responsible for publishing the annual Professional Development Course Catalog and the Trainings Coming Up documents, but otherwise provides little district-wide coordination for professional development. The auditors heard many concerns regarding the lack of organization or a district-wide clearinghouse for professional development during interviews, as represented by the following:

- “Our curriculum people (Teaching and Learning Department) are in charge of PD, but we don’t have a person that is dedicated to professional development.” (District Administrator)
- “Professional development planning goes through the principal meetings.” (District Administrator)
- “We are constantly shifting gears with what we do [with professional development].” (Building Administrator)
- “It [professional development] is primarily site-based.” (Building Administrator)
- “Right now, we’re trying to figure out how to make professional development happen.” (District Administrator)
- “We look for places to send teachers for professional development. I’ve done some training, but I’m not very good at it.” (Building Administrator)
- “Professional development is what the new craze is, and we don’t have a district-wide plan.” (Building Administrator)

This characteristic was rated as inadequate.

Characteristic 6: Provides necessary funding

District personnel provided the auditors with the 2017-18 budget for professional development, as detailed in Exhibit 3.3.3.

Exhibit 3.3.3
FY 18 Professional Development Budget
Richland School District
February 2018

Description	Allocation
Title I	\$185,489
Learning Assistance Program	71,622
Learning Assistance Program High Poverty	271,904
Title III	71,870
English Language Learner	18,319
Teaching, Learning, and Curriculum	511,000
Teaching, Learning, and Curriculum (Extra Hours)	700,000
Teaching, Learning, and Curriculum (Substitutes)	125,000
K-5	75,000
Principal	57,000
Total	\$2,087,204
<i>Data Source: District Document</i>	

As reported in Exhibit 3.3.3, the district has allocated over \$2 million to support professional development for the 2017-18 academic year. Although the auditors had no means of scientific comparison, they determined the budget adequate for a district of approximately 13,600 students and 1,500 employees. This characteristic was rated as adequate.

Characteristic 7: Plan providing a framework

Auditors determined that the district does not have a formal district professional development plan. The district provided a *Professional Development Catalog (2016-17)* and two “Trainings Coming Up” documents (2016-17 and 2017-18) for the auditors’ review. The catalog contained descriptions of some of the 234 professional development offerings, nested under categories, for the 2016-17 academic year. A catalog supporting the 164 offerings in 2017-18 was not provided. This characteristic was rated inadequate.

Characteristic 8: Has a professional development mission in place

The auditors were unable to find a professional development mission statement on any of the hard copy or digital documents reviewed or on the website. This characteristic was rated inadequate.

Characteristic 9: Is built using a long-range planning approach

As indicated in Characteristic 7, the auditors did not find a current comprehensive, long-range district-wide professional development plan. Further, the auditors found no evidence that professional development in the district is guided by a long-range planning approach. To the contrary, auditors heard numerous comments reporting fragmentation of professional development efforts, as represented by the following:

- “We are constantly shifting gears with what we do in professional development.” (Building Administrator)
- “Right now, we’re getting professional development on poverty.” (Building Administrator)
- “I hope we stay the course on something. We feel schizophrenic about professional development.” (Building Administrator)
- “It would be good for the district to focus on one thing with professional development. Every year, the focus changes. It is hard to get good at any one piece this way.” (Building Administrator)
- “We have a moving target with professional development.” (Building Administrator)

This characteristic was rated inadequate.

Characteristic 10: Provides for organizational, unit, and individual development

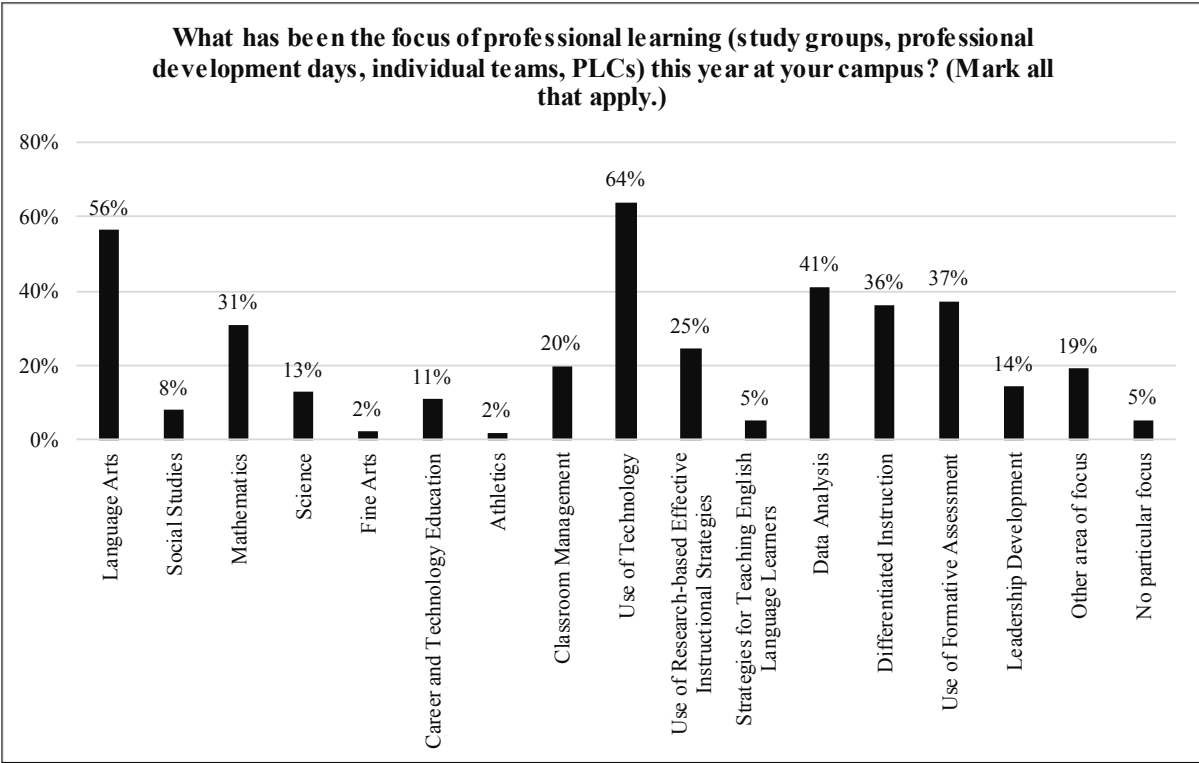
The auditors found evidence of district (organizational) professional development days, campus and department (unit) days, and individualized professional development based on choice. However, the auditors found no evidence of a systematic approach to differentiated professional development based on participant need. This characteristic was rated as partially adequate.

Characteristic 11: Focuses on organizational change—professional development efforts are aligned to district goals

The *Richland School District Improvement Plan (2017-2020)* includes five strategic priorities, paraphrased as follows: 1) Increase the percentages of non-free/reduced lunch and free/reduced lunch students meeting English language arts standards, while reducing the achievement gap; 2) 1) Increase the percentages of non-free/reduced lunch and free/reduced lunch students meeting mathematics standards, while reducing the achievement gap; 3) Reduce the rate of chronic absenteeism for non-free/reduced lunch and free/reduced lunch students, while reducing the achievement gap; 4) Reduce the rate of suspension and expulsion for non-free/reduced lunch and free/reduced lunch students, while reducing the achievement gap; and 5) Increase the graduation rates of non-free/reduced lunch and free/reduced lunch students, while reducing the achievement gap. Collectively, these five priorities are represented in the plan by only two professional development strategies (see Characteristic 4). Although the “Trainings Coming Up” documents include many titles that broadly align to one or more of these five priorities, only six offerings among the two documents are nested under the category “Poverty Initiative,” the underpinning effort of all five priorities. The auditors did not find evidence of explicit intent to align, nor did the teacher respondents to the online survey provide clarity regarding the focus of professional development offerings thus far in the 2017-18 year, as indicated in [Exhibit 3.3.4](#):

Exhibit 3.3.4

**Teacher Survey Results Regarding Focus of Professional Development
Richland Independent School District
February 2018**



N=313 teachers; 1,222 selections
Data Source: Online Teacher Survey

As illustrated in [Exhibit 3.3.4](#),

- Twelve of the survey options were identified, at double-digit percentages, as areas of focused professional development by 313 teachers, averaging almost four areas per teacher.
- The most frequently cited areas were language arts, mathematics, use of technology, research-based instructional strategies, data analysis, use of formative assessment, and differentiated instruction.

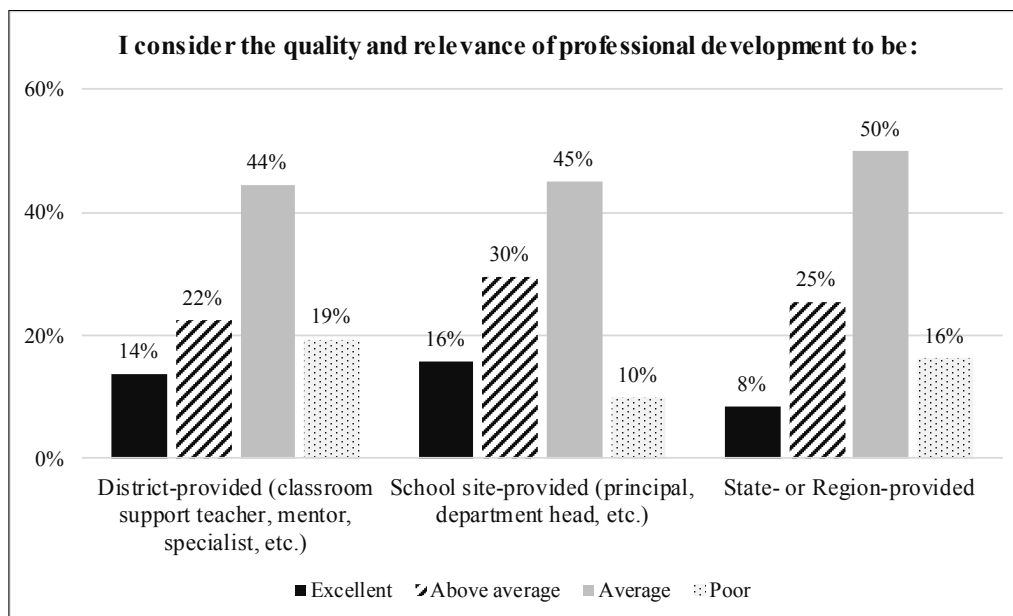
This characteristic was rated inadequate.

Characteristic 12: Is based on proven research-based approaches that have been shown to increase productivity

The auditors found no evidence that an informal or formal approach to ensuring that professional development offerings are evaluated in advance for quality or that they incorporate research-based approaches to the improvement of practice. However, respondents to the online teacher survey indicated that most of the professional development has been relevant and of good quality, as reported in [Exhibit 3.3.5](#).

Exhibit 3.3.5

**Quality and Relevance of Professional Development
Richland Independent School District
February 2018**



Data Source: Online Teacher Survey

As reported in [Exhibit 3.3.5](#), most teacher respondents rated the quality and relevance of professional development as average or above, with the best ratings going to school site-provided training, with only 10% rating the quality of those trainings as poor. This characteristic was rated as partially adequate.

Characteristic 13: Provides for initiation, implementation, and institutionalization

The auditors found no evidence of a formal structure for ensuring consistent follow-up or subsequent levels of professional development in a particular area that would likely result in a change in professional practice and institutionalization. Their conclusion was confirmed by one building administrator who commented, “We need ongoing professional development to ensure all of our staff, classified, too, has adequate training before moving on to new initiatives and abandoning the support and funding of what is still being learned if we are to affect change at a deeper level.” This characteristic was rated inadequate.

Characteristic 14: Is based on human learning and development and adult learning

As mentioned in the discussion of Characteristic 12, auditors found no system in place to determine the quality of content delivered via professional development. Further, the auditors found no expectation for modeling desired instructional strategies during professional development trainings or that professional development would be developed and delivered congruent with adult learning theory or designed to align with the professional needs of individual teachers. This characteristic was rated inadequate.

Characteristic 15: Uses a variety of professional development approaches

The auditors found no district system in place to manage, monitor, or evaluate the delivery methodology of professional development at all levels of the system. Auditors were told that almost all professional development is offered face-to-face. The *Professional Development Course Catalog, 2016-17* and the “Trainings Coming Up” documents do not include reference to the delivery mode or approach to be used in delivering the professional delivery training. Further, the auditors found no indication that a study or analysis of which strategies produced the best results in terms of improved professional practice and/or improved student achievement had been conducted. This characteristic was rated inadequate.

Characteristic 16: Provides follow-up and requires on-the-job application

The auditors found no expectation stated through board policies or district documents that professional development initiatives are for the purpose of refining and reinforcing professional practices in the classroom. Although campus administrators indicate they monitor classroom instruction on a regular basis, no consistent or adopted focus for these efforts or an expectation that the observations were used to align professional learning with classroom practice were identified.

Several teachers commented on perceived incompatibility between professional development and classroom implementation:

- “In-building training is most required and does not specifically apply to my content area. It is necessary, but....”
- “There’s no professional development that fits what I do and not just for gen[eral] ed[ucation] students.”
- “Very little [professional development] is offered that really applies to my classroom, and when it is, it is a one-time shot!”
- “The professional development opportunities offered by the district and building, in my opinion, are functional in nature. They are not particularly inspiring or motivation. I would like to receive training from someone I feel knows more about a curriculum or area than I do....”

This characteristic was rated inadequate.

Characteristic 17: Expects each supervisor to be a staff developer

An expectation that each supervisor shall be a staff developer is not specified in board policy. However, in reviewing job descriptions, auditors found a statement of expectation to provide professional development among most supervisors’ responsibilities. Examples include:

- Director of Career and Technology Education: “Facilitate the selection, hiring and professional development of career and technical education staff”
- Elementary Principal: “Ability to develop, implement, and engage staff in ongoing professional development with a focus on improving student learning.”
- Middle School Assistant Principal: “Ability to develop, implement, and engage staff in ongoing professional development with a focus on improving student learning.”
- Executive Director of Special Education: “Develop and implement ongoing professional development for staff around compliance to law, best practices for Special Education, and effective student behavior strategies.”

This characteristic was rated adequate.

Characteristic 18: Requires an evaluation process

Auditors found no evidence that the effectiveness of professional development activities has been evaluated in terms of specific outcomes concerning teaching practices or student learning. Evaluation has been limited to feedback from participants after some sessions via surveys or informal feedback, as confirmed by one district administrator: “At the end of a workshop, teachers fill out a form about whether they think the workshop was good. But that’s different from an evaluation. We really don’t have an evaluation.” This characteristic was rated inadequate.



Reading groups are a predominant teaching strategy at Sacajawea Elementary

Summary

The district offers many professional development opportunities, including two programs for new teachers and aspiring administrators. However, the district does not have a comprehensive plan for professional development to provide the clarity of design, delivery, and assessment, and follow-up necessary to accomplish the intended outcome of professional development—improvement of human capacity to promote increased learning by all students. Further, coordination of professional development efforts is currently the responsibility of a district-level executive director with other major responsibilities and without the support to provide a clearinghouse and focus for district-wide professional development. As a result, professional development efforts are fragmented, and alignment to district priorities a function of default rather than design (see [Recommendation 4](#)).

STANDARD 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 this audit standard 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 are:

- A formative and summative assessment system linked to a clear rationale in board policy;
- Knowledge, local validation, and use of current curricular and program assessment best practices;
- 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 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 or 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.

A school district meeting this audit standard has a full range of formal and informal assessment tools that provide program information relevant to decision making at classroom, building (principals and school-site councils), system, and board levels.

A school system meeting this audit standard has taken steps to ensure that the full range of its programs is systematically and regularly examined. Assessment data have been matched to program objectives and are used in decision making.

What the Auditors Expected to Find in the Richland School District:

The auditors expected to find a comprehensive assessment program for all aspects of the curriculum, PreK through grade 12, which:

- Was keyed to a valid, officially adopted, and comprehensive set of goals/objectives of the school district;
- Was used extensively at the site level to engage in program review, analysis, evaluation, and improvement;
- Was used by the policy-making groups in the system and the community to engage in specific policy review for validity and accuracy;
- Was the foci and basis of formulating short- and long-range plans for continual improvement;
- Was used to establish costs and select needed curriculum alternatives; and
- Was publicly reported on a regular basis in terms that were understood by key stakeholders in the community.

Overview of What the Auditors Found in the Richland School District:

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

Student assessment and program evaluation planning documents provided to the auditors for review, combined with interviews and campus observations, did not provide sufficient evidence of a comprehensive student assessment and program evaluation plan. Auditors found no evidence of a systematic means of evaluating instructional programs for the purposes of making decisions about their selection, continuation, modification, and/or termination.

The scope of formal assessment in Richland School District is inadequate when viewed across all grade levels and curriculum offerings as well as when considering the various grade level groups. Overall, the scope of formal assessment in the Richland School District was inadequate in that only 36% of core courses and 13% of non-core courses had some form of state or district-wide assessment.

Data use was found to be inadequate to inform curricular, instructional, and programmatic decision making to improve student achievement. Data use to guide instruction is undefined, and data were used inconsistently from campus to campus and classroom to classroom. District-wide, summative data collection was limited to courses with required state assessments. A system-wide process for the use of data in evaluating programs prior to implementation or when making decisions about continuation, modification, or termination was not in place.

Finding 4.1: The district lacks comprehensive planning for student assessment and program evaluation to guide decisions for the improvement of student achievement.

In addition to curriculum management planning, there is also a curriculum management audit expectation that school systems be engaged in comprehensive planning for student assessment and program evaluation. A comprehensive, coherent system for assessment provides teachers, building administrators, and district leaders with the means for determining the *effectiveness* of programs and practices. It allows the district to gather a variety of data and creates a consistent method for measuring and reporting student progress. Clear assessment and evaluation processes guide what gets measured, monitored, and managed to influence teaching, campus improvement, and district focus. This enables school leaders to evaluate the instructional program and related efforts and to make decisions to continue programs, modify them, or discontinue those that are not effective, based on how well the system's goals are being met. Without a consistent approach to assessment planning and program evaluation, it is difficult to determine what areas need to be improved, what progress is being made, and what methods are contributing to upward trends.

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; 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 Assessment Richland School District February 2018

Document Title	Date of Last Revision
Board Policies	Various
Organizational Chart	2017
Job Descriptions	Various
2017-2020 District Improvement Plan	2017
2016-17 School Improvement Plans (all)	2017
Program Evaluation Documents	Various
2017-18 Assessment Calendar	2017
Turnaround Leader Actions	Not Dated

Overall, the auditors found no comprehensive document that provides guidance across all levels for the district's assessment and program evaluation process. Elements of student assessment and program evaluation planning were found in several documents throughout the district, but, collectively, they were found to be inadequate to guide this important process for use of student achievement data to make decisions related to student achievement and programs at the district and building levels.

Board policies are a primary source where direction can be clarified. Auditors examined board policies for expectations for feedback on how the district is performing in regard to student achievement and the evaluation of the effectiveness of programs and services. Auditors found no single policy or group of policies directing comprehensive student assessment and requiring program evaluation plans. The following board policies made reference to student assessment and planning for student assessment and program evaluation:

- *Board Policy 1810* requires the board to annually review goals and objectives from the previous school year, and "file the assessment with the school board minutes."
- *Board Policy 2130* requires a "variety of assessment procedures to measure student performance, including norm-referenced tests, district-level and classroom-based performance assessments."
- *Board Policy 2163* combines systematic assessment, decision making, and a multi-tiered services delivery model "to improve educational and behavioral outcomes for all students."
- *Board Policy 2163 RR* requires "a system of universal screening assessments conducted at intervals to place students in tier levels of instruction. Progress monitoring is required through curriculum based measures and/or curriculum based assessments."
- *Board Policy 2400* indicates that "students shall be promoted to the next grade level following a successful year of study at a specific grade level," but does not define successful student performance.
- *Board Policy 2420* requires "the issuance of grades and progress reports to serve for the basis of continual evaluation of a student's performance."
- *Board Policy 5220* states that "teachers are responsible for evaluating the work of students."

Overall, the Richland School District board policies were inadequate to provide direction for comprehensive student assessment and program evaluation. Some board policies partially identified components that are found within a comprehensive plan for student assessment and program evaluation; however, auditors did not find written evidence of a planning process for formative evaluation or a connection between evaluation and discontinuation of ineffective programs in policy. Board policies were also silent on the requirement of the disaggregation of student assessment data or other use of such data to influence curricular decisions at the building or district level, including the audit expectations for reporting to the board on new programs, three-year reports on long-term programs, and summative reports on all content areas prior to curriculum revisions (see [Finding 1.1](#)).

The auditors also examined job descriptions for administrative positions to identify responsibilities for student assessment and program evaluation. The auditors noted that although job descriptions provided meet some of the requirements, they are primarily written as job vacancies for open positions (see [Finding 1.3](#)). References to assessment and program evaluation were found in the following job descriptions:

- District Assessment and WASL Program Administrator
 - Coordinate testing of all students as required by Federal and State mandates;
 - Interpret state testing results;
 - Collect pertinent student data; and
 - Use data to drive instruction.
- Coordinator of Early Childhood Education
 - ECEAP program management;
 - Work with district and schools to increase student achievement; and
 - Select, disaggregate, and analyze data that can be used to evaluate and improve practices/programs.
- Curriculum Coordinator
 - Analyze state, district, and school assessment results.
- Professional Development Coordinator
 - Analyze state, district, and school assessment results, and coordinate supportive professional development.
- Special Programs Coordinator
 - Coordination of testing initiatives such as DIBELS, AIMS, etc.;
 - Manage the training of ELL staff and the assessment of ELL students; and
 - Prepare principals at each school site for programmatic audit.
- Deputy Superintendent of Instruction
 - Use an array of disaggregated student learning data to promote goal achievement and high standards for all; and
 - Monitor effectiveness of district instructional programs to identify and address challenges and opportunities.
- Deputy Superintendent
 - Proven ability to articulate a vision, direction, and leadership for student achievement, curriculum, and instruction; ,
 - Exceptional background in best practices in curriculum, instruction, and assessment; and
 - Monitor effectiveness of district instructional programs to identify and address challenges and opportunities.
- Director of Special Education
 - Understanding of RTI assessment system and what to do with the data once collected;
 - Develop a data profile in conjunction with Assistant Superintendent of Assessment to ensure that all Special Education students meet individualized learning standard targets; and
 - Oversee the Special Education state assessment program.

- Executive Director of Elementary Education and Assessment
 - Responsible for overseeing day-to-day operations of Richland School District's nine elementary schools as well as district assessment data analysis.
- Executive Director of Teaching, Learning, and Curriculum
 - Responsible for leadership in developing, implementing, monitoring, and evaluating the district's curriculum and assessment processes, structure, and content.
- Building Principal
 - Evaluate student's academic and social growth using a variety of authentic assessment techniques.
 - Keep appropriate records and prepare progress reports.

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 clear and coherent across functions, departments, and levels to minimize fragmented practices within the district. Several of the job descriptions are not current positions listed in the district's table of organization; and some job descriptions listed in the table of organization lack a specific job description (see [Finding 1.3](#)).



Student and teacher support demonstrated on a classroom door at Orchard Elementary School

As noted, the RSD did not have a single document submitted as a system-wide assessment plan. Therefore, the auditors looked for evidence of various components of a comprehensive student assessment and program evaluation plan within documents submitted for review, applying the 15 curriculum management audit characteristics presented in [Exhibit 4.1.2](#).

Exhibit 4.1.2

**Characteristics of a Comprehensive Student Assessment
And Program Evaluation Plan
Richland School District
February 2018**

Characteristic (The plan...)	Auditors' Rating	
	Adequate	Inadequate
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.	Partial*	
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).	Partial*	
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*	
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. Specifies the connection(s) among district, state, and national assessments.		X
8. Specifies the overall assessment and analysis procedures used to determine curriculum effectiveness.		X
9. Requires aligned student assessment examples and tools to be placed in curriculum and assessment documents.		X
10. Specifies how equity issues will be identified and addressed using data sources; controls for possible bias.		X
11. 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
12. Provides for appropriate trainings for various audiences on assessment and the instructional use of assessment results.		X
13. Delineates responsibilities and procedures for <u>monitoring</u> the administration of the comprehensive student assessment and program evaluation plan and/or procedures.		X
14. 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
15. 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.		X
Total	0	15
Percentage of Adequacy	0%	
*Partial ratings are tallied as inadequate.		
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In the absence of a single comprehensive student assessment document, auditors looked for evidence of the audit's 15 characteristics of a comprehensive student assessment and program evaluation plan among the various district documents presented. To meet audit standards, a minimum of 11 of the 15 characteristics (70%) must be evident in the existing process for it to be considered adequate to provide a framework for an effective approach to student assessment and program evaluation. As can be seen in Exhibit 4.1.2, district documents provided to auditors did not fully meet any of the 15 characteristics (0%) of a comprehensive student assessment and program evaluation plan. The auditors' rationale for each rating is provided below.

Characteristic 1: Philosophical Framework

This characteristic was rated partially adequate. *Board Policy 2130: Student Assessment System* sets the expectation that the district will utilize a variety of assessment procedures and measures to assess student performance and implies the use of formative and summative assessments by including classroom and district-based assessments as well as the use of norm-referenced tests. However, the policy does not stipulate which formative assessments are required; whether or not formative assessments are utilized at the building, district, or both levels; how and when data are collected; or how the data will be used.

The RSD website states that "student achievement data is the product of a coordinated assessment plan for using screening, progress monitoring, diagnostics, and outcome measures to guide instruction and to conduct program evaluation." Auditors were not presented with a board policy or district document that specified any philosophical statements concerning the value, purpose, and use of formative versus summative assessment instruments.

The following quotes speak to the lack of a comprehensive student assessment and program evaluation plan:

- "The district does have *Interim Block Assessments [IBAs]*, but they have not been a focus this year. We mostly use our own assessments." (Building Administrator)
- "We use *MAP* and *DIBELS*, but we don't have an intentionally designed assessment program. We aren't using our assessments in the correct way. The assessment system needs to be revamped from the ground up." (District Administrator)
- "We don't have any district guidelines for how they [teachers] use assessments. They are all over the place. We have some that are kicking out of the park and others who are loosely organized." (District Administrator)

Characteristic 2: Formative and Summative Assessment Procedures

This characteristic was rated as partially adequate. The auditors were not provided with a document that might serve as a consistent district-wide guide defining the purpose, use, and users of formative and summative instruments. The 2017-18 Assessment Calendar identifies the formative and summative assessments currently used district-wide and meets some of the features required for adequacy in this characteristic. The calendar delineates a monthly timeline and specific assessment tools used as instruments for student learning. The following quotes provide insight into the district's procedures for the use of formative and summative assessments:

- "Depending on the grade level, you should see fairly frequent use of formative assessment—not all of which I support in the way it is being used." (District Administrator)
- "In elementary they use *DIBELS* a lot and in ways they shouldn't. I think they have overused it (*DIBELS*) and excessively. The reason I say that is they make placement decisions, and the data wasn't designed to do that." (District Administrator)
- "We are 60% of the way there on accessing those *IBAs [Interim Assessment Blocks]*. The push now is to get strong compliance since we don't mandate them [*IBAs*]." (District Administrator)

While the calendar provides information on specific tests by grade and month administered, auditors were unable to locate any explicit procedures for formative assessment, including the steps for administering them or details on how any data resulting from formative assessments should be used to inform instructional planning.

Characteristic 3: Formative Diagnostic Assessments

This characteristic was rated partially adequate. *Board Policy 2130* for student assessment did not include provisions regarding formative diagnostic assessments; however, *Board Policy 2163* and *2163 RR* required that formative, diagnostic instruments be administered and disaggregated data be provided for instructional differentiation purposes. Specific instruments for early reading appear to be used diagnostically and to determine groupings for differentiated instruction. Auditors saw evidence through documents and interviews of such practices, but they differed across campuses and appeared not to have been communicated clearly, systematically, and systemically – which would be supported through a comprehensive district assessment plan.

Characteristic 4: List of Student Assessment and Program Evaluation Tools

This characteristic was rated partially adequate, because portions of the characteristic were met. Auditors were provided with the 2017-18 Assessment Calendar listing the assessments, the administration windows/dates, and the population to be tested. The list included district and state-mandated assessments used at the various grade levels across RSD; however, the document did not specify program evaluation tools to be used at the district or building level.

Characteristic 5: Diverse Assessment Strategies

This characteristic was rated inadequate. Auditors found little reference to the use of diverse formative and summative assessment strategies for multiple purposes at all levels—district, program, school, and classroom. The 2017-18 Assessment Calendar refers to progress monitoring, benchmarking, exit exams, or just “assessment,” although not all content areas are addressed, and some are listed as optional. Comments from interviews indicated that it was a campus decision whether or not to use particular assessments. There was no clear picture of how the district determined what is tight or loose in terms of assessment practices across RSD.

Characteristic 6: Assessment Roles and Responsibilities

This characteristic was rated inadequate. As noted earlier, job descriptions provided to the auditors cited 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. Several of the job descriptions are not current positions listed in the district’s table of organization; and some job descriptions listed in the table of organization lack a specific job description (see [Finding 1.3](#)). Responsibilities for the development, execution, and monitoring of assessment practices at a district level are uncoordinated, and roles are unclear. Overall, job descriptions do not contain clear language for the expected use and monitoring of assessment practices.

Characteristic 7: Connections Among District, State, and National Assessments

This characteristic was rated inadequate. The assessment calendar presented to auditors provided a list of district and state assessments administered across RSD. Other documents provided information on national assessment; however, the auditors did not find a document that provided connections and rationale between the various assessments utilized.

Characteristic 8: Specifies Procedures Used to Determine Curriculum Effectiveness

This characteristic was rated inadequate. *Board Policy 2130* stated the expectation that the district would utilize a variety of assessments to measure student performance. The auditors did not find a document that provided clarification or outlined specifically how curriculum effectiveness would be determined. Although the use of data was evident, no documents provided direction for how the use of data would be integrated in systematic ways for decision making at the district, building, or classroom levels to evaluate the effectiveness of curriculum.

Characteristic 9: Aligned Assessment Examples and Tools in Curriculum Documents

This characteristic was rated inadequate. Although recently adopted materials and resources include assessments, auditors found no district expectation in policy or other documents that requires the inclusion of aligned assessment examples in curriculum documents.

Characteristic 10: Equity in Assessments

This characteristic was rated inadequate. The auditors found little evidence of planning intended to identify and address equity issues using various data sources and controls (see [Finding 3.1](#)). The District Improvement Plan and other documents as well as comments by district and building staff members express the desire to eliminate the achievement gap and improve performance of high poverty students; however, an actual process for identifying various types of equity issues, determining and implementing appropriate actions, and monitoring the effect of those actions on student achievement with controls for possible bias was not found.

Characteristic 11: Program Evaluation

This characteristic was rated inadequate. In order to meet audit expectations for program evaluation, the district must identify the components of the student assessment system that will be included in program evaluation efforts and specify how these data will be used to determine continuation, modification, or termination of a given program/intervention (see [Finding 5.2](#)). After reviewing the documents provided by the district pertaining to program evaluation, the auditors did not find evidence that a program evaluation model or process specifically addressed how student assessment would be used as a data source for decision making related to programs and services. Examples of program evaluations provided to auditors were required state and/or federal reports that included no evidence of how the findings were analyzed or the actions that would take place as a result of the analysis (see [Finding 4.3](#)).

Characteristic 12: Trainings on Assessment and Instructional Use of Assessments.

This characteristic was rated inadequate. Interview and survey data alluded to training in the use of data at the building level predominantly during Professional Learning Community (PLC) time. Training primarily addresses the use of data in regard to student placement in specific academic groups or programs, and in some instances, the training focus is on the administration of a particular assessment tool and is not part of a system-wide professional development plan (see [Finding 3.3](#)) or comprehensive plan for assessment and program evaluation. The auditors were not provided with a document that specifically outlined how training for various groups might occur on a district-wide basis or that met the audit expectation of systematic district-wide planning, implementation, monitoring, and evaluation. Comments below are reflective of training practices for assessment in RSD:

- “PLCs [Professional Learning Communities]—some are good and some aren’t. They discuss common assessments.” (Building Administrators)
- “We use Google Classroom in 95% of classrooms. We also use exit tickets. We provide professional development at our monthly staff meetings on formative assessments. We use Edmodo, Hapara, and Kahoot as online programs. The district hopes that we all migrate to Canvas in the future. I model Google Classroom for teachers.” (Building Administrator)
- “We have done a lot of training on interim assessments.” (District Administrator)
- “School administrators have done professional development on formative assessments, not the district.” (Building Administrator)

Characteristic 13: Responsibilities and Procedures for Monitoring

This characteristic was rated inadequate. Auditors did not find clear references regarding how monitoring of student assessment and program evaluation occurs at a district or building level. Board policy was silent on this topic, and job descriptions did not explicitly designate responsibilities and procedures for monitoring the administration of a comprehensive plan for student assessment and program evaluation.

Characteristic 14: Communicating and Training for Interpreting Results

This characteristic was rated inadequate. Although it was reported by building and district staff that training and the communication of results occur, the auditors did not find any reference to a process or processes for training in the use of data and communication of results, when it occurs, by whom, and to whom. PLCs and faculty meetings were the most common tool for sharing assessment data. A systematic process to build capacity for the analysis and application of the data, as well as a process to communicate the results, was not evident (see [Finding 4.3](#)).

Characteristic 15: Attribution of Costs by Program

This characteristic was rated inadequate. Auditors found no direction for creation of an assessment data system designed to allow attribution of costs by program, and, ultimately, permit program evaluations to support program-based cost-benefit analysis (see [Finding 5.1](#)).

Overall, auditors found some elements of a planning process for student assessment and program evaluation as outlined in [Exhibit 4.1.2](#), but those elements were not sufficient to constitute a comprehensive plan. In addition to reviewing documents, administering surveys, and conducting observations on site, auditors interviewed district administrators, principals, and parents. Comments collected from these interviews revealed that student assessment and data analysis were a priority, but there were significant perceived issues with the system as it currently exists.

Typical comments in this area included:

- “We [principals and teachers] pull our own data from the OSPI [Office of the Superintendent of Public Instruction] website.” (Building Administrator)
- “[We need to] look at global assessment and a yearlong plan.” (Building Administrator)
- “We get data analytics from the state of Washington broken down into a thousand different ways.” (District Administrator)
- “They do those types of things, but there hasn’t been a district mandate or training across the district (for formative assessment).” (District Administrator)
- “District data is disconnected from what happens in the classroom. The paraprofessionals give the assessments and then put the data in teacher boxes.” (Building Administrator)

Summary

The Richland School District currently lacks a comprehensive, systematic, and clearly communicated approach to guide quality practices for the assessment of student learning and the evaluation of programs and related services across the district. Board policies, job descriptions, and other documents provided for review, interviews, and site visits provided evidence of intention to address student assessment and program evaluation. However, planning was fragmented, and the auditors were informed that the district did not have a single, comprehensive student assessment and program evaluation plan. Absent this comprehensive plan and planning process, district staff lack a solid foundation for making decisions about the effectiveness of design and delivery. Additionally, district personnel had no means of systematically evaluating instructional programs for the purposes of making decisions about selection, continuation, modification, and or termination (see [Recommendation 6](#)).

Finding 4.2: The scope of student assessment is inadequate to effectively evaluate the taught curriculum and provide sufficient data for making sound instructional decisions.

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 scope of a district’s assessments 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 campus 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 are assessed in each subject and grade level using formal district-wide assessments. Such assessments provide a common measurement of learning, which helps ensure that each student is receiving a common and equitable education regardless of their school of attendance within the district.

In audit terms, the scope of student assessment refers to the presence of some type of formal district, state, or national assessment for every course. When reviewing assessment scope, auditors do not address the quality of those assessments or whether or not each curriculum objective for a given course is assessed. The audit expectation is that some form of formal assessment exists for 100% of courses in core content areas (language arts, mathematics, science, and social studies) and for at least 70% of all other courses.

To determine the scope of student assessment, auditors examined documents provided by the district staff, including board policy, assessment documents, testing calendars, master schedules, and course selection guides. The following exhibit provides a list of key documents related to assessment and reviewed by the auditors in order to determine the scope of student assessment in the Richland School District.

Exhibit 4.2.1

Key Assessment Documents Reviewed Richland School District February 2018

Document	Date of Publication
Board Policies	Various
District Testing Calendar	2017-18
State Testing Program Document	Not Dated
District Tests Administered Document	Not Dated
Campus Master Schedules	2017-18
RSD Middle School Course Catalog, Grades 6-8	2017-18
RSD High School Course Catalog, Grades 9-12	2017-18
OSPI (Office of the Superintendent of Public Instruction) Website	Various

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

Overall, the auditors found a variety of 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 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 13% of non-core courses.



Using technology to enhance a small group math lesson at Tapteal Elementary

Auditors did not find direction in board policy or district planning documents related to the scope of assessment (see [Findings 1.1](#) and [4.1](#)). In addition to board policies, auditors reviewed various documents presented by district personnel showing the breadth of formal student assessment.

[Exhibit 4.2.2](#) lists the formal assessments administered in kindergarten through grade 5.

Exhibit 4.2.2
Formal Assessments Administered in Grades K-5
Richland School District
February 2018

Assessment	Description	Grade Level					
		K	1	2	3	4	5
WaKIDS (Washington Kindergarten Inventory of Developing Skills)	State - School Readiness Assessments - Social-Emotional, Language, Literacy, Physical, Cognitive, Mathematics	X					
DIBELS (Dynamic Indicators of Basic Early Literacy Skills)	District (Reading) - Benchmark Screening and Progress Monitoring Assessment Tool	X	X				
AimsWeb	District (Math) - Curriculum-Based measures of math performance for RTI (Response to Intervention)		X				
NWEA (Northwest Evaluation Association) MAP (Measures of Academic Progress) Assessments	District (Reading) Measures what students know and adjusts levels to performance				X	X	X
NWEA (Northwest Evaluation Association) MAP (Measures of Academic Progress) Assessments	District (Math) Measures what students know and adjusts levels to performance			X	X	X	X
WCAS (Washington Comprehensive Assessment of Science)	State Science Assessment (Note - First time administration in Spring 2018)						X
Smarter Balanced Assessments (SBA)	State English Language Arts Assessment				X	X	X
Smarter Balanced Assessments (SBA)	State Mathematics Assessment				X	X	X
OSPI-Developed Assessments -Formerly - Classroom Based Assessments (CBA)	State -Social Studies Assessment				X	X	X
	State - The Arts - Elementary Art and Music Assessment				X	X	X
	Health and Fitness				X	X	X
MAP for Primary Grades (MPG)	Screening tool for Highly Capable Program	S	S				
Scholastic Inventory (Optional)	Reading and Math Screening for Highly Capable and Quest Programs			S	S	S	S
CogAT (Cognitive Abilities Test)	Reasoning and problem solving screening for Highly Capable and Quest Programs	S	S	S	S	S	S
WA-AIM (Washington Access to Instruction and Measurement)	State - ELAR and Math - Alternate assessment based on alternate achievement standards aligned to the Common Core State Standards for students with significant cognitive challenges				S	S	S
Key: X = administered to students at that grade level S = administered to selected students							
Sources: RSD assessment documents, district testing calendars, master schedules, interviews, OSPI (Office of Superintendent of Public Instruction) website							

Auditors noted the following from Exhibit 4.2.2:

- The district utilizes a variety of state provided and district administered assessments.
- Social studies and science are not assessed prior to third grade.
- The district lacks locally developed assessments aligned to the standards and designed to measure student mastery of the curriculum.

Exhibit 4.2.3

Formal Assessments Administered in Grades 6-12 Richland School District February 2018

Assessment	Description	Grade Level						
		6	7	8	9	10	11	12
NWEA (Northwest Evaluation Association) MAP (Measures of Academic Progress) Assessments	District (Reading and Math) Measures what students know and adjusts levels to performance	X	X	X	S	S	S	S
WCAS (Washington Comprehensive Assessment of Science)	State Science Assessment (Note - First time administration in Spring 2018)			X			X	
Smarter Balanced Assessments (SBA)	State English Language Arts Assessment	X	X	X		X		
Smarter Balanced Assessments (SBA)	State Mathematics Assessment	X	X	X		X		
OSPI-Developed Assessments -Formerly - Classroom Based Assesments (CBA)	State -Social Studies Assessment	X	X	X	X	X	X	X
	State - The Arts - Art, Theatre, and Music Assessment	X	X	X	X	X	X	X
	State - Health and Fitness	X	X	X	X	X	X	X
Scholastic Inventory (Optional)	Reading and Math Screening for Highly Capable and Quest Programs	S	S					
CogAT (Cognitive Abilities Test)	Reasoning and problem solving screening for Highly Capable and Quest Programs	S	S					
WA-AIM (Washington Access to Instruction and Measurement)	State - ELAR and Math - Alternate assessment based on alternate achievement standards aligned to the Common Core State Standards for students with significant cognitive challenges	S	S	S		S		
PSAT/NMSQ (Preliminary SAT/ National Merit Scholarship Qualifying Test)	Standardized test preparation for SAT Reasoning Test. Provides opportunities to enter NMSC (National Merit Scholarship Corporation) programs.					S	S	
SAT	Reasoning test for reading, writing, and math skills for college preparation.						S	S
ACT (American College Test)	National college admission examination consisting of subject area tests in: English, reading, mathematics, and science (writing optional)						S	S
Key: X = administered to students at that grade level S = administered to selected students								
Sources: RSD assessment documents, district testing calendars, master schedules, interviews, OSPI (Office of Superintendent of Public Instruction) website								

Auditors noted the following from Exhibit 4.2.3 regarding use of state- or district-wide assessments:

- The district is adequate in scope for social studies, the arts, and health and fitness with state provided OSPI developed assessments in grades 6-12.
- Science is the least assessed subject at the secondary level with formal required assessments only at grades 8 and 11.
- The district lacks locally developed assessments aligned to the standards and designed to measure student mastery of the curriculum.

The following four exhibits, Exhibit 4.2.4 through 4.2.7, detail the scope of formal assessment district-wide in kindergarten through grade 12. These exhibits show which courses were offered at various grade levels and whether or not some type of formal assessment for those courses was required by the district or the state. The exhibits do not speak to the quality of those assessments or whether the assessment was formative or summative.

Exhibit 4.2.4 shows the scope of district and state assessment for the elementary levels:

Exhibit 4.2.4

Scope of Formal Assessments Administered in Kindergarten through Grade 5 Richland School District February 2018

Courses Offered	Courses Offered by Grade Level						Total Courses Taught	Total Courses Assessed	Percent Assessed
	K	1	2	3	4	5			
Core Content Area Courses									
ELAR	X	X	X	X	X	X	6	6	100
Mathematics	X	X	X	X	X	X	6	6	100
Science	O	O	O	O	O	X	6	1	17
Social Studies	O	O	O	X	X	X	6	3	50
Totals (Core Courses)							24	16	
Percent of Core Courses Assessed									67%
Non-Core Content Area Courses									
Music	O	O	O	X	X	X	6	3	50
Health and Fitness	O	O	O	X	X	X	6	3	50
Art	O	O	O	X	X	X	6	3	50
Totals (Non-Core Courses)							18	9	
Percent of Non-Core Courses Assessed									50%
Key: X = Course offered at grade level with assessment; O = Course offered, no assessment									
Sources: RSD elementary curriculum/assessment documents, district testing calendars, master schedules, interviews, OSPI (Office of Superintendent of Public Instruction) website									

As Exhibit 4.2.4 indicates, the district's assessment scope at the elementary level did not meet audit standards. One may note the following:

- The total scope of assessment for core courses in grades K-5 was 67% and 50% for non-core courses.
- English language arts/reading and mathematics are the only two subjects formally assessed by the district or state at all grade levels.
- Science was only formally assessed in grade 5.
- Although, writing is listed as a stand-alone subject in elementary master schedules, auditors did not include writing as a course to be assessed since the state now assesses writing in a combined ELAR assessment.

Exhibits 4.2.5 and 4.2.6 show the scope of district and state assessments for the secondary level.

Exhibit 4.2.5

Scope of Formal Assessments Administered in Grades 6-8 Richland School District February 2018

Courses Offered	Grade Level Offered			Total Courses Taught	Total Courses Assessed
	6	7	8		
Core Content Area Courses					
English Language Arts					
English Language Arts	X	X	X	3	3
Advanced English Language Arts	X	X	X	3	3
Reading	X	X	X	3	0
Totals (Language Arts)				9	6
Percent of English Language Arts Courses Assessed					67%
Mathematics					
General Mathematics 1	X			1	1
General Mathematics 2	X	X		2	2
Pre-Algebra	X	X	X	3	3
Algebra I		X	X	2	2
Algebra IA			X	1	1
Geometry			X	1	1
Totals (Mathematics)				10	10
Percent of Mathematics Courses Assessed					100%
Science					
Earth Science	O			1	0
Advanced Earth Science	O			1	0
Life Science		O		1	0
Advanced Life Science		O		1	0
Physical Science			X	1	1
Advanced Physical Science			X	1	1
Totals (Science)				6	2
Percent of Science Courses Assessed					33%
Social Studies					
World Geography/Ancient Civilizations	X			1	1
Adv. World Geog/Ancient Civilizations	X			1	1
Washington State History (SEM)		X		1	1
Advanced Washington State History (SEM)		X		1	1
Washington in the World History		X		1	1
Adv. Washington in the World History (SEM)		X		1	1
U.S. History			X	1	1
Advanced U.S. History			X	1	1
Totals (Social Studies)				8	8
Percent of Social Studies Courses Assessed					100%
Total Core Courses				33	26
Percent of Core Courses Assessed					79%

Exhibit 4.2.5 (continued)
Scope of Formal Assessments Administered in Grades 6-8
Richland School District
February 2018

Courses Offered	Grade Level Offered			Total Courses Taught	Total Courses Assessed
	6	7	8		
Non-Core Content Area Courses					
Physical Education					
Physical Education	X	X	X	3	3
Health	X	X		2	2
Totals (Physical Education)				5	5
Percent of Physical Education Courses Assessed					100%
Foreign Language					
Spanish I			O	1	0
Totals (Foreign Language)				1	0
Percent of Foreign Language Courses Assessed					0%
Fine Arts					
Visual Art	X	X	X	3	3
Band (Concert, Jazz)	X	X	X	3	3
Choir (Concert, Symphonic)	X	X	X	3	3
Orchestra (Orchestra, Chamber)	X	X	X	3	3
Theatre (Drama)	X	X	X	3	3
Totals (Fine Arts)				15	15
Percent of Fine Arts Courses Assessed					100%
CTE and Electives					
Family and Consumer Science	O	O	O	3	0
Computer Essentials	O	O	O	3	0
Robotics	O	O		2	0
Introduction to Design		O	O	2	0
Introduction to CADD	O	O	O	3	0
IDEA Makerspace	O	O	O	3	0
Introduction to Production and Broadcasting		O	O	2	0
Computer Science Discoveries 1		O	O	2	0
Computer Science Discoveries 2		O	O	2	0
Speech/Public Speaking	O	O		2	0
Debate			O	1	0
AVID (Advancement Via Individual Deter.	O	O	O	3	0
Foundations for Middle School Success	O			1	0
Exploratory World Language	O	O		2	0
College and Career Exploration		O	O	2	0
Engineering Design and Problem Solving	O	O	O	3	0
Guided Study	O	O	O	3	0
Leadership	O	O	O	3	0
Mythology		O		1	0
Totals (CTE and Electives)				43	0
Percent of CTE/Elective Courses Assessed					0%
Total Non-Core Content Area Courses				64	20
Percent of Non-Core Content Area Courses Assessed					31%
Key: X = Course offered at grade level with assessment; O = Course offered, no assessment; Blank = Course not offered at grade level					
Note: Electives may differ from one campus to another.					
Sources: RSD Middle School Course Catalog 2017-18, district testing calendars, master schedules, interviews RSD assessment documents. OSPI (Office of Superintendent of Public Instruction) website					

As shown in [Exhibit 4.2.5](#):

- Seventy-nine percent of core courses were formally assessed at the middle school level.
- Thirty-one percent of non-core courses were formally assessed at the middle school level.
- As a result of OSPI developed assessments for fine arts and physical education, 100% of those courses can be formally assessed; however, those courses are not required by the district annually but only at certain intervals.

[Exhibit 4.2.6](#) shows a summary of district and state assessment scope for grades 9 through 12. The full scope exhibit may be found in [Appendix I](#).

Exhibit 4.2.6

Summary of Scope of Formal Assessments Administered in Grades 9-12 Richland School District February 2018

Content Area	Number of Courses Offered	Number of Courses Formally Assessed	Percent of Courses Formally Assessed
Core Content Area Courses			
English Language Arts	24	2	8
Mathematics	22	4	18
Science	26	1	4
Social Studies	19	6	32
Totals (Core Content Area Courses)	91	13	
Percent of Core Content Area Courses Assessed			14%
Non-Core Content Area Courses			
World Languages	18	0	0
Fine Arts	42	0	0
Additional High School Electives	9	0	0
Health	2	1	50
Physical Education	11	1	9
Career and Technical Education	69	0	0
Totals (Non-Core Content Area Courses)	151	2	
Percent of Non-Core Content Area Courses Assessed			1%
<i>Sources: RSD High School Course Catalog 2017-18, district testing calendars, master schedules, interviews RSD assessment documents, OSPI (Office of Superintendent of Public Instruction) website</i>			

[Exhibit 4.2.6](#) provides the following information regarding the scope of formal assessments in grades 9 through 12:

- Fourteen percent of the core academic courses in grades 9 through 12 are formally assessed at the district or state level.
- Social studies had the highest percentage of assessed core courses at 32%.
- Science offers 26 core courses but only 1 course (4%) is formally assessed.
- Health and physical education were the only two non-core courses formally assessed, and according to district documents, those are not required annually.
- Non-core courses were formally assessed at the district or state level only 1% of the time.

Exhibit 4.2.7 summarizes the scope of formal assessment from kindergarten through grade 12.

Exhibit 4.2.7

Summary of Scope of Formal Assessments Administered in Grades K-12 Richland School District February 2018

	Grades/Courses Requiring Assessment	Grades/ Courses Assessed	Percent Assessed
Core Content Area Courses			
Elementary (Grades K-5)	24	16	67
Middle School (Grades 6-8)	33	26	79
High School (Grades 9-12)	91	13	14
Totals (Core Courses)	148	55	
Total Percent of Core Courses Formally Assessed			37%
Non-Core Content Area Courses			
Elementary (Grades K-5)	18	9	50
Middle School (Grades 6-8)	64	20	31
High School (Grades 9-12)	151	2	1
Totals (Non-core Courses)	233	31	
Total Percent of Non-Core Courses Formally Assessed			13%
<i>Data Sources: District Course Catalogs, district curriculum documents, district testing calendars, TEA website, master Schedules, interviews</i>			

One may observe the following when reviewing Exhibit 4.2.7:

- The district offered 148 core academic courses; only 37% of those courses are formally assessed.
- Middle school core courses had the highest scope of assessment with 79% of the core academic courses formally assessed by the district or state.
- Fifty percent of the elementary non-core courses were assessed formally; 1% of the non-core courses at the high school were assessed formally.

Beyond the basic scope of assessment, auditors also noted a lack of differentiation in assessments for the various levels to which students were assigned. Beginning in grade 6, students receive instruction in either a regular class or an advanced class for the same subject. However, auditors found no evidence of formal district-wide differentiated assessments that address the differences in curricular expectations between the regular and advanced levels (see Finding 2.3). While such analysis is not directly considered in the scope of student assessment, as the scope analysis is only concerned with the presence of an assessment, the lack of differentiation further adds to the inadequacy of use of available data regarding actual student progress that is necessary for effective instructional decision making across the district (see Finding 4.3).

Summary

In summary, the scope of formal assessment in Richland School District is inadequate when viewed across all grade levels and curriculum offerings as well as when considering the various grade level groups. The scope of student assessment refers to the presence of some form of state or district assessment for every course. To meet audit criteria for scope of assessment, 100% of courses in the core content areas must have some form of formal assessment. Overall, the scope of formal assessment in the Richland School District was inadequate in that only 37% of core courses and 13% of non-core courses were formally assessed (see Recommendation 6).

Finding 4.3: Use of formative and summative student assessment and program evaluation data is inadequate to inform curricular, instructional, and programmatic decision making. District-wide, student test scores are not consistently improving and persist in manifesting discrepancies at some grade levels and among subgroup populations.

Formative and summative student assessment data provide staff with ongoing feedback regarding student learning and the effectiveness of educational programs. Teachers who utilize formative assessment are equipped to address student needs by modifying instruction to impact individual and classroom learning. The use of formative assessment data also provides campus and district leaders with a systematic process for identifying important trends in formative and summative assessment results and the ability to respond promptly with curricular resources and/or programming adjustments, which will assist teachers in address student needs to increase learning, improve student achievement, and ultimately close the achievement gap.

When formative and summative assessment information is absent or not used, teachers are left to their instincts when making instructional decisions. When districts fail to effectively use formative and summative assessment data, they lack the continual review process needed to make sound informed decisions regarding how to modify the academic program. Teachers and districts that do not utilize formative assessment data are left to rely on the results of summative assessments to identify student weaknesses and are forced to respond reactively by designing reteaching and remediation plans to help ensure students master the curriculum. These reactive efforts often leave students without the prerequisite knowledge for subsequent learning, leading to further need for intervention. Such a cycle becomes difficult to overcome and leaves student achievement below levels of expected mastery, particularly students coming from low socioeconomic backgrounds. In effective school districts, the student assessment process is ongoing, programmatic, and systemic. In those 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, groups of students, and individual students. Frequent use of assessment data is utilized to design classroom instruction aimed at improving student achievement, and various forms of data are used to identify needs than can inform decision making at both school and district levels.

Summative assessment is used retrospectively when evaluating programs or student outcomes. This form of assessment is used to determine how well the program, group, or individual achieved predetermined goals. Formative assessment, on the other hand, is used at various points during implementation of a program or instruction, in time to make changes that will affect outcomes. In other words, assessments are summative if the results are used to judge performance or effectiveness; assessments are formative if the results are used to modify programs or instruction in time to affect student learning and program outcomes. When properly used, both formative and summative assessments add value to systemic decision making. Use of various forms of formative and summative data is critical for making sound decisions about program implementation, continuation or expansion, modification, or termination of such programs and interventions.

To determine if the district formative and summative data use is adequate to improve student achievement, identify important trends, and close the achievement gap, the auditors examined board policies, job descriptions, assessment data reports, and other district documents to determine the extent to which data were used in curricular, instructional, and programmatic decision making. Auditors also conducted interviews with board members and district and building administrators to better understand how data were used in the district. In addition, the auditors gathered data from two online surveys of teachers and building administrators and visited classrooms at all campuses to gather data on use of assessment.

Auditors found summative student assessment data were available district-wide for certain courses and at specific grade levels. They found some forms of formative assessments available for some courses and grade levels. However, neither summative nor formative data were being used consistently for curricular and instructional decision making in order to improve student achievement.

The following key policies were found to guide the use of formative and summative student assessment, as well as the use of data for program evaluation:

- *Board Policy 2163 RR* requires continuous progress monitoring of Response to Intervention and that resulting data be utilized to monitor for a change in “intervention, frequency, or duration.”

- *Board Policy 2400* provides “opportunities to utilize assessment results to monitor for program effectiveness.”
- *Board Policy 5220* states that “teachers are responsible for evaluating the work of students.”

Board policies were not presented to auditors that required the disaggregation of student assessment data or other use of such data to influence curricular decisions on a school or district level. Although, board policy addressed the opportunities to utilize assessment results to monitor program effectiveness, such effectiveness has not been defined in policy. Auditors found that board policies were inadequate to guide the use of data from assessments to determine program and curriculum effectiveness and efficiency in the Richland School District (see [Finding 1.2](#)).

The auditors also reviewed job descriptions to determine responsibilities for use of student assessment and program evaluation data. They found the following:

- The Building Principal is expected to “evaluate students’ academic and social growth, using a variety of authentic assessment techniques, and keeping appropriate records and preparing progress reports.”
- The District Assessment and WASL Program Administrator’s basic function is to “interpret state testing results, collect pertinent student data, prepare reports as required by the State, and provide test-related data to site and District administrators.” This position is also responsible for “coordinating with buildings and district administrators to use data to drive instruction, inform school improvement plans, including development and implementation of assessments for learning.”
- The Curriculum Coordinator is expected to “analyze state, district, and school assessment results and coordinate supportive professional development.”
- Teachers (various specializations) have preferred qualifications to have the ability to “collect and analyze classroom data to determine the impact of lessons, assessments, and assignments on student learning.”
- The Deputy Superintendent of Instruction is expected to “use an array of disaggregated student learning data to promote goal achievement and high standards for all, and monitor the effectiveness of district instructional programs.”
- The Executive Director of Elementary Education and Assessment has responsibilities for overseeing assessment application and analysis, implementing and managing data dashboard assessment software, and overseeing the RTI Assessment Committee.
- The Executive Director of Teaching, Learning, and Curriculum is responsible for “managing district and state assessments” while demonstrating “strong skills in the analysis, disaggregation, and effective use of assessment data.”

As noted in [Finding 4.1](#), several job descriptions are not current positions listed in the district’s table of organization; and some job descriptions listed in the table of organization lack a specific job description (see [Finding 1.3](#)). The auditors found that job descriptions related to the use of formative and summative data and program evaluation do not provide clarity or responsibility for a coordinated approach to the use of student assessment data or program evaluation.

In their attempt to learn how data were used at all levels of the system, auditors reviewed a selection of key documents, such as school and district improvement plans, the assessment calendar, and other related assessment documents. The documents reviewed by auditors listed specific types of assessments to be administered and for what purpose; however, the auditors were not presented with a district-wide systematic plan for the use of data to impact student achievement or to evaluate effectiveness of programs and services.

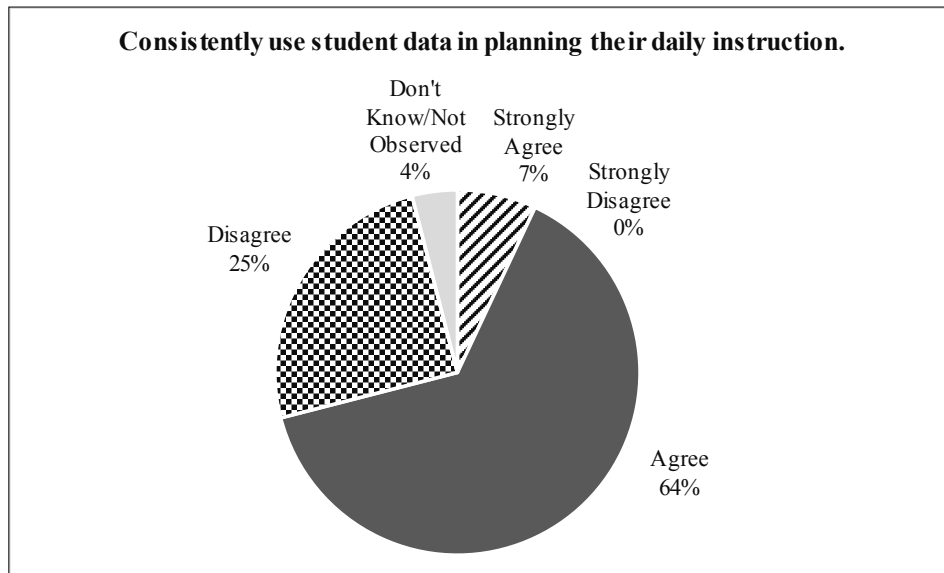
Survey Reports of Teachers' Use of Student Assessment Data

Two online surveys were part of the auditors' data collection process. One collected teacher reports on the use of student assessment data for various purposes, and the second gathered reports and perceptions of building administrators (principals and assistant principals) as to use of such data by teachers at their campuses.

Teachers and building administrators were asked about the frequency and use of formative and/or summative assessment data to improve student achievement and drive instruction. [Exhibit 4.3.1](#) displays building administrators' perceptions on teachers' consistent use of data to plan daily instruction.

Exhibit 4.3.1

Principal Reports of Teacher Use of Student Data to Plan Daily Instruction Richland School District February 2018



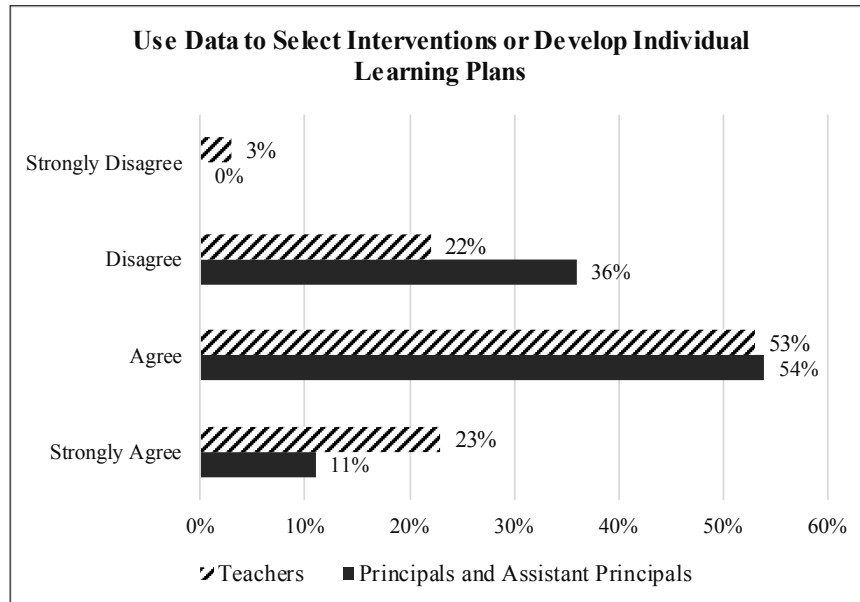
As can be noted from [Exhibit 4.3.1](#):

- Seventy-one percent of building administrators either strongly agree or agree that their teachers consistently use student data in planning daily instruction.
- Twenty-five percent of building administrators disagree that their teachers use student data in planning instruction.

Auditors asked building administrators and teachers if they consistently use data to select interventions or develop individual learning plans. [Exhibit 4.3.2](#) displays the results.

Exhibit 4.3.2

**Administrator and Teacher Responses Regarding Use of Data to Select Interventions
Or Develop Individual Learning Plans
Richland School District
February 2018**



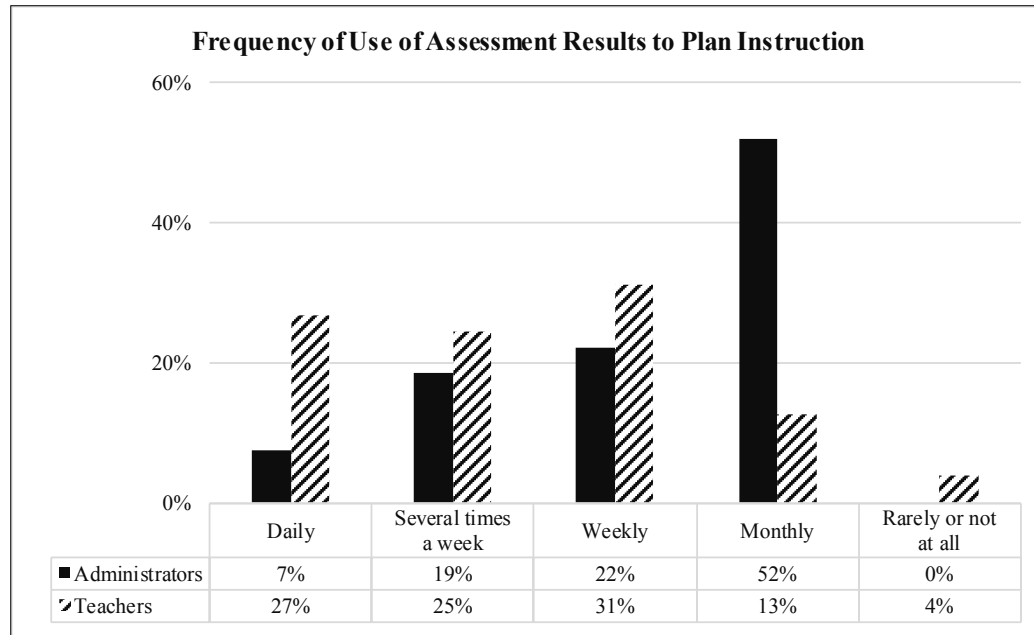
[Exhibit 4.3.2](#) shows the following:

- Fifty-three percent of teachers and 54% of principals and assistant principals agree that data are used to select interventions or develop individual learning plans.
- Thirty-six percent of administrators do not agree that teachers use data to select interventions.
- Twenty-three percent of teachers strongly agree that they use data to select interventions and develop individual plans, but only 11% of building administrators strongly agree.

Next, the auditors asked building administrators and teachers how frequently the results of assessments are used to plan instruction. [Exhibit 4.3.3](#) provides that information.

Exhibit 4.3.3

Principal and Teacher Perceptions of the Frequency That Assessment Results Are Used to Plan Instruction Richland School District February 2018



Responses shown in [Exhibit 4.3.3](#) reveal the following:

- Fifty-two percent of building administrators believe their teachers use assessments on a monthly basis to plan instruction, while 13% of teachers state that they use data monthly.
- Twenty-seven percent of the teachers believe they use assessment results on a daily basis.
- Seven percent of building administrators believe their teachers use assessment results daily.
- Thirty-one percent of teachers and 22% of building administrators believe assessment results are used weekly to plan instruction.

Following the information above on how frequently teachers use data to plan instruction, auditors posed the question to both building administrators and teachers on how student assessment data are used. Exhibit 4.3.4 provides building administrator and teacher perceptions of how they use assessment data.

Exhibit 4.3.4

Administrator and Teacher Reports of How Student Assessment Data Are Used Richland School District February 2018

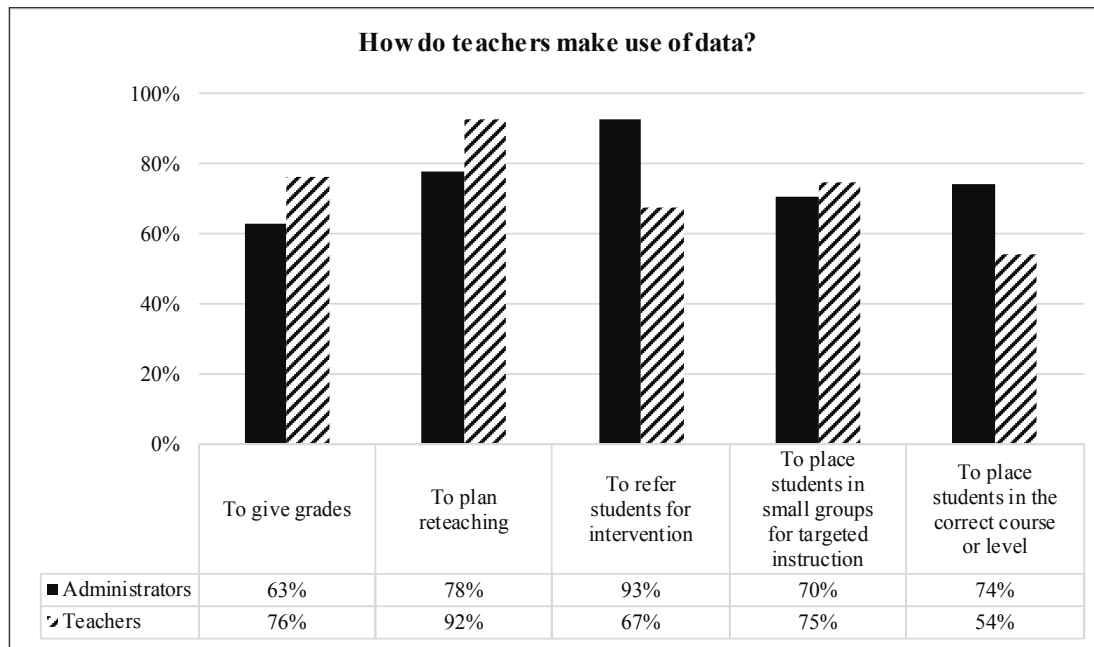


Exhibit 4.3.4 shows the following:

- Ninety-three percent of administrators believe teachers make use of student assessment data to refer students for intervention. In comparison, 67% of the teachers believe they use data to refer students for intervention.
- Sixty-three percent of administrators and 76% of teachers perceive that data are used to give grades.
- More teachers (92%) believe they use assessment data to plan reteaching than principals (78%).

Auditors asked teachers and administrators one additional question: how frequently do teachers use strategies for differentiating instruction to meet the individual needs of students? The following exhibits provide a display of those responses. [Exhibits 4.3.5](#) and [4.3.6](#) provide perceptions from teachers and administrators on how often teachers use differentiated instruction to meet individual student needs.

Exhibit 4.3.5

Teachers Report on the Use of Differentiated Instruction to Meet Needs of Students Richland School District February 2018

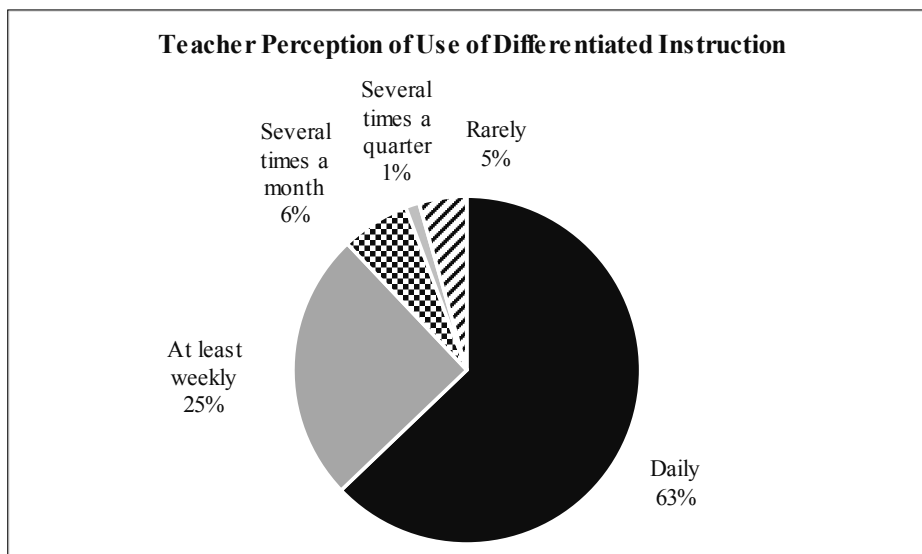
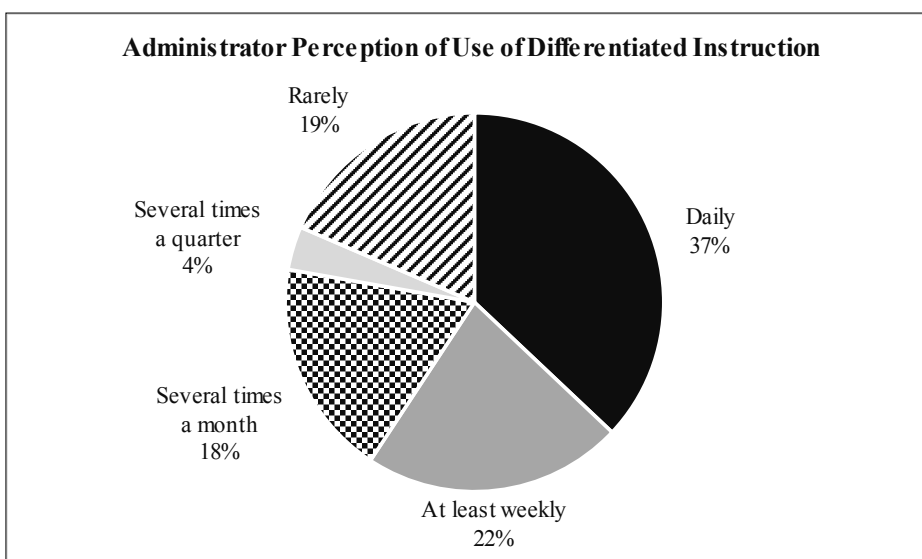


Exhibit 4.3.6

Administrators Report on the Use of Differentiated Instruction to Meet Needs of Students Richland School District February 2018



As shown above in [Exhibits 4.3.5](#) and [4.3.6](#):

- Sixty-three percent of teachers believe they use strategies for differentiating instruction on a daily basis, compared to 37% of administrators.

- Twenty-five percent of teachers and 22% of administrators believe instruction is differentiated on a weekly basis.
- Eighteen percent of administrators, compared to 6% of teachers, believe that instruction is differentiated several times a month.
- Nineteen percent of administrators believe that teachers rarely differentiate instruction.

In summary, through survey data collected from teachers and building administrators, the auditors found evidence of the use of both formative and summative data. In some areas, data collected from the two respondent groups were closely aligned. For example, 53% of both groups (teacher and building administrator) agreed that data are used to develop individual learning plans or intervention plans for students. However, there was a clear difference in the perception of how frequently data were used to plan instruction. Fifty-two percent of building administrators believe that teachers used data on a monthly basis to plan instruction, 7% believe teachers use it daily, and 19% and 22% believe data are used several times a week or weekly. In contrast, 27% of the teachers reported that they use data on a daily basis, 25% marked several times a week, 31% of the teachers report using data on a weekly basis, but only 13% report using data less frequently on a monthly basis.

Building administrator and teacher survey results indicate a perception that data are regularly used in the development of instructional plans at the classroom level. Results show that perceptions of how data are being used differ between principals and teachers. For example, 92% of building administrators believe data are used to refer students to intervention, and only 67% of teachers believe they use it for that purpose. Ninety-three percent of the teachers report that they use data for reteaching. In response to differentiation, 63% of the teachers report that data are being used daily for differentiating learning to meet individual student needs. In contrast, 37% of building administrators report seeing differentiation strategies on a daily basis. While only 4% of teachers report that they rarely used such strategies, 19% of the building administrators report rarely observing the use of strategies for differentiation.

Auditors also collected narrative response data from the two surveys. Principals and assistant principals were asked how they used data as building administrators. Responses follow:

- “I use it to help determine what students may need further intervention and/or to help determine placement of students.”
- “We use assessment data to direct instruction and modify pacing if needed. PLC’s use the data to have quality discussions about students and their learning.”
- “Our main use of assessment data is for placement of students into appropriate classes – whether it be moving them into advanced courses or determining what level of support they need to be successful.”

Additionally, in the survey of principals and assistant principals, auditors asked respondents how they share assessment data at their school. Below are representative responses:

- “Assessment data is shared weekly as PLCs as well as twice a semester on a larger scale with the instructional specialists and administration.”
- “At staff meetings.”
- “We primarily share assessment data during PLC times. Due to budget constraints, we no longer have CAST meetings.”
- “We share big-picture data with all of our staff each year, and then individual teachers are given access to the data for their students on the *MAP* test.”
- “Directly with departments and entire staff in PLC and staff meetings.”
- “We share student progress and current levels with teachers.”

- “Administrators discuss after reviewing results. Once the admin team has discussed then they have conversations with departments or individual staff members to determine the best path forward for student improvement.”

Overall, the auditors also found that district and building personnel had access to student assessment data for both formative and summative purposes at select grade levels and for certain subjects, but not for all grades or subjects (see [Finding 4.2](#)). However, survey results show that there are differing perceptions among building administrators and teachers in both the frequency and how student assessment data are used. Responses also show evidence that student assessment data are used differently from one building to another and without benefit of a systemic plan communicated district-wide (see [Findings 1.1](#) and [4.1](#)). The following section describes in greater detail the auditors’ findings relative to the use of formative student assessment data.

Use of Formative Assessment Data

Formative data are critical for guiding instruction by enabling teachers to modify instruction in a timely manner for improved student learning. Formative data are also valuable in making ongoing program modifications. The curriculum management audit rubric provided in [Exhibit 4.3.7](#) is used by auditors to rate the presence of minimum basic components of formative assessment in a school system. Auditors reviewed and assessed district and building documents describing or making use of formative assessment and gathered interview data regarding use of formative assessment system-wide, at building and classroom levels. Auditors rated each of the five criteria, with three points being the highest possible rating for each. With a maximum rating of 15 points, a district must receive a rating of at least 12 points to meet audit standards.

Exhibit 4.3.7

Minimal Components of Formative Assessment Richland School District February 2018

Point Value	Criteria	Auditors’ Rating
1. Formal formative student assessments for all curriculum standards/objectives are available for teacher use in determining students’ <u>initial acquisition of learning</u>		
0	No district formative student assessments to determine initial acquisition of learning are in place for any of the curriculum standards.	X
1	Formative assessments to determine students’ initial acquisition of learning are in place for some of the curriculum, including at least two or three academic core areas at a minimum of six grade levels.	
2	Formative student assessments to determine initial acquisition of learning are in place for all required core academic courses (mathematics, language arts, science, and social studies) in grades 2-12.	
3	Formative assessments are in place to determine students’ initial acquisition of learning for all required and elective subject areas and all grades/courses.	
2. Informal formative assessments are available for all appropriate course/grade standards/objectives for teachers to use prior to teaching a standard to determine if students possess necessary <u>prerequisites (the concepts, knowledge, and skills that are required before students can successfully master the intended standard or objective)</u>		
0	No district formative student assessments to determine whether prerequisite knowledge of learning are in place for any of the curriculum standards.	X
1	Formative student assessments to determine student prerequisite knowledge of learning are in place for some of the curriculum, including at least two or three academic core areas, at a minimum of six grade levels.	
2	Formative student assessments to determine student prerequisite knowledge of learning are in place for all required core academic courses (mathematics, language arts, science, and social studies) in grades 2-12.	
3	Formative student assessments to determine student prerequisite knowledge of learning are in place for all required and elective subject areas and all grades/courses.	

Exhibit 4.3.7 (continued)
Minimal Components of Formative Assessment
Richland School District
February 2018

Point Value	Criteria	Auditors' Rating
3. Informal formative assessments for all standards/objectives are in place for teachers to use prior to teaching a standard to determine prior student mastery		
0	No district formative student assessments to determine students' prior mastery of learning are in place for any of the curriculum standards.	X
1	Formative student assessments to determine prior mastery of learning are in place for some of the curriculum, including at least two or three academic core areas at a minimum of six grade levels.	
2	Formative student assessments to determine students' prior mastery of learning are in place for all required core academic courses (mathematics, language arts, science, and social studies) in grades 2-12.	
3	Formative student assessments to determine students' prior mastery of learning are in place for all required and elective subject areas and all grades/courses.	
4. Pools of informal student assessment items for all curriculum standards/objectives are available for teachers to use during their ongoing instruction to diagnose students' current status of learning—both initial acquisition and sustained mastery		
0	No district item pools for informal district formative student assessments are available for teachers' use as part of their ongoing instruction around the standards.	X
1	Item pools for informal formative student assessments are available to determine student learning for some of the curriculum, including at least two or three academic core areas at a minimum of six grade levels.	
2	Item pools for informal formative student assessments are available to determine student learning for all required core academic courses (mathematics, language arts, science, and social studies) in grades 2-12.	
3	A variety of informal formative student assessments are available to determine student learning for all required and elective subject areas and all grades/courses.	
5. Formative student assessments are treated as diagnostic tools rather than summative tools		
0	Formative student assessments are generally seen as summative in nature or the distinction between the two is not reflected in their use.	X
1	Some formative student assessments are used appropriately, but most are seen and/or used as summative instruments. Grades are often assigned for scores.	
2	Many formative student assessments are being used appropriately, but there is some use of the assessments in a summative way. In some cases, grades are assigned for scores.	
3	Formative student assessments are generally used appropriately as diagnostic tools. No grades are given on the assessments; rather, teachers use the information from these assessments to guide their instructional decisions regarding each student's needs.	
Total Points		0
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Overall, auditors did not award any points to the Richland School District for presence of the minimum components of formative student assessment. This did not meet the minimum audit standard of 12 points. The following discussion provides explanations of each rating.

Criterion One: Formal Formative Assessments for Initial Acquisition of Learning

The audit expectation for this criterion is that formal formative assessments are in place to determine students' initial acquisition of learning for each objective in all required and elective courses at all grade levels. Such assessments for all curriculum standards/objectives are administered after adequate opportunity has been provided to learn and practice initial acquisition of an objective. These assessments are only considered

formative if they are used for diagnostic purposes to determine if further reteaching is needed and/or if the need exists for future distributed practice to reinforce mastery.

In RSD, auditors found that formal, formative assessments (common unit assessments, grading period assessments, etc., that are aligned to an adopted curriculum that is a framework written to teach the state standards) were not available for any courses throughout the district. Benchmark assessments were given at periodic intervals, but only if the grade level or course corresponded to a state-mandated assessment. The state also offers interim assessments aligned to the state assessment as well as OSPI Developed Assessments, which are not required at all levels offered. The school district has universal screeners in place to determine students' skill levels, but those assessments are not part of a district-wide formative assessment process designed to assess mastery of curriculum standards/objectives. Auditors awarded no points for this criterion.

Criterion Two: Informal Formative Assessments to Determine Prerequisite Knowledge

This criterion sets the expectation that, at all grade levels and for all courses, systems possess informal formative assessments for all appropriate standards/objectives, enabling teachers to determine if students have mastered prerequisite concepts, knowledge, and skills required before students can successfully master the intended standards/objectives of the course. Auditors found no evidence that informal formative assessments are available to all teachers for the purpose of identifying prerequisite knowledge. Auditors awarded no points for this criterion.

Criterion Three: Informal Formative Assessments to Determine Prior Mastery of Learning

The audit expectation is that formative student assessments to determine students' prior mastery of learning are in place for all required core academic courses, at all grade levels. Auditors found no evidence that informal formative assessments are in place for the purpose of identifying prior mastery of learning. Auditors awarded no points for this criterion.

Criterion Four: Informal Formative Assessment Items for Use during Ongoing Instruction

This criterion refers to the presence of pools of informal student assessment items for all curriculum standards/objectives. The expectation is that these would be available for teachers' use in the course of ongoing instruction. Informal assessments using these items are intended to assist teachers in diagnosing the current state of learning by assessing individual student performance on the way to sustained mastery of given knowledge and skills. It should be noted these are informal assessments in that the system allows teachers to use them whenever they choose.

The state has provided interim assessments that are aligned to the state-mandated assessments for teacher choice and use; however, the district does not provide informal formative assessments available to teachers for use whenever they choose. Auditors could not confirm through interviews or documents that a system was in place that housed item banks of questions aligned to the district curriculum for ongoing formative assessment. Without benefit of an aligned curriculum framework adopted and maintained at the district level, it is impossible to provide ongoing formative assessment opportunities for use during ongoing instruction to determine student mastery at intervals of teaching segments (see [Finding 2.1](#)). Auditors awarded no points for this criterion.

Criterion Five: Formative Student Assessments for Use as Diagnostic Tools

For criterion five, the audit expectation is that student assessment tools be used to provide diagnostic information system-wide and at all grade levels. Furthermore, formative assessments were to be used diagnostically, and teacher use was intended to guide instruction regarding individual students' needs—not to give grades.

Auditors were informed that data were housed in a district system (Homeroom) that was available to teachers. However, it is unclear when and how those assessments were completed and for what purposes. Some teachers were using data to drive instructional decision making; however, auditors found the degree to which this was occurring varied from level to level, building to building, and even classroom to classroom.

In summary, auditors found the presence of some formative student assessments at certain grades, subjects, and intervals; however, it did not meet the minimum audit expectations. Zero points of a possible 15 were awarded based on the audit criteria. A score of 12 points or better was needed to meet audit expectations.

Another approach to looking at formative assessment is to ascertain whether or not formative data are being presented in such a way that they are easily used by teachers to guide instruction. This analysis is used because auditors often find that formative measures exist, but the data are not presented to teachers in a timely or meaningful manner. The following exhibit shows the curriculum management audit characteristics of adequacy in a district's approach to formative student assessment—instruments, data, and use.

Exhibit 4.3.8

**Characteristics of an Adequate Instructional Approach
To Formative Student Assessment Instruments, Data, and Use
Richland School District
February 2018**

Characteristic	Auditors' Rating	
	Adequate	Inadequate
1. Provides teachers with formative achievement data for the students in their class(es). Data from the prior year(s) assessments are available by student, so every teacher has data for their new students at the beginning of the year or course.		X
2. Identifies for the teacher the individual student's formative data for every discrete objective, his or her respective level of achievement for that objective, and where he or she is within that level for each administration of the formative assessments. Data include group or subgroup levels of achievement for a given concept/standard.		X
3. Presents for every objective the individual formative student achievement level within the context of the district's schedule or sequence of objectives or pacing chart.		X
4. Presents teachers with longitudinal data for each student, organized by class roster, and specifies the gain required to close any identified achievement gaps. This information is intended to assist teachers in moving all students to grade-level performance over the course of their education within the district.		X
5. Identifies formative student assessment instruments that teachers may use prior to teaching targeted concepts, knowledge, or skills to diagnose individual student mastery of those targeted objectives. These formative instruments allow teachers to determine whether students are making desired progress over time.		X
Total	0	5
Percentage of Adequacy	0%	
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For a system to be considered adequate in this analysis, 4 of 5 characteristic need to be rated adequate. The auditors awarded Richland School District 0 points for these 5 characteristics, which did not meet the minimum audit standard of at least 4 points. For formative assessment to be adequate in a school system, auditors initially look for the presence of curriculum documents aligned to the state standards/objectives (see Finding 2.1) followed by common district assessments aligned to units of study of a given set of standards/objectives. Those formative assessments are created as common assessments that are administered collectively across the district and monitored at the district, campus, and classroom levels. The following discussion reviews the rating for each characteristic.

Characteristic One:

Auditors were told teachers received the previous year's data at the beginning of the new school year. However, according to interviewees, it was left up to teachers to access data from the system. Some campus administrators expected this; others did not. Some campus administrators provided teachers these data themselves. However, there did not appear to be a district-wide set of administrative regulations governing this. This characteristic was rated inadequate.

Characteristic Two:

Auditors were told that teachers and principals had access to data through a district program called Homeroom, as well as through the state data website. However, data were inherently limited to the objectives measured on each assessment. Not all objectives were included for all courses and grade levels. Many courses and grade levels were not assessed at all (see [Finding 4.2](#)). It should also be noted that during individual interviews, auditors found it was generally up to individual teachers to access and learn how to use these data. At some, but not all, campuses, the building administrators helped ensure teachers accessed these data. This characteristic was rated inadequate.

Characteristic Three:

Based on the documents presented for review, auditors were unable to find the existence of district formative data for every curriculum standard/objective; the individual formative student achievement level within the context of the district's schedule; or sequence of objectives or pacing charts. This characteristic was rated inadequate.

Characteristic Four:

No evidence was found of longitudinal data consistently moving forward with students at the formative assessment level and for all courses. This characteristic was rated inadequate.

Characteristic Five:

This characteristic establishes the identification of formative student assessment instruments that teachers may use prior to teaching targeted concepts, knowledge, or skills to diagnose individual student mastery of those targeted objectives. These formative instruments allow teachers to determine whether students are making desired progress over time. Although assessments are administered in the district to rate students' skill levels, auditors were not provided with processes or evidence that confirmed that practice. Teachers and administrators may be utilizing the results of various assessments, but evidence as to extent and consistency was not presented to auditors. This characteristic was rated inadequate.

Interviews provided auditors with some insight regarding formative assessment perceptions of district administrators. These included:

- "We have some teachers who are doing good common formative assessment." (District Administrator)
- "It [formative assessment] isn't always connected to the learning." (District Administrator)
- "In PLCs, they do discuss a lot of data, but whether or not they are productive with that data or not is questionable." (District Administrator)
- "Formative assessments are based on the quality of the PLCs in the school." (District Administrator)
- "We are not mandating what their assessment should be in the classroom." (District Administrator)

What formative assessment looks like and how it is utilized and perceived across the district varies widely, as shown in the following:

- "District data doesn't inform our instruction." (Building Administrator)
- "I attend team meetings and PLCs [professional learning communities], and we go through assessments to determine next steps." (Building Administrator)

- “Our focus wasn’t on assessment; it was on strategies.” (Building Administrator)
- “In our new curriculum, there are unit assessments.” (Building Administrator)
- “In PLCs, teachers create common formative assessments quarterly. They come together to analyze the data.” (Building Administrator)

In summary, district-wide availability and use of formative student assessment data were inadequate to provide clear direction for instructional decision making. Although assessment data were provided to teachers, it is unclear what types of data are being utilized and for what purposes in determining student mastery of curriculum standards/objectives. In many instances, individual teachers were accessing data and using it for whatever means they believed to be important for their students. PLCs were in place at most buildings, but the quality of their implementation varied and was found to be highly dependent on the expectations set and provided by building administrators at the given campus (see [Finding 3.3](#)).

Use of Summative Assessment Data

Next, the auditors researched the use of summative assessment data through examination of district documents, as well as observational, interview, and survey data. Auditors found the district had summative assessments in the form of state tests required for select grades/courses, national tests, and district benchmark assessments.

Most of the district’s summative student assessment data came from state-mandated assessments. Data arrive already disaggregated in several ways from the Washington Office of Superintendent of Public Instruction (OSPI). Teachers have access to state assessment scores, although it is not clear if the means of access was always convenient. Furthermore, summative data were only available for certain grade levels and courses.

Summative data often can be used formatively to assist teachers in designing appropriate instruction for individuals and groups. Auditors attempted to determine whether summative student achievement data were presented in such a way that teachers could use them instructionally—in a formative manner. Most commonly, auditors found that decisions about summative data use were determined at the discretion of teachers and building administrators. The auditors found that there was no consistent manner in which summative data were presented to teachers and, similarly, no systemic way in which these data were used.

As with formative student assessment data, the curriculum management audit has established characteristics of an adequate approach to use of summative student data. [Exhibit 4.3.9](#) presents the auditors’ assessment of summative data use based on these five characteristics. A discussion of each rating follows the exhibit.

Exhibit 4.3.9

Characteristics of Summative Student Assessment Data Use For an Adequate Instructional Approach Richland School District February 2018

Characteristic	Auditors’ Rating	
	Adequate	Inadequate
1. Provides teachers with student achievement data for each student in their class(es). Data from prior years’ assessments are available by student, so every teacher has data for their new students at the beginning of the year or course.	Partial*	
2. Identifies for the teacher the individual student’s summative data for every objective, his or her respective level of achievement for that objective, and where he or she is within that level. Data include group or subgroup levels of achievement for a given concept/standard.	Partial*	
3. Presents the student’s summative achievement data for every objective within the context of the district’s sequence of objectives or pacing chart.	Partial*	

Exhibit 4.3.9 (continued)		
Characteristics of Summative Student Assessment Data Use		
For an Adequate Instructional Approach		
Richland School District		
February 2018		
Characteristic	Auditors' Rating	
	Adequate	Inadequate
4. Presents teachers with longitudinal data for each student, organized by class roster, and specifies the gain required to close any identified achievement gaps. This information is intended to assist teachers in moving each student to grade-level performance over the course of their education within the district.		X
5. Identifies formative student assessment instruments that teachers may use prior to teaching targeted concepts, knowledge, or skills to diagnose individual student mastery of those targeted objectives based on summative achievement data from one or more years. This allows teachers to determine whether students are making desired progress over time.		X
Total	0	5
Percentage of Adequacy	0%	
*Partial ratings are tallied as inadequate.		
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Although auditors found evidence of some aspects of summative data use described in these characteristics, they were unable to rate any single characteristic as adequate. To meet the audit standard, a system must earn 4 of 5 points for its use of summative data. Auditors' findings regarding each characteristic are discussed below:

Characteristic One:

To receive credit for this characteristic, teachers must have access to student achievement data for each student in their class/classes in time for the beginning of the school year. In Richland School District teachers receive state assessment data from the previous year for each of their students. However, not all of the core content areas are tested at every grade. Consequently, at some grade levels, particularly in science and social studies, summative assessments were not available. In the earlier grades, teachers received other reading and mathematics data on each student. It should be noted that these data were not available for non-core courses at any grade level. This characteristic was rated partially adequate.

Characteristic Two:

To be deemed adequate, each teacher must have individual students' summative data for every objective, his or her respective level of achievement for that objective, and a clear indication of where he or she is within that level. Data must include group or subgroup levels of achievement for a given concept/standard. The district simply did not have data for every objective, in every course, and at every grade level, so this was not possible at the time of the audit. This characteristic was rated partially adequate.

Characteristic Three:

Summative data from the prior year assessments were not available for each and every objective. Summative data were only available from state assessed grades and subjects. The district does not have summative assessments for each objective within the context of the district's sequence of objectives or pacing chart (instructional framework), primarily due to the fact that the district does not possess sequences of objectives or pacing charts for all grades and subjects (see [Findings 2.2](#) and [4.2](#)). This characteristic was rated partially adequate.

Characteristic Four:

To receive credit for this characteristic, teachers must have longitudinal data for each student, organized by class roster, which specifies gains necessary to close achievement gaps. This information is intended to assist teachers in moving each student to grade-level performance over the course of their education within the district. Auditors did not find these data for all course objectives at all levels. This characteristic was rated inadequate.

Characteristic Five:

To be rated adequate, the district must provide or identify formative student assessment instruments for teacher use prior to teaching targeted concepts, knowledge, or skills. Enabling teachers to determine whether students are progressing satisfactorily over time, these are used to diagnose individual student mastery of targeted objectives based on summative achievement data from one or more years. Auditors found no district-wide preparation of data for use in this manner. This characteristic was rated inadequate.

Overall, summative data were inconsistently used from building to building and were not available at the depth and specificity expected by audit standards. Thus, the use of such data was of limited value in making decisions regarding district curriculum.

Use of Data for Making Program Decisions

Auditors were given information about numerous programs and interventions being implemented either at the district or campus level (see [Finding 5.2](#)). Program interventions contribute to the improvement of school system productivity when data from various feedback sources are used to make decisions to implement, continue, expand, modify, or terminate such programs. In effective systems, the program assessment process is ongoing and systemic. Student and program evaluation data, as well as student demographic information, also provide feedback fundamental to planning and resource allocation throughout the system.

To determine what direction existed for use of data in making programmatic decisions, auditors reviewed documents and conducted interviews with board members and district staff members to determine the extent to which data were used to support the decision-making process with respect to various programmatic efforts in Richland School District.

The auditors received copies of various program evaluations demonstrating how such data were presented and used in the district. Examples are listed in the following exhibit.

Exhibit 4.3.10

**Examples of Recent Program Evaluations
Richland School District
February 2018**

Document	Date
244 Title I, Part A End-of-Year Report	2017-18
LAP (Language Assistance Program) ELA Scores	2014-2017
K-4 Literacy Data Summary	2014-2017
Consolidated Program Review Monitoring Checklist (Various)	2017-18
English Language Learner, 4-Yr Graduation and Dropout	2016-17
English Language Learner, 5-Yr Graduation and Dropout	2016-17
246 Title I, Part A Summer School Report	2017-18
361 Title I, Part A Comparability Report	2017-18
248 Title II, Part A Teacher & Principal Training & Recruiting Fund EOY Report	2016-17
Highly Capable Program	2016
PBIS (Positive Behavior Intervention and Supports)	2016-17

As seen in this list, the majority of program evaluations, such as Title I and II, are for compliance purposes, largely documenting fund expenditures and, to a lesser degree, reporting impact data.

Auditors interviewed board members and district and building administrators regarding use of data for making programmatic decisions. They were told that the district did not have a formal process for program evaluation. Other than required compliance reports, other documents are predominantly surveys and/or data over a one-to three-year period of student performance. However, in its current state, it is just that—a collection of data. The auditors were not presented with a program evaluation model of what occurs after the data are collected to determine strengths and weaknesses or how evaluation results are used to determine whether or not to continue or discontinue a program or intervention.

The curriculum audit has criteria that incorporate use of data in program design, implementation, and evaluation. The audit criteria for intervention program design and implementation is included in [Finding 5.2](#). Typically, the auditors rate a district’s program evaluations against these criteria. However, since, other than compliance reports or data, district personnel did not provide the auditors with any internally produced program evaluations, the auditors provide these criteria for informational purposes.

Exhibit 4.3.11

Curriculum Management Improvement Model Program Evaluation Criteria

The program evaluation/report document...
1. Describes why this program was selected to be evaluated, with reasons that suggest an expected evaluation outcome.
2. Presents a description of the program goals, objectives, activities, individuals served, context, funding source, staffing patterns, and expected outcomes.
3. Uses multiple measures of data collection, resulting in both quantitative and qualitative data. The report describes what data were collected from what sources and the collection methodology.
4. Clearly describes the program evaluation procedures, findings, and recommendations.
5. Describes specific procedures used in the evaluation process.
6. Includes designs for program evaluation that are practical, ethical, cost effective, and adequately address relevant political issues.
7. Is performed in a timely manner so that decisions regarding program effectiveness and their maintenance can be made.
8. Uses only sampling techniques that are adequate to support the conclusions that are drawn or any generalizations made to different settings or populations.
9. Is performed by independent evaluators, or by individuals who do not attempt to influence or control the results.
10. Supports findings with triangulated data (clear evidence).
11. Makes recommendations that correlate with reported findings and that are reasonable and feasible.
12. Contains information related only to the program evaluation.
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As stated, at the time of the audit, program evaluations of any kind were nearly non-existent. Although the district utilized many programs and interventions (see [Finding 5.2](#)), all of which were intended to improve the quality of instruction and student learning, data for evaluative purposes were limited to student scores from the programs themselves, state assessment scores, and qualitative or anecdotal data. The auditors found no evidence of means of using data to identify which specific programs worked and which did not. Furthermore, they found no evidence of data being used to make decisions on continuation, modification, or termination of those programs already in place.

In summary, data for the purposes of program evaluation were neither used systematically nor district-wide. For the most part, program decisions were made informally and at times at the campus level.

Trends in Student Performance

In the previous section, auditors examined the use of formative and summative data and the evaluation of the effectiveness of instructional programs utilized across Richland School District for the purpose of improved student achievement. Auditors found inconsistent use of both formative and summative data to improve teaching and learning and no system or means of evaluating whether the instructional programs utilized were making a difference on student learning.

Assessment data provide information for use by district personnel to determine the effectiveness of the adopted curriculum and instructional expectations in regard to actual student performance. Analyses of assessment data in multiple ways reveal trends in student achievement as well as gaps in individual student learning or within a specific group of students. Comparison of student achievement data to a set of standards or to other students at the local, state, and national levels helps administrators, teachers, and board members determine the effectiveness of instructional programs. Assessment data complete the feedback loop from the taught curriculum to the written curriculum. Analyses of assessment data reveal any performance gaps in individual student learning, grade level deficiencies, and building level progress toward attainment of the district's curriculum goals and objectives, as well as state standards.

Analyses of achievement trends provide information on how assessment results change over time. Analyses of data beyond that of the group as a whole help determine if all student subpopulations are achieving at the same level and, if not, which groups may need additional resources and programs to be successful. In a system with effective evaluation measures in place for quality control, performance for all students should improve over time, and performance gaps among student subgroup populations should reduce in size.

The state of Washington's Office of the Superintendent of Public Instruction (OSPI) provides a robust system for data analysis that enables the district to monitor student performance at the individual, classroom, campus, and district levels. It provides multi-year data analysis opportunities as well as information by ethnicity and economic status. Auditors found through interviews and discussions that the district is aware of trends in student performance as well as areas of concern and gaps in student performance. A major area of focus for the district is closing the achievement gap between student groups, specifically students receiving special education services, English language/bilingual learners, and students receiving free/reduced lunches (see [Finding 3.1](#)).

The auditors examined data provided by district staff and found on the OSPI website. Among the data reviewed, auditors found district-wide student performance on state assessments shows significant gaps between the all student group and special education, English language learners, and students receiving free/reduced lunches. When comparing grade level district data to state performance by grade, auditors found performance for the district at or slightly above state averages in grades 3-6 and at or slightly below the state average in grades 7 and 8.

[Exhibit 4.3.12](#) displays English language arts/reading scores for grades 3-8 for a three-year period by four student groups.

Exhibit 4.3.12

English Language Arts/Reading Performance, Grades 3-8 On Washington Standards Based Assessments Richland School District 2015-2017

English Language Arts	2017	2016	2015
All Students	60%	61%	57%
Special Education	21%	22%	17%
Free/Reduced Lunch	42%	42%	37%
ELL	14%	15%	14%
<i>Source: Washington Office of the Superintendent of Public Instruction and District Provided Data</i>			

Exhibit 4.3.12 indicates:

- The largest gaps in student performance (between 39-46 percentage points) exist between the all student group and both special education and English language learners over the three-year period.
- The free/reduced lunch group had the smallest performance gap of the three student groups; however, a 20 point gap still exists over the three-year period.
- Student performance in all groups (including the all student group) has remained stagnant in English language arts/reading over the last three years.
- All four student groups shown above have regressed by one percentage point or remained the same percentage between 2016 and 2017

Exhibit 4.3.13 examines the same student groups' performances on mathematics from 2015 to 2017 as shown below.

Exhibit 4.3.13
Mathematics Performance, Grades 3-8
On Washington Standards Based Assessments
Richland School District
2015-2017

Mathematics	2017	2016	2015
All Students	55%	53%	52%
Special Education	19%	19%	18%
Free/Reduced Lunch	36%	32%	32%
ELL	19%	14%	16%
<i>Source: Washington Office of the Superintendent of Public Instruction and District Provided Data</i>			

Exhibit 4.3.13 shows the following:

- Mathematics performance is slightly lower for all student groups for the three-year period than English language arts/reading.
- The largest gaps exist between the all student groups and the special education and English language learner students.
- All four student groups had a slight increase in performance from 2015 to 2017. Special education saw no gains in performance from 2016 to 2017.
- Auditors were not presented with standards-based assessment data for highly capable students; hence, they are not included in this exhibit.

Next, the auditors reviewed district-wide data by grade level in comparison to state performance for all students over a two-year period. Exhibit 4.3.14 provides that comparison.

Exhibit 4.3.14

**Comparison of State and District English Language Arts/Reading Performance
On Washington Standards Based Assessments, Grades 3-8
Richland School District
2016 and 2017**

	State	District		State	District
English Language Arts/Reading	2017	2017		2016	2016
Grade 3	53%	60%		54%	61%
Grade 4	55%	59%		57%	61%
Grade 5	59%	65%		60%	65%
Grade 6	56%	61%		57%	62%
Grade 7	60%	62%		59%	59%
Grade 8	59%	55%		60%	59%
<i>Source: Washington Office of the Superintendent of Public Instruction and District Provided Data</i>					

Exhibit 4.3.14 indicates the following:

- District scores are slightly above state scores for both 2016 and 2017 in all grades except grade 8.
- Both the district and state performance decreased or remained static from 2016 to 2017 in all areas with the exception of the grade 7 state scores.

Next, auditors compared the same information using mathematics performance to compare state and district student results from 2016 to 2017. Exhibit 4.3.15 provides that comparison.

Exhibit 4.3.15

**Comparison of State and District Mathematics Performance
On Washington Standards Based Assessments, Grades 3-8
Richland School District
2016 and 2017**

	State	District		State	District
Mathematics	2017	2017		2016	2016
Grade 3	58%	68%		59%	62%
Grade 4	54%	60%		55%	61%
Grade 5	49%	55%		49%	53%
Grade 6	48%	52%		48%	50%
Grade 7	50%	50%		50%	44%
Grade 8	48%	46%		48%	45%
<i>Source: Washington Office of the Superintendent of Public Instruction and District Provided Data</i>					

Exhibit 4.3.15 provides the following data:

- District mathematics performance was higher than the state performance in both 2016 and 2017 in grades 3-6; however, grades 7-8 performance was lower than the state or showed no difference.
- State performance in mathematics either remained stable or decreased in all grades levels between 2016 and 2017.
- District performance increased slightly in all grades with the exception of grade 4.

In an effective system, one would expect to see student proficiency on state and other assessments consistently at or above the level of students statewide. It is also pertinent to see that student performance is improving over time; however, district performance shows predominantly stagnant student performance. As noted in [Finding 3.1](#), without intervention Richland School District will likely never close the achievement gap. Although the district is within range or ahead of the state in some areas, subgroup performance shows large gaps in student achievement, and no student groups are showing substantial performance increases over time.

In order to improve student achievement and close the achievement gap, a school district must have a comprehensive plan for student assessment that includes a system of formative assessment measures aligned to the curriculum standards/objectives that all students should master. Specific processes and procedures should be outlined in a system-wide plan for the creation, ongoing use, and analysis of assessments and assessment data (see [Recommendation 6](#)). Although the district is aware of state results and the gap in achievement between some groups of students, without a comprehensive plan that includes the ongoing and systematic use of formative and summative assessment data at all levels of the system, the likelihood that the gap will be closed is questionable.

Summary

Administrators and teachers in effective school systems frequently ask if what they are doing is working, how they can do better, and whether or not they should be doing something else. Collecting and using data as feedback can provide answers to these questions.

Both formative and summative data are essential in informing decision making about implementation, continuation, expansion, modification, or termination of district programs. A system-wide process for use of data in evaluating programs prior to implementation or when making decisions about continuation, modification, or termination was not in place. When programs are not evaluated, they may continue to drain financial and human resources even when ineffective. On the other hand, they may have strong potential, as long as modifications are made to ensure effectiveness of their implementation.

Overall, data use in the Richland School District was inadequate to inform curricular, instructional, and programmatic decision making district-wide. Although a system of administering district assessments through an assessment calendar is in place, data use to guide instruction is inconsistent from building to building and classroom to classroom. PLCs and the RTI process were inconsistently implemented, and the definitions and processes for those vary from district to building and from building to classroom (see [Finding 5.2](#)). District-wide summative data collection was limited to courses having required state assessments. Data use for programmatic decision making was limited largely to compliance reports and accumulating data over a lengthy period of time (see [Recommendation 7](#)).

STANDARD 5: The School District Has Improved Productivity.

Productivity refers to the relationship between system input and output. A school system meeting this standard of the PDK-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 Richland School District:

While the attainment of improved productivity in a school system is a complex process, caused in part by the lack of a tight organizational structure (referred to as “loosely coupled”), common indicators of a school system meeting this audit standard are:

- 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 be 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 the 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; and
- Support systems that function in systemic ways.

Overview of What the Auditors Found in the Richland School District:

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

Financial decision making and budget development processes lack cost-benefit analyses and are not adequately linked to curricular goals and priorities. While a budgetary planning process is in place, the auditors found an absence of direct linkages among department goals and budget priorities, in part, because no formal or informal assessment of program effectiveness exists in the district. As such, no formal, routine effort has been made to link student achievement or program performance feedback to budgetary decisions. Additionally, participation in the budget planning processes at the district level lacks full inclusion of stakeholders and is inconsistently utilized at the building level.

Auditors determined that while a variety of intervention programs are being utilized on campuses, the district has not developed and implemented a clear process to determine program or intervention selection or effectiveness. Furthermore, the auditors found that the RSD has not adequately defined the Response to Intervention approach or clarified the expectations for Tiers I, II, and III for district employees, resulting in varying results from school to school.

The auditors concluded that the Richland School District’s facility planning meets audit criteria. The current construction and renovation program is reflected by district planning documents. The district facility study and survey report, though originally created in 2009, includes some updates and has student growth projections through 2030. Buildings are adequately cleaned and maintained. They also found that while renovations and new construction are ongoing, security issues in some buildings require district attention.

Finding 5.1: District budget development and decision making are not aligned to the district’s curricular goals and priorities, nor are there adequate cost-benefit analyses within the financial network to assure maximum productivity.

A school system’s productivity is enhanced by budgetary decisions based on program needs, goals, and priorities. Productivity is improved when clear linkages exist between the curriculum and the budget. These increases in productivity are achieved through cost-benefit analyses and require a clear delineation of costs compared to documented system gains, or results obtained from allocations. Such linkages provide for a budgetary process that is driven by curriculum needs, priorities, and goals. Linkages between the budget and curriculum are critical and document how the district allocates fiscal resources to support and implement its programs. Thus, the budget is the numerical expression of the curriculum and should mirror program priorities. A budget development process focused on supporting the school system’s highest priorities is always critical, and is especially important when that system is faced with fiscal constraints requiring programs and services to be reduced. When the budget does not reflect curricular goals and priorities, it is less likely that students will receive the educational benefits intended by the organization’s leaders.

To determine the extent of the connection between curriculum and budget in the Richland School District, auditors interviewed board members and district employees, including the Executive Director of Finance, Deputy Superintendent, Assistant Superintendents, principals, Senior Executive Director for Facilities and Operations, and board members. They also reviewed district documents, including fiscal audit reports, board policies, and procedures used by the district to prepare, implement, monitor, and evaluate the budget. Documents reviewed are displaying in [Exhibit 5.1.1](#).

Exhibit 5.1.1
Fiscal Planning Documents Reviewed by Auditors
Richland School District
February 2018

Document	Date
Various Board Policies	Varied
Job Descriptions	Varied
Historical Assessed Valuation Studies	1990-2018
Approved District Budgets	2013-2018
Accountability Audit Reports for Richland School District	2013-2018
Bond Sale Documentation	Various
RSD Budgetary Process Document	2018

Auditors determined that financial decision making and budget development processes lack cost-benefit analyses and are not adequately linked to curricular goals and priorities. While a budgetary planning process is in place, the auditors found an absence of direct linkages among department goals and budget priorities. No formal, routine effort has been made to link student achievement or program performance feedback to budgetary decisions. Additionally, participation in the budget planning processes at the district lacks full inclusion of stakeholders, and, at the building level, lacks consistency across the district.

The following board policy excerpts guide budget development:

- *Board Policy 1710* requires the board to “authorize the district’s annual budget and approve expenditures to that budget.”
- *Board Policy 6000* states that the district budget is tangible evidence of the board’s commitment toward fulfilling aims and objectives of the instructional program of the district.
- *Board Policy 6000* also describes the budget planning process in terms of goals and expectations, including alignment with immediate and long-range goals and resources available to establish priorities within a broad program area such as basic education and support services.

Job descriptions related to budget planning are summarized below:

- Job descriptions for the Superintendent and Executive Director of Finance were not presented to auditors for review. As a result, auditors could not definitively ascertain the role of these two positions in the budgeting process.
- The job description for the Deputy Superintendent includes a major responsibility to “Plan, develop, and monitor the instructional program budget and resource allocation.”
- While the job description for the Executive Director of Elementary Education and Assessment lists as a required qualification “Ability to manage budget...”, no mention is made of budgeting, budget management, or budget development as responsibilities of the position.

Taken together, these policies and job descriptions do not constitute a statement of desirable budget planning processes and procedures, nor do they provide adequate policy guidance for curriculum-based budget planning (see [Finding 1.1](#)).

The district has experienced a steady increase in student enrollment (see [Exhibit 0.2](#)) and tax receipts which has been reflected in a corresponding increase in district revenues and operating expenditures over the past six years. [Exhibit 5.1.2](#) displays this increase in revenue and operating expenditures. Unassigned fund balances have increased slightly after a decline in FY2016. Fund balances and solvency ratios are also displayed in tabular form in [Exhibit 5.1.2](#).

Exhibit 5.1.2

Comparison of General Fund Revenues, Expenditures, and Fund Balances/Solvency Richland School District 2013-2018

Fiscal Year	Revenues	Expenditures	Fund Balance (Unassigned)	Solvency Ratio
2013	\$101,167,853	\$99,052,818	\$5,934,760	1.02
2014	109,046,604	106,447,818	6,585,829	1.02
2015	116,739,287	114,743,405	7,402,146	1.01
2016	133,697,254	132,309,736	6,306,791	1.01
2017*	149,778,027	160,008,707	6,390,000	0.93
2018*	161,467,444	168,846,265	6,982,553	0.90
*Based on Budgeted Financial Data				
Source: State of Washington, OSPI, School Apportionment and Financial Services, 2013-2018				

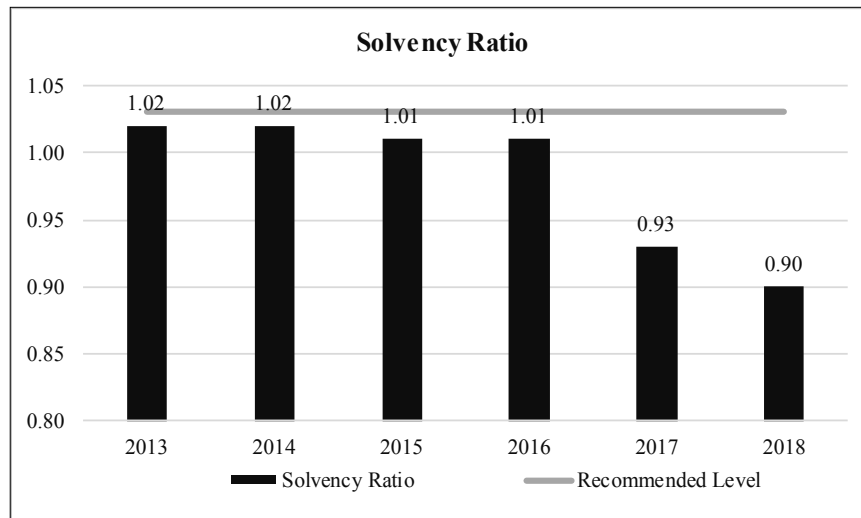
Auditors noted the following from [Exhibit 5.1.2](#):

- Revenues have increased 59.6% from 2013 to 2018.
- Expenditures have increased by 70.5% from 2013 to 2018.
- Unassigned fund balance has increased by 17.6% over the past six years and remains above the district required 4% fund balance requirement.
- Solvency ratio has averaged 0.98 over the past six years.

During the audit, the district’s unassigned general fund balances and solvency ratio were further analyzed. To determine the district’s solvency, auditors compared the district’s total general fund expenditures to their total general fund revenues. A solvency ratio is calculated by dividing the district’s total general fund revenues by their total general fund expenditures. During four of the past six years, expenditures have not exceeded revenues, while in two of the past six years expenditures exceeded revenues. Auditors learned during interviews with district administrators that two years of intentional deficit spending was approved by the board to reduce the unassigned fund balance to a level more in keeping with the 4% fund balance requirement as stated in *Board Policy 6000*.

Exhibit 5.1.3 displays a historical account of the district's solvency ratio from 2013 to 2018.

Exhibit 5.1.3
District Solvency Ratio
Richland School District
2013-2018

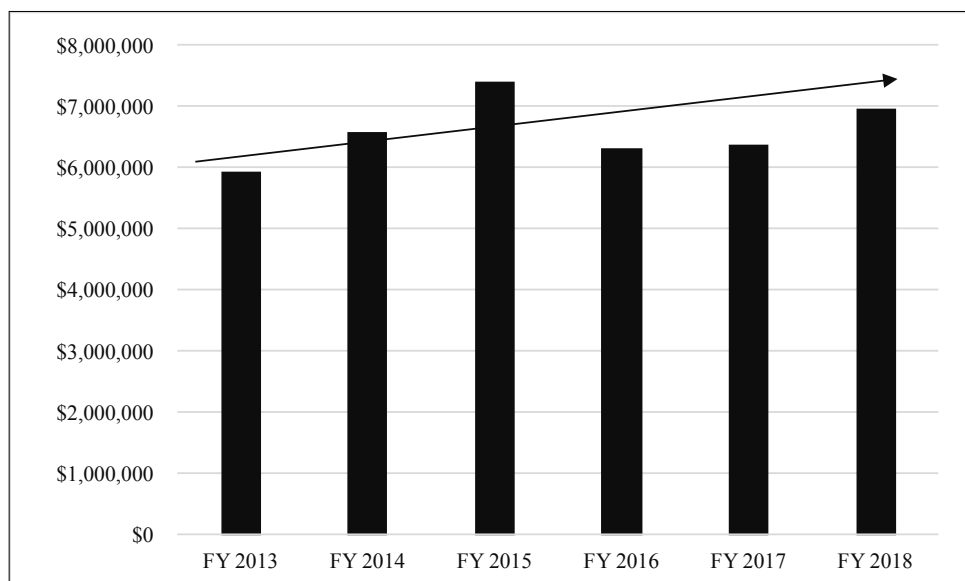


As noted in Exhibit 5.1.3,

- The district's total solvency ratio has not met or exceeded the recommended 1.03 in any of the past six years.
- The district's total solvency ratio has ranged from 0.90 to 1.02 from 2013 to 2018.
- The district's solvency ratio has averaged 0.98 during the last six years.

Exhibit 5.1.4 provides a visual account of the district's unassigned fund balance from 2013 to 2018.

Exhibit 5.1.4
Unassigned Fund Balance
Richland School District
2013-2018



As noted in [Exhibit 5.1.4](#),

- The district's unassigned fund balance has demonstrated a positive trend in all but one year over the past six fiscal years.
- Unassigned fund balance has increased by 17.6% over the past six years.

Next, the auditors used six criteria for a curriculum-driven budget to assess the quality of the Richland School District's budget processes. These criteria and the auditors' assessments are shown below in [Exhibit 5.1.5](#).

Exhibit 5.1.5
Components of a Performance-based Budget
And Adequacy of Use in the Budget Development Process
Richland School District
February 2018

Performance-based Budget Criteria	Auditors' Rating	
	Adequate	Inadequate
1. Tangible, demonstrable connections are evident between assessment of operational curriculum effectiveness and allocations of resources.		X
2. Rank ordering of program components is provided to permit flexibility in budget expansion, reduction, or stabilization based on changing needs or priorities.		X
3. Each budget request or submittal shall be described so as to permit evaluation of consequences of funding or non-funding in terms of performance or results.		X
4. Cost benefits of components in curriculum programming are delineated in budget decision making.		X
5. Budget requests compete for funding based upon evaluation of criticality of need and relationship to achievement of curriculum effectiveness.		X
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.	Partial*	
Total	0	6
Percentage of Adequacy	0	
*Partial ratings are tallied as inadequate.		
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[Exhibit 5.1.5](#) reveals that five components of a curriculum-driven budget are inadequate, one is partially adequate (thereby determined to be inadequate), and none are adequate. As a result, the RSD budget planning process, at 0% adequacy, fails to meet audit standards of 70% adequacy. A further discussion of the six criteria follows:

Criterion 1:

Budget allocations are not connected to assessments of program effectiveness required by Criterion 1, primarily because a comprehensive system of program evaluation does not exist in the district (see [Finding 4.1](#)).

Board Policy 6000 describes a budget development process in terms of goals and expectations, including alignment with immediate and long-range goals and resources available to establish priorities within a broad program area such as basic education and support services. No further mention is made of connections between determinations of curriculum effectiveness to allocation of resources.

This criterion was rated inadequate.

Criterion 2:

No documents were provided to auditors which required rank ordering of program priorities. Building principals indicated that requests for funding of new or additional programing are made to the district office, but how those requests are evaluated is not known to the principals. As one building administrator noted, “I am not certain how to get additional financial support for my building. We could really use it.”

In discussion with district administrators, rank ordering of program components was not mentioned as a prescribed part of the budget procedures. Although rank ordering of program components is not prohibited by policy, neither is it an expected practice, nor are processes provided to achieve this goal.

Auditors ranked this criterion as inadequate.

Criterion 3:

The absence of a comprehensive program evaluation system in the district prevents a full description of the consequences of funding or not funding.

The criterion was rated inadequate.

Criterion 4:

The department lacks the processes to conduct meaningful cost-benefit analyses. While data systems are in place, there is no evidence of cost-benefit analysis occurring. In discussion with district staff, auditors learned that program planning and district fiscal planning essentially occur separately.

This criterion was rated inadequate.

Criterion 5:

Auditors were not presented with any documents addressing this criterion. In conversations with district staff, auditors were told that while budget requests are made to the Superintendent’s Cabinet, no indication was provided outlining criteria for the decision of what or what not to fund. “We have no input into our budget. There is no difference in schools that have 80% FRL or 15% FRL.” (Building Administrator)

Auditors were presented with no indications of district plans or planning to address cruciality of need, how it is to be established, or links to curriculum effectiveness.

This criterion was rated inadequate.

Criterion 6:

Board Policy 6000 states that “Program planning and budget development shall provide for staff participation and the sharing of information with patrons prior to action by the board.” As mentioned earlier, no documentation was provided to auditors outlining a plan to secure staff participation. During interviews with district staff, auditors were told that this process does not occur.

- “No community members or teachers are included in the formal budget discussion.” (District Administrator)
- “The board approves the budget, but we do not participate in the budget development.” (Board Member)
- “The business department developed the budget in its entirety—and the district [administrators] had no input into the budget process.” (District Administrator)
- “I have never heard the district office ask building administrators for input on developing the budget.” (Building Administrator)

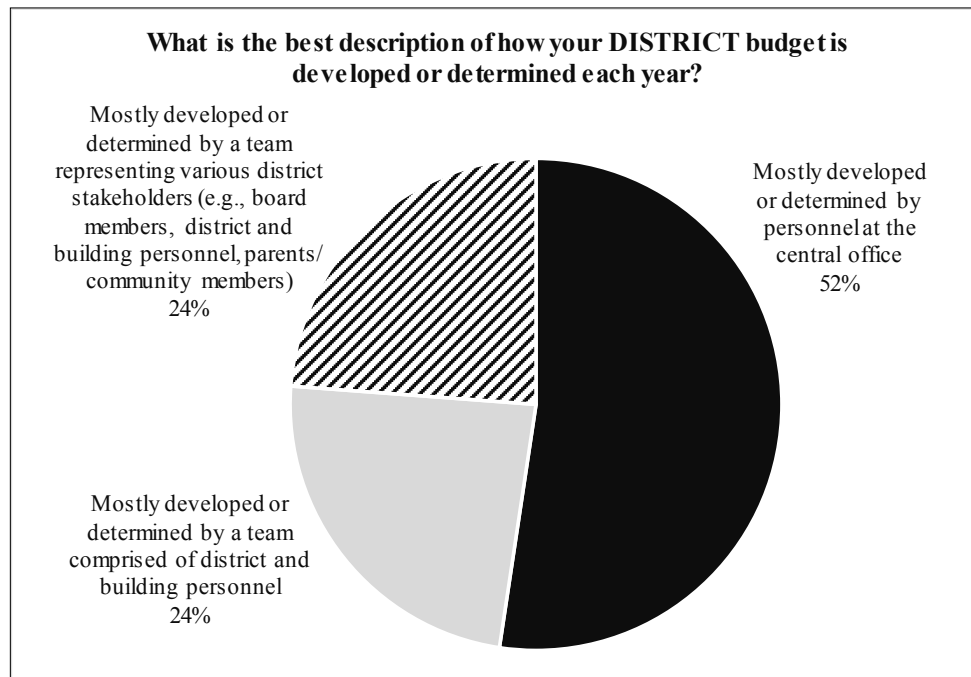
Survey data collected from building administrators indicate that uniform processes for stakeholder involvement are lacking. Their responses to the question “What is the best description of how your DISTRICT budget is developed or determined each year?” are displayed in [Exhibit 5.1.6](#):

Exhibit 5.1.6

What is the best description of how your DISTRICT budget is developed or determined each year?

Richland School District

February 2018

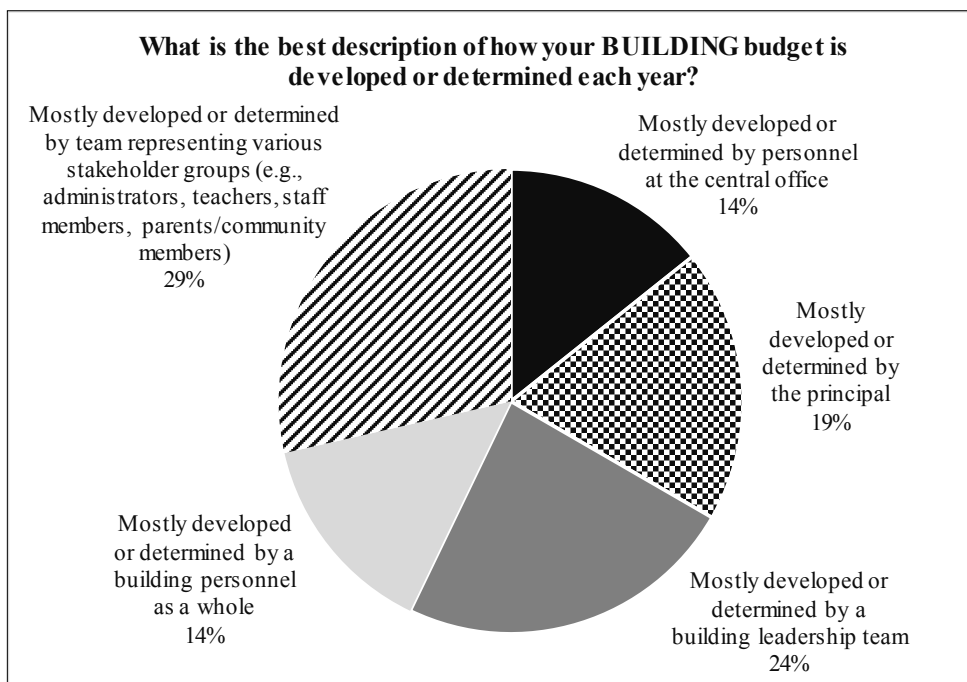


As indicated in [Exhibit 5.1.6](#), 52% of building administrators indicated that the district budget is developed by personnel at the central office; 24% thought the budget is developed by a team of district and campus personnel; and 24% thought the budget is developed by a team, including all stakeholders.

Campus administrators' responses to the question "What is the best description of how your BUILDING budget is developed or determined each year?" are displayed in [Exhibit 5.1.7](#).

Exhibit 5.1.7

What is the best description of how your BUILDING budget is developed or determined each year? Richland School District February 2018



As indicated in [Exhibit 5.1.7](#), 14% of building administrators indicated that the building budget is developed by personnel at the central office; 19% thought the building budget is developed by the principal; 24% thought the budget is developed by a team of building leadership; 14% replied that the budget is developed by a team representing the entire building; and 29% thought the budget is developed by a team that includes all stakeholders.

The lack of clarity in budget planning participation is a reflection of the weak direction provided by board policies and expectations as expressed through district planning documents (see [Findings 1.1](#) and [1.2](#)). While participation across district and building stakeholder groups is present in some cases, consistent participation and the authority of the decision-making groups is unclear or not present.

This criterion was rated partially adequate.

In summary, the auditors concluded that district policies to direct the budget development processes are inadequate by audit standards. Financial decision making and budget development lack any type of cost-benefit analysis and are not adequately linked to program effectiveness to achieve maximum educational productivity (see [Recommendation 9](#)).

Finding 5.2: Campuses use a variety of academic interventions with no systemic process to determine program or intervention effectiveness.

Effective school systems work to ensure all students develop a deep understanding of the knowledge and skills essential for continued education and productivity in society. School districts accomplish this through a curriculum that develops students' knowledge and skills sequentially over time, with application in multiple contexts. When students struggle to acquire and apply new knowledge or skills, strategies are systematically employed to assist students in gaining missing knowledge that allows them to continue progressing successfully

through the curriculum. When these strategies are combined with effective formative assessment techniques, they provide students with opportunities for re-teaching, use of strategies that differ from initial instruction, or provide for intensified learning and support outside the classroom.

When a school district requires a systemic process for identifying when student learning supports are needed and addresses them in such a way as to improve the overall capacity of the organization to achieve instructional goals for all students, the process is referred to in the audit as intervention. An intervention is a purposeful system response to the data received from various sources that contribute to improved productivity by effectively developing specific actions to improve student performance.

Effective intervention design will positively impact student achievement and address planning, implementation, and evaluation. The intervention will increase the productivity of teachers as well as the performance of students. Effective interventions are connected to the district's needs, are well planned, adequately funded, and fully implemented. The process of designing and implementing an effective intervention includes the following steps:

- Assess the situation.
- Diagnose and analyze data collected.
- Identify the problem based on analyzed data.
- Propose and examine alternatives.
- Select the program intervention or alternative that best addresses the problem.
- Develop a formal plan for the design, deployment, and implementation of the intervention or alternative that includes goals and measurable objectives to address the problem.
- Identify staff proficiencies required to implement the intervention, appropriate professional development around the proficiencies, and a clear communication plan.
- Provide fiscal and human resources needed to sustain the intervention.
- Establish formative and summative feedback and an evaluation plan for monitoring the ongoing deployment and ongoing implementation of the intervention.
- Implement the intervention with well-defined mechanisms for monitoring progress tied to intervention goals, objectives, and expectations.
- Evaluate the program with sound and appropriate techniques.
- Modify or adjust the intervention as needed, based on data gathered during the evaluation process.
- Implement the program based on the adjustment needed.
- Reassess and continue monitoring performance results.

Interventions that do not follow this process often do not address system needs, priorities, and goals, and do not sustain productivity. The implementation of interventions is a complex process that enables staff to address the changing needs and requirements of the system to improve student performance.

The auditors gathered data pertaining to interventions and related evaluations by reviewing board policies, district and school improvement plans, job descriptions, and other relevant curriculum and instructional documents. They conducted interviews with district and building administrators, board members, surveyed teachers and building administrators, and reviewed pertinent data related to interventions.

Auditors determined that while intervention programs are being utilized on campuses, the district has not developed and implemented a clear process to determine program or intervention selection or effectiveness.

The auditors examined board policies relevant to the implementation and evaluation of program interventions. The following policies were identified as containing references to program interventions:

- *Board Policy 2020: Instruction – Course Design, Selection and Adoption of Instructional Materials* recognizes board responsibility for improvement of the educational program with course designs evaluated and developed on a continuing basis and approval of instructional materials prior to use in the schools.

The policy includes the following definition: “Intervention Materials are designed to support strategic or intensive intervention for students who are at risk of not meeting established learning standards. Intervention materials are used with students to accelerate progress toward particular learning goals based on systematic assessment, decision-making, and progress monitoring.”

And finally, the superintendent is charged with establishing procedures for intervention selection using evidence-based practice criteria, with the selection procedures approved by the board.

- *Board Policy 2163: Instruction – Response to Intervention* requires that the general education core instruction be appropriate and strategic, and include “intensive intervention supports matched to student needs.”
- *Board Policy 2163 RR: Instruction – Response to Intervention* provides detailed information related to Tier I, II, and III interventions.

The auditors found that while board policy provides for board approval of intervention programs that are aligned to the district curriculum, systematic assessment, and progress monitoring, policy does not require written procedures for formative and summative evaluation prior to board approval. Nor does it require administrative staff to prepare annual recommendations for program revision, expansion, or termination based on student achievement.



Small group instruction advocated by the district as an instructional approach to meet children’s needs at Orchard Elementary School

The auditors also reviewed job descriptions relative to program/intervention selection, implementation, and evaluation.

- A job description was not presented for the Superintendent; however, by policy as noted above, the Superintendent establishes procedures for intervention selection.
- The Deputy Superintendent of Instruction is to lead the district to student success through learning outcomes tailored to individual needs and interests.
- The Executive Director of Teaching, Learning, and Curriculum facilitates the adoption of instructional materials.

- The Executive Director of Elementary Education and Assessment is responsible for oversight of the RTI Assessment Committee.
- The Executive Director of Special Education provides “systematic academic intervention and enrichment supports for students in Special Education settings.”
- The Director of Special Education must have an understanding of the RTI system.
- The Curriculum Coordinator is to “provide supportive professional development for intervention programs in mathematics K-12.”
- The Professional Development Coordinator shall “provide for supportive professional development for intervention programs in behavior, reading, mathematics and writing K-12”.
- The Instructional Specialist is to “work with building staff and administration to plan and implement interventions for students at risk, including ESL, LAP, and Resource Room...oversee and monitor intervention programs and student progress.”
- The Teacher (varied subjects) is to “meet regularly with learning teams to develop lesson plans, examine student work, monitor individual student progress toward mastery...”

Job descriptions indicate that the instructional specialists have primary responsibility related to planning and implementation of interventions in RSD. While other personnel provide general support in various ways, there is no explicit responsibility delineated for monitoring the effectiveness of the programs being utilized for the purpose of intervention.

Without a clearly defined process, clearly defined roles and responsibilities, and a common understanding of what constitutes an intervention, the RSD has implemented a number of programs, initiatives, and instructional activities that are classified as interventions. Teachers were administered a survey to gain insight regarding interventions at the campus level. Even with the array of programs and interventions in place, teacher survey results indicate that 79% of the teachers reported using their own ideas and resources when planning instruction; and 72% of the teachers reported using online resources they located personally or online resources recommended by colleagues. Of the teachers responding, 86% either strongly agree (23%) or agree (53%) that individual learning plans and/or intervention plans are developed for underachieving students as indicated by student assessment data. All programs/interventions identified through interviews, survey data, district documents, and the district website are listed in Exhibit 5.2.1:

Exhibit 5.2.1

List of Programs/Interventions Utilized in the District Richland School District February 2018

Intervention Name	Content Area	Elementary	Secondary
6 Minute Solution	Literacy	X	X
After School Tutoring	Unspecified		X
ALEKS	Mathematics		X
AVID	College Prep		X
Benchmark Literacy	Literacy	X	
CharacterStrong	Character Education		X
Corrective Reading	Literacy	X	
Credit Retrieval	Unspecified		X
Do the Math	Mathematics		X
Fast ForWord - ELL students	Literacy	X	
FASTT Math	Mathematics		X
Florida Centers for Reading Research	Literacy	X	
Fraction Nation	Mathematics		X

Exhibit 5.2.1 (continued) List of Programs/Interventions Utilized in the District Richland School District February 2018			
Intervention Name	Content Area	Elementary	Secondary
GLAD	Literacy	X	X
Highly Capable Programs	Literacy, Mathematics	X	X
Houghton Mifflin Interventions	Literacy	X	
iRead	Literacy	X	
Language	Literacy		X
Language for Learning - ELL	Literacy	X	
Language for Thinking - ELL	Literacy	X	
LiPS	Literacy	X	
Math 180 (Scholastic)	Mathematics		X
Mosaic of Thought	Literacy	X	
Phonics for Readers	Literacy	X	
Read 180 (Scholastic)	Literacy		X
Reading Mastery Plus	Literacy	X	
Read Naturally	Literacy	X	X
Read to the Code	Literacy	X	
Read Well	Literacy	X	
ReadyGEN	Literacy	X	
Response to Intervention (RTI)	Literacy, Mathematics	X	X
Rewards	Literacy	X	X
Road to the Code	Literacy	X	
Running Start	College Prep		X
Soar to Success	Literacy	X	
Seeing Stars	Literacy	X	
SIPPS	Literacy	X	
Strategies that Work	Literacy	X	
System 44	Literacy		X
Visualizing and Verbalizing	Literacy	X	
Vocabulary Morphemes	Literacy		X
Write Well	Literacy	X	
Note: "X" indicates the program/intervention is present at the specified grade level			
Data Sources: District Documents, Building Administrator Survey, Staff Interviews, RSD website			

As noted in Exhibit 5.2.1:

- A total of 42 programs were identified as interventions implemented across the district.
- Twenty-two programs were identified for use in the elementary grade levels; 14 programs were identified for use in the secondary grade levels; and 6 programs are found at both elementary and secondary levels (GLAD, HiCap, RTI, 6 Minute Solution, Read Naturally, Rewards).
- In the elementary grades, 28 programs/interventions address literacy; 2 programs address both literacy and mathematics.
- In the secondary grades, 10 programs address literacy, 5 programs address mathematics, 2 programs address literacy and mathematics, 2 programs are related to college preparation, 2 programs were noted as unspecified for content area, and 1 program addresses character education.

It should be noted that some interventions were initiated by the district; however, the auditors did not find that all district initiatives were uniformly implemented across all campuses, and there was a lack of clarity related to interventions. Interview comments related to interventions included:

- “We are really confused about what intervention means.” (District Administrator)
- “We have no district guidance on interventions.” (Building Administrator)
- “We used to have a menu of approved interventions, but we don’t have that any longer.” (Building Administrator)

Academic interventions must be well-planned with an intentional approach that is focused on helping students develop new skills and knowledge or building fluency in acquired skills. Interventions are focused, explicit, and structured in a way that engages students. The effectiveness of an academic intervention is based on how well the intervention is tailored to meet individual student learning needs, how quickly the intervention is provided, how effective the intervention is in addressing students’ immediate needs, and the cost of the program compared to its impact.

Intervention Design

To determine the adequacy of intervention design in the RSD, auditors selected CharacterStrong for review to determine if the intervention design is sufficient for improving student performance. Secondary principals utilizing CharacterStrong indicated positive results in their schools; district personnel, however, provided no feedback related to the impact of the program. The auditors reviewed three years of board meetings minutes, but found no mention of the program and thus no board approval prior to implementation.

It should be noted that while CharacterStrong is primarily a character education program, the intended outcome as found on the CharacterStrong website is to “help students cultivate social-emotional skills, their emotional intelligence, and help them develop a stronger identity and purpose in school and in the world.” It further states that “when a school takes time to cultivate a culture of character and develop social-emotional skills, grades go up and bad behavior goes down.”

Auditors use 7 criteria to determine whether an intervention is designed in such a way that it has a likelihood of successful implementation. For an intervention to receive an adequate design rating, at least 6 of the 7 criteria must be fully met. [Exhibit 5.2.2](#) lists the criteria and the auditors’ rating of the district’s intervention approach:

Exhibit 5.2.2

Comparison of CharacterStrong to Audit Intervention Design Criteria Richland School District February 2018

Intervention Design Audit Criteria	Auditors’ Rating	
	Evident	Not Evident
1. The intervention relates to a documented district need—current situation had been assessed, diagnosed, and analysis data collected and considered in the selection of the intervention.	X	
2. There is evidence that a problem has been identified from data analyses, several alternatives proposed and examined, and one of the better alternatives to address the problem selected.		X
3. A formal plan with goals and measurable objectives is in place to address the identified problem. Documentation exists to define the purpose of the intervention, why it addresses the system need/problem, and how it will impact student achievement. A plan for design, deployment, and implementation of the intervention is in place.		X

Exhibit 5.2.2 (continued) Comparison of CharacterStrong to Audit Intervention Design Criteria Richland School District February 2018		
Intervention Design Audit Criteria	Auditors' Rating	
	Evident	Not Evident
4. Evidence exists that a strong deployment approach was designed, including identification of staff proficiencies needed to implement the intervention, appropriate staff development around the proficiencies, and a clear communication plan for appropriate audiences.		X
5. Human, material, and fiscal resources needed to initiate the intervention (short-term) and to sustain the intervention (long-term) are identified and in place.		X
6. Formative feedback and summative evaluation criteria are identified and are tied to intervention goals, objectives, and expectations.		X
7. A plan for monitoring the ongoing deployment and implementation of the intervention is in place and involves appropriate individuals to carry out this plan.		X
Total	1	6
Percentage Evident	14%	
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Exhibit 5.2.2 shows that the district's implementation and evaluation of the CharacterStrong program as a district intervention did not meet the audit criteria for sound intervention design. The district was rated adequate in only 1 criterion, resulting in 14% adequacy, well below the expectation of 70%.

Details related to each criterion follow:

Criterion 1: Establishment of need

The RSD has identified five goals for the district improvement plan for the 2017-18 school year. Two goals are directly related to improvement in English language arts and mathematics achievement. The other three goals are related to absenteeism, discipline, and graduation rates, all of which are related to student achievement. All goals are focused on free/reduced lunch students and non-free/reduced lunch students. Data are included in the district plan to support the need for an intervention that addresses student attendance, student discipline, and increased graduation rates; school improvement plans address the same issues as the district plan. This criterion was rated adequate.

Criterion 2: Selection of alternatives

The auditors were not presented with an analysis that indicated a search for alternative ways to address the specific identified problem noted in Criterion 1. This criterion was rated inadequate.

Criterion 3: Formal plan for design, deployment, and implementation

The district and school improvement plans address the identified problem as noted in Criterion 1. Participating schools gave varying responses when asked about a written implementation plan for their campus: two campuses have a written plan, two campuses do not have a written plan, one campus has submitted a proposed plan, and one campus includes it in their department action plans. However, a formal district strategy or plan does not exist for the design, deployment, and implementation of CharacterStrong. Nor was documentation presented that defines the purpose of the intervention, why it addresses the system need/problem, and how it will impact student achievement. This criterion was rated inadequate.

Criterion 4: Staff development and communication

CharacterStrong was implemented in the 2016-17 school year at Richland HS, Hanford HS, and Carmichael MS; River's Edge Secondary School, Chief Joseph MS, Enterprise MS, and Libby MS implemented the program in the 2017-18 school year. The auditors reviewed the professional development offerings for the two school years indicated and found no district level trainings related to CharacterStrong. Documentation from the individual campuses indicate that teachers are trained in the program to varying degrees, depending on the campus. Evidence was not presented to indicate that a strong deployment approach was designed, including identification of staff proficiencies needed to implement the intervention, appropriate staff development around the proficiencies, and a clear communication plan for appropriate audiences. This criterion was rated inadequate.

Criterion 5: Appropriate resources

No documentation was presented to the auditors related to human, material, and fiscal resources needed to implement the initiative and/or sustain the intervention. When the auditors inquired about funding for the program, district personnel indicated they were "not familiar with the program." This criterion was rated inadequate.

Criterion 6: Feedback and evaluation

No formative feedback and summative evaluation criteria were presented to the auditors. When participating principals were asked about program evaluation, the following comments were noted:

- "We have not yet formally evaluated this program, as this is our first year of implementation."
- "We track the students that are in the class or have taken the class to see if they are still being successful throughout high school."
- "...the use of student and staff surveys and administrative walk-throughs during advisory period."
- "We use discipline and attendance data."

Feedback and evaluation are left to the individual school. This criterion was rated inadequate.

Criterion 7: Monitoring

Principals of participating campuses indicate the use of data related to attendance and discipline for monitoring purposes. A plan for monitoring the ongoing deployment and implementation of the intervention that involves appropriate individuals to carry out this plan was not presented to the auditors, however. This criterion was rated inadequate.

The approach to intervention design in the Richland School District does not meet audit criteria and is considered inadequate. While the intervention is utilized on seven secondary campuses, there is no district oversight to coordinate and monitor the program for effectiveness.

Intervention Delivery

The next area examined by auditors was intervention delivery. They again selected the CharacterStrong program to examine in terms of 6 specific deployment and implementation criteria. For an intervention to receive an adequate delivery rating, at least 4 of the 6 criteria must be met with full evidence. Exhibit 5.2.3 includes the criteria and the auditors' rating of the district's approach.

Exhibit 5.2.3

**Comparison of the CharacterStrong Program to Intervention Implementation Criteria
Richland School District
February 2018**

Audit Criteria for Intervention Implementation	Auditors' Rating	
	Evident	Not Evident
1. A formal plan, with goals, measurable objectives, and processes, is in place and is being implemented.		X
2. Implementation of the intervention is both strategic and purposeful. The staff proficiencies needed to implement the intervention are clearly defined. Appropriate staff development based on these proficiencies takes place every year as new personnel are hired and as additional needs are identified. Continued goals for implementing the intervention and frequent progress reports are clearly communicated to all appropriate personnel.		X
3. The human, material, and fiscal resources needed to initiate and sustain the intervention are identified and allocated.		X
4. Feedback from formative and summative evaluations that are tied to intervention goals, objectives, and expectations are systematically administered.		X
5. Monitoring implementation of the intervention is taking place; responsibilities and procedures for monitoring are clearly defined and assigned to the appropriate individuals to carry out this plan.		X
6. The intervention is being modified and adjusted as needed, based upon monitoring of formative and summative evaluation data, to ensure continued quality control.		X
Total	0	6
Percentage Evident	0%	
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As noted in Exhibit 5.2.3, implementation of CharacterStrong as an intervention program met none (0%) of the 6 criteria for implementation; therefore, the delivery rating was inadequate.

Detailed information follows regarding what the auditors found related to the delivery criteria for CharacterStrong.

Criterion 1: Plan implementation

There is no evidence of a formal plan with goals, measurable objectives, and processes in place for the implementation of CharacterStrong. The district and school improvement plans include goals that the program addresses related to attendance and discipline; however, it is not mentioned by name in the plans. This criterion was rated inadequate.

Criterion 2: Staff development and communication

There is no evidence of specific district strategies associated with the implementation of CharacterStrong. There also is no evidence of district-wide training based on staff proficiencies, nor of ongoing training at the school level as new teachers are hired at participating campuses. Further, auditors found no goals related to progress reports and communication with appropriate personnel. This criterion was rated inadequate.

Criterion 3: Resource adequacy

Documentation was not presented to the auditors related to funding for CharacterStrong. This criterion was rated inadequate.

Criterion 4: Assessment data availability

Although building administrators indicate they look at attendance and discipline statistics, data related to intervention goals, objectives, and expectations were not presented to the auditors. This criterion was rated inadequate.

Criterion 5: Monitoring

As noted in the delineation of job descriptions above, the instructional specialists have primary responsibility related to planning and implementation of interventions in RSD. However, there is no explicit responsibility for monitoring the effectiveness of CharacterStrong at the district level. This criterion was rated inadequate.

Criterion 6: Program modifications based on data

No evidence was presented to the auditors that indicated the intervention is modified and adjusted based on formative and summative evaluation data. This criterion was rated inadequate.

The implementation of the CharacterStrong program as an intervention was found to be inadequate due to the absence of a formal plan for implementation, a lack of focused and ongoing professional development, no documentation related to necessary resources, and a lack of feedback based on formative and summative assessments.

Response to Intervention

Response to Intervention (RTI) was referenced in documents, online surveys, and interviews as an approach utilized by the RSD for intervention purposes. District personnel expressed an interest in knowing if the approach is aligned to district policy and if it is being implemented with fidelity. The auditors utilized information from the RTI Action Network and compared it with district policy. They also reviewed the district and school improvement plans for indications of use of the RTI approach. And finally, they reviewed interview and survey data for indications of what is happening on campuses and in classrooms.

Exhibit 5.2.4 looks at district policy compared to the RTI Action Network information:

Exhibit 5.2.4

Response to Intervention – Program Intent Compared to District Policy Richland School District February 2018

RTI Action Network	RSD Board Policy
Definition	
A multi-tier approach to the early identification and support of students with learning and behavior needs.	The district utilizes the core principles of the Response to Intervention process. <i>Policy 2163</i>
Target Group	
Students with learning and behavior needs	Students with specific learning disabilities <i>RR 2163</i>
Program Components	
<ul style="list-style-type: none">• High-quality, scientifically based classroom instruction• Ongoing student assessment• Tiered instruction• Parent involvement	<ul style="list-style-type: none">• Scientific, research-based interventions in the general education setting• Measure the student's response to intervention• Use RTI data to inform instruction <i>Policy 2163</i>

Exhibit 5.2.4 (continued)
Response to Intervention – Program Intent Compared to District Policy
Richland School District
February 2018

RTI Process

*The website notes - “Though there is no single, thoroughly researched and widely practiced ‘model’ of the RTI process, it is generally defined as a three-tier model of school supports that uses research-based academic and/or behavioral interventions.”

Tier 1: High-Quality Classroom Instruction, Screening, and Group Interventions

- Provided by qualified personnel to ensure difficulties are not due to inadequate instruction
- All students screened on periodic basis to establish academic/behavior baseline and to identify struggling learners who need additional support
- Students identified through universal screenings and/or results on state- or districtwide tests receive supplemental instruction during school day in regular classroom (time may vary but should not exceed 8 weeks)
- Student progress closely monitored using a validated screening system such as curriculum-based measurement.
- At end of the time period, students showing significant progress returned to regular classroom program; students not showing adequate progress are moved to Tier 2

Tier 2: Targeted Interventions

- Students not making adequate progress in the regular classroom in Tier 1 are provided increasingly intensive instruction matched to their needs
- Intensity varies based across group size, frequency and duration of intervention, and level of training of the professionals providing the instruction or intervention
- Services provided in small group settings in addition to instruction in the general curriculum by professionals
- Interventions are usually in the areas of reading and math
- A longer period of time may be required for Tier 2, but should not exceed a grading period
- Students who continue to show too little progress, at this level, are then considered for more intensive interventions as part of Tier 3

Tier 3: Intensive Interventions and Comprehensive Evaluation

- Students receive individualized, intensive interventions that target students’ skill deficits
- Students who do not achieve the desired level of progress are then referred for a comprehensive evaluation and considered for eligibility for special education services
- Data collected during Tiers 1, 2, and 3 are included and used to make the eligibility decision

At any point during RTI process, IDEA 2004 allows parents to request a formal evaluation to determine eligibility for special education.

Tier I: High quality, effective and engaging instruction

- Provided by general education teacher
- Students are screened at least three times a year at fixed intervals to identify each student’s level of proficiency (fall, winter, spring)
- Students identified “below cut score” based on universal screening measures receive Tier II strategies; student “below benchmark but above cut scores” receive differentiated, needs-based instruction
- Student progress monitored using curriculum based measures and/or assessments (CBMs or CBAs)
- After 6 weeks of progress monitoring, students are provided Tier II strategic interventions; general education teachers monitor those who exit Tier I

Tier II: Strategic Interventions

- Students who after 6 weeks of progress monitoring are not on a trajectory to meet end-of-year benchmarks
- Strategic interventions designed by the decision-making team (DMT) are scientifically, research-based, and matched to student need
- Services provided in small groups, at least three times each school week for not less than 30 minutes per session, in addition to regularly scheduled core instruction in general education curriculum
- Interventions described on student intervention plan
- Tier II interventions will be delivered for at least six weeks, unless monitoring shows a need for change
- After eight weeks of Tier II intervention, the DMT will review progress and make adjustments which may include, return to Tier I, continuation for an additional eight weeks in Tier II, or a move to Tier III intensive intervention

Tier III: Intensive Interventions

- Intensive interventions designed by the decision-making team (DMT) are scientifically, research-based, and matched to student need; services provided in small groups (smaller than those in Tier II), with increased frequency, in addition to regularly scheduled core instruction in general education curriculum
- After eight weeks of intensive interventions, the DMT will review progress and make recommendations, which may include the option of an evaluation for special education

RR 2163

As noted in Exhibit 5.2.4:

- The RSD policy refers to the principles of the RTI process as a definition.
- Under target group, RSD policy references students with a specific learning disability, while RTI Action Network references students with learning and behavior needs.
- The RSD policy does not reference parent involvement except that the district will provide results to parents of repeated assessments.
- Tier descriptions are similar, with the RSD policy providing more specific time frames for interventions.
- District policy wording related to Tier I for students below cut score may cause confusion for teachers as to whether a student receives Tier I or Tier II services (see first quote below).

While the auditors found that the RTI Action Network and RSD board policy are similar in intent, interview comments indicate that RTI is not implemented with fidelity to policy expectations:

- “We are really confused about what intervention means; we have a belief system around what Tiers I, II, and III are, but I don’t think we would agree on.” (District Administrator)
- “We do not want Tier III to be a life sentence. We put our strongest teachers with our lowest performing students.” (Building Administrator)
- “Tier 2, you repeat the class or take a lower level course; Resource Room is Tier 3.” (Building Administrator)
- “Some schools are better at looking at whether or not kids can come out of an intervention. Some or good, and some are not.” (District Administrator)
- “The strength of the team on a campus determines whether or not a child’s setting will change and whether or not the team identifies a kid to come out or exit a program or intervention.” (District Administrator)
- “The whole RTI area—can be a good system—but it evolved in a direction that it wasn’t working the way it was supposed to work. It wasn’t working very well. I don’t know where it went off track, but it is being completely redesigned.” (District Administrator)
- “If you put students in a[n intervention] program, it’s usually an online program. It may look like they are improving, but it does not tie back to the core.” (District Administrator)

The auditors also reviewed the district improvement plan and found that the district has identified Four Essential Elements: Instruction, Leadership, Systems, and Culture. Response to Intervention is listed as one of the 10 items under the Essential Element of Instruction. The auditors found that RTI was not referenced directly in any of the school improvement plans. They did, however, find indirect references to interventions in school improvement plans as noted below:

- “Teachers will use data from common formative assessments to reteach specific deficits...”
- “Specific deficits will be identified and retaught.”
- “Teachers will use a monthly skill matrix to specifically identify skill deficits.”
- “The PLCs will identify how and when to reteach where deficits occur.”
- “PLC teams will employ the cycle of inquiry by the use of common protocols to dissect the information from the assessments, and will use the information gained to deepen and broaden instruction for students during intervention instruction.”
- “Reteaching deficits using alternative methods and strategies.”

In summary, the auditors found that RTI policy in the RSD is similar to the RTI Action Network description. However, review of improvement plans and interview comments indicate that there is no common understanding

within the district of what an intervention is. Further, individual schools are addressing skill deficits in various ways, and successful intervention is dependent upon the campus and the capabilities of the decision-making teams.

Summary

The auditors found that board policy provides for board approval of intervention programs that are aligned to the district curriculum, systematic assessment, and progress monitoring. However, policy does not require written procedures for formative and summative evaluation; nor does it require administrative staff to prepare annual recommendations for program revision, expansion, or termination based on student achievement. The auditors also found that instructional specialists are primarily responsible for planning and implementing interventions on their campuses; however, there is no one at the district level explicitly responsible for the design and implementation of interventions. There are no processes in place to ensure that interventions are aligned to district goals and objectives. The auditors found that while CharacterStrong may be a program/intervention that meets the needs of the students, there is no evidence that the district utilized a needs assessment, looked at other alternatives, employed a cost-benefit analysis, or received board approval (as per *Board Policy 2020*) prior to implementation. And finally, the auditors found that the RSD has not adequately defined the RTI approach or clarified the expectations for Tiers I, II, and III for district employees, resulting in varying results from school to school (see [Recommendation 7](#)).

Finding 5.3: The facility planning process meets audit criteria and is being utilized to help guide major renovations and new construction. However, auditors identified several safety and security issues in school buildings, which require immediate attention.

A major responsibility of the board and district administration is to provide adequate education facilities for the students and teachers in the district. The learning environment of a school district must be clean, secure, safe, and pleasant to support the effective delivery of the curriculum. The design of the school facility, adequacy of space, and flexibility of use should support and enhance the instructional program. Facilities need to be designed and maintained in a manner that conveys to students, parents, staff, and community members that the educational setting is a high priority.

Long-range facility planning is required for effective use of funding and real estate to meet current and future student needs. Planning should be based on the careful analysis of all factors that impact the learning environment such as enrollment trends, curriculum needs, demographic changes, instructional practices, special education requirements, technology advancements, and the support services needed to maintain the system. Long-range planning ensures that a district is prepared financially for the task of maintaining the quality of the existing facilities and the possibility of future construction or renovation.

Auditors reviewed board policies, facilities planning documents, and other documents related to school buildings and grounds. The audit team visited each of the district's schools and most of the classrooms where instruction was taking place to gather information on the learning environment and any special problems or impediments that may exist in facilities. The auditors particularly noted overall maintenance, cleanliness, instructional environment, accessibility, security, safety, and use of the buildings. Interviews were conducted with board members, administrators, and community members; and survey data was gathered from teachers and building administrators.

The auditors concluded that the Richland School District's facility planning is adequate. The study and survey report, though originally created in 2009, includes some updates and has student growth projections through 2030. Buildings are adequately cleaned and maintained. They also found that while renovations and new construction are ongoing, security is an issue in some buildings.

Board policies that are relevant to facilities include:

- *Board Policy 9225: School Facilities – Facilities Planning* includes a requirement for a facilities master plan and enrollment projections.

- *Board Policy 9226: School Facilities – Capital Financing* includes information related to capital levies, non-voter approved bonds, voter approved bonds, state assistance, and other financing alternatives.
- *Board Policy 9228: School Facilities – Capital Projects* outlines requirements related to the financial status of a capital project.
- *Board Policy 9228 RR: School Facilities – Capital Projects* includes guidelines for capital projects proposed by Booster Clubs.
- *Board Policy 9231: School Facilities – Architect and Engineering Services* outlines when the district must utilize the services of an architect and/or engineer.
- *Board Policy 9232: School Facilities – Educational Specifications* says, “Facilities shall be designed to accommodate the educational and instructional needs of the district.”

Auditors also reviewed job descriptions directly related to facilities planning, construction, maintenance, and security:

- The Deputy Superintendent of Instruction is to provide instructional oversight to new school construction.
- The Executive Director of Support Services oversees the efficient operation, maintenance, and repair of existing facilities; ensures that facilities are maintained at an acceptable and legal standard; promotes safety, comfort, and cleanliness of all district facilities; conducts safety and facility inspections; and participates in facility planning meetings with district administrators and construction personnel as needed.

Auditors reviewed several documents related to facilities and maintenance, planning for facility needs, and enrollment. Exhibit 5.3.1 lists the documents presented to the auditors.

Exhibit 5.3.1

Facility Documents Reviewed by Auditors Richland School District February 2018

Document	Date
Richland School District School Facility Study & Survey	2011 (updated 2015)
Richland School District Long-range Facilities Planning	2009
Maintenance Executive Overview Briefing	2017
Bond Information	2013/2017
Bond Update Pamphlet	2013
Voters' Pamphlet	2013
Safety & Crisis Plan Handbook	2008
Bond Sale Documentation	2017
Building Capacity Levels	2015
30-Year Planning Report Debt Service and Community Tax Rate Impact for Facilities, Technology, Maintenance and Operations	2011
Richland Student Enrollment Study	2011

The auditors were not presented with a single comprehensive facilities plan. In the absence of a single facilities plan, an analysis of the above documents and audit criteria used to evaluate them are included in [Exhibit 5.3.2](#):

Exhibit 5.3.2

**Comparison of Facilities Planning Efforts to Components
Of a Comprehensive Long-Range Facilities Plan
Richland School District
February 2018**

Components of a Comprehensive Long-Range Facilities Plan	Auditors' Rating	
	Adequate	Inadequate
1. Philosophical statements that reflect community aspirations and the educational mission of the district and their relationship to short- and long-range facilities goals	X	
2. Enrollment projections that take into account any known circumstances that may change the pupil population	X	
3. The current organizational patterns of the district and identification of possible organizational changes necessary to support the educational program	X	
4. Identification of educational programs considered by designers of capital projects for renovation or addition of school facilities		X
5. A detailed evaluation of each facility, including assessment of structural integrity, mechanical integrity and efficiency, energy efficiency, operations and maintenance, and health and safety requirements	X	
6. Prioritization of needs for renovation of existing facilities and the provision of additional facilities	X	
7. Cost analysis of potential capital projects to meet the educational needs of the district, including identification of revenues associated with capital construction	X	
8. Procedures for the involvement of all stakeholders of the school community in the development and evaluation of the long-range facilities plan		X
Total	6	2
Percentage of Adequacy	75%	
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As noted in [Exhibit 5.3.2](#), auditors rated 6 criteria as adequate and 2 criteria as inadequate by audit standards, resulting in 75% adequacy. The documents presented to the auditors for review exceeded the requirement of 70% adequacy, thereby satisfying the criteria for comprehensive, long-range facilities planning. A discussion of each criterion and auditors' assessment of associated plan components follows:

Criterion 1: Philosophical Statement

Board Policy 9225 addresses the need for the best possible physical environment for learning and teaching. The Executive Summary from the School Facility Study and Survey affirms the board's commitment to "planning for quality educational facilities that support and contribute to educational excellence." And finally, the Executive Summary from the Long-Range Facilities Planning report recognizes that quality educational facilities contribute to quality educational programs. This criterion was rated as adequate.

Criterion 2: Enrollment Projections

The 30-Year Planning Report contains enrollment projections through the year 2030. Projections include base growth and high growth possibilities. This criterion was rated as adequate.

Criterion 3: Educational Program Support

Enrollment studies and demographic studies based on shifting enrollment geographically have been used to determine where future growth will occur in the district to determine where new construction and/or renovations and expansions of current facilities may be necessary. This criterion was rated as adequate.

Criterion 4: Educational Program Needs

Although board policy and the executive summaries referenced in Criterion 1 support facilities that enhance teaching and learning, there is no indication in the planning documents seen in [Exhibit 5.3.1](#) of a formal process to consider how the facilities will support educational programming in the district. This criterion was rated as inadequate.

Criterion 5: Facility Needs Assessment

The Richland School District School Facility Study & Survey includes a description of each school building, its infrastructure, analysis of mechanical systems, system efficiencies, and health and safety requirements. This criterion was rated as adequate.

Criterion 6: Renovation and New Construction Prioritization

The Richland School District Long-range Facilities Planning report includes the prioritization of needs for renovation and construction of facilities. Bond pamphlets also reflect the prioritization. This criterion was rated as adequate.

Criterion 7: Capital Cost Analysis

Multiple district documents, including planning documents as well as bond documents, provide cost analysis of potential capital projects. This criterion was rated as adequate.

Criterion 8: Stakeholder Involvement

Planning documents seen in [Exhibit 5.3.1](#) include information related to stakeholder involvement, with community members as part of ad hoc committees formed to contribute to the processes. However, no evidence was presented to support involvement of all stakeholders of the school community in the development and evaluation of the long-range facilities plan. This criterion was rated as inadequate.

In summary, the auditors found that while the district has no single comprehensive facilities plan, multiple planning documents allow the district to meet the audit standard for adequacy.



The recently opened Libby Middle School is part of a long-range project to update and build new facilities for the school community

Facility Condition

The RSD board and district administration has pursued a plan to address issues of facility inadequacies, building age, and anticipated enrollment growth over the past 10 years. One district administrator noted that “After the 2017 bond is complete, the oldest elementary will be from 1999.” The district has entered into bonds related to construction projects most recently in 2013 and 2017. [Exhibit 5.3.3](#) displays each building impacted by the bond issues from 2013 and 2017, with the improvements for each facility, cost, and completion status included.

Exhibit 5.3.3

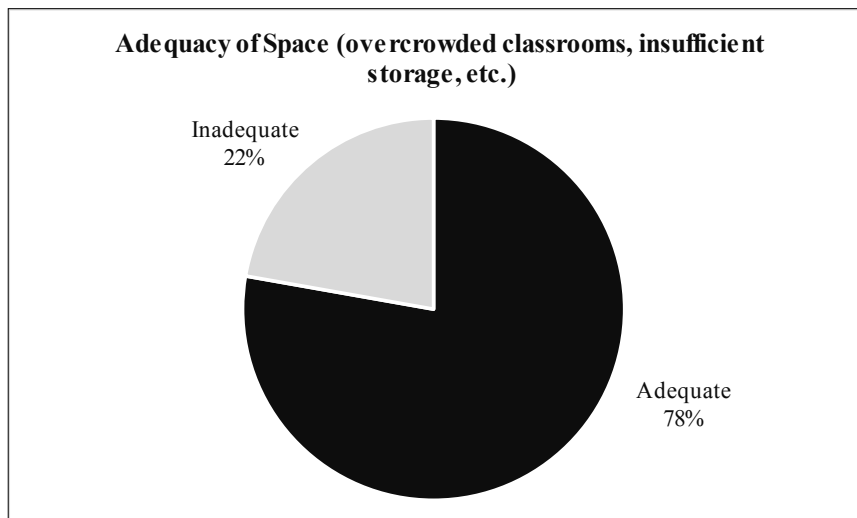
Recent and Ongoing Facility Projects Richland School District February 2018

Facility	Improvements	Cost	Status
2013 Bond			
Fran Rish Stadium	Visitor Side Improvements	\$2.4M	Complete
Chief Joseph Middle School	HVAC Replacement	\$4.1M	Complete
Three Rivers HomeLink	New Facility	\$6.7M	Complete
Lewis & Clark Elem.	Replacement Facility	\$10.5M	Complete
Sacajawea Elem.	Replacement Facility	\$9.9M	Complete
Marcus Whitman Elem.	Replacement Facility	\$13.8M	Complete
Jefferson Elem.	Replacement Facility	\$13.8M	In Progress
Libby Middle School	New Facility	\$35M	Complete
Orchard Elem.	New Facility	\$11.2M	Complete
2017 Bond			
Badger Mountain Elem.	Replacement Facility	\$17.3M	Planning Stage
Tapteal Elem.	Replacement Facility	\$17.3M	Planning Stage
Elementary #11	New Facility	\$13M	Design Development
Elementary #12	New Facility	\$13M	Site Approved
Richland High School	Auditorium Improvements	\$4M	Planning Stage
Fran Rish Stadium	Home Side & Field Improvements	\$10M	Planning Stage
Hanford High School	Athletic Field Improvements	\$6M	Planning Stage
RSD Tchg Lrng/Admin Ctr	Replacement Facility	\$10M	Site Approved
Preschool Center	Renovate Wing at Jefferson Elem.	\$1.4M	Specs Approved
Various Sites	Modular Classroom Buildings	\$7M	Planning Stage
<i>Data Source: District documents including bond pamphlets</i>			

As noted in [Exhibit 5.3.3](#), Jefferson Elementary is the only incomplete project from the 2013 bond and includes a renovation project from the 2017 bond for the Preschool Center. All projects approved during the 2017 bond are currently in some stage of planning.

Audit team members visited every school in the RSD and conducted a visual inspection of the buildings. The auditors looked at many classrooms, libraries/media centers, cafeterias, office areas, and restroom facilities, and did a general inspection of the grounds. The auditors’ visual inspection related to adequacy of space is reflected in [Exhibit 5.3.4](#).

Exhibit 5.3.4
Adequacy of Space – Auditors’ Site Visits
Richland School District
February 2018

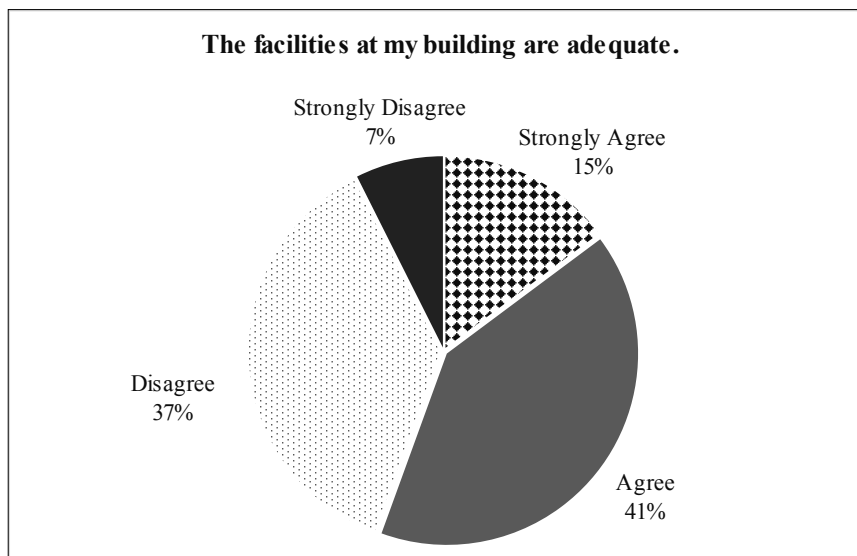


As noted in [Exhibit 5.3.4](#):

- Auditors found that 78% of schools visited had adequate space for teaching and learning.
- Twenty-two percent of schools visited were inadequate in classroom, storage, or other necessary space.

Adequacy of space was also addressed in the survey administered to building administrators. [Exhibit 5.3.5](#) shows the responses:

Exhibit 5.3.5
Adequacy of Space – Building Administrator Survey Response
Richland School District
February 2018



Source: Building Administrator Survey Results

As noted in [Exhibit 5.3.5](#):

- Fifty-six percent of building administrator respondents indicated they agree or strongly agree that their facilities have adequate space.

- Forty-four percent of building administrator respondents, however, disagree or strongly disagree that their current facilities have adequate space.

Survey and interview comments from building administrators include the following related to adequacy of space:

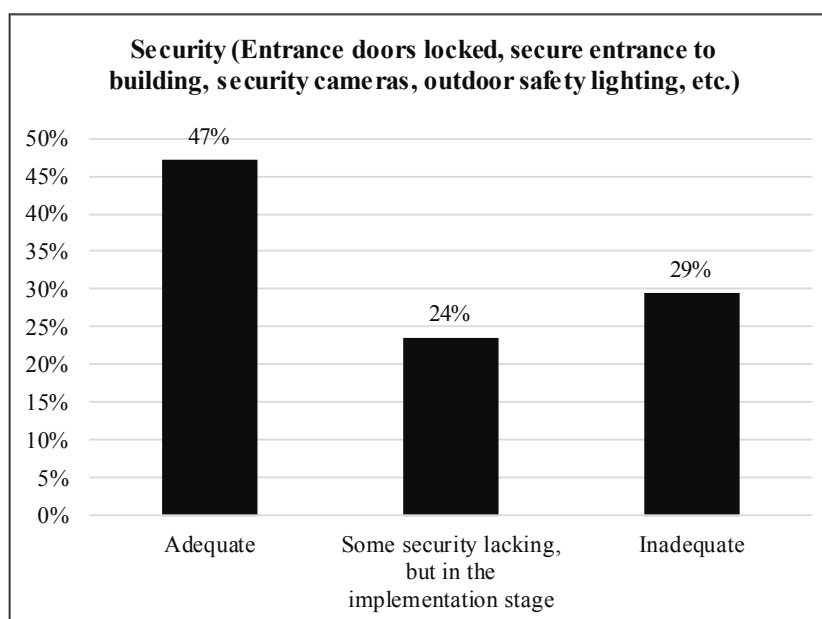
- “We need more space.” (Building Administrator)
- “We are in need of more classroom space to adequately serve our students.” (Building Administrator)
- “The CTE program is lacking essential resources.” (Building Administrator)
- “We don’t have a wrestling room. We don’t have a greenhouse. We don’t have a conference room.” (Building Administrator)
- “We have science classrooms with no room for labs.” (Building Administrator)

A district administrator also had this to say: “Some challenges related to facilities that Richland faces are school sites, outdated concepts like open concept, and layouts that are hard to supervise.”

Auditors determined from the data in [Exhibit 5.3.3](#) that the current building program from the 2017 bond addresses space issues in the schools that were not renovated or reconstructed in the 2013 bond.

The auditors also made note of any safety and security issues related to the facilities in the RSD during their school visits. While district staff provided a copy of the Safety and Crisis Handbook from 2008 to the auditors, and the handbook addresses a variety of emergencies, including hostage situations and school shootings, the ability to lock down a particular campus may be hampered by the lack of security found at some school buildings. [Exhibit 5.3.6](#) shows the auditors’ findings:

Exhibit 5.3.6
Adequacy of Security – Auditors Site Visit Responses
Richland School District
February 2018



As noted in [Exhibit 5.3.6](#):

- Security measures were adequate in less than half (47%) of the RSD campuses.
- Security measures were inadequate in over 50% of the RSD campuses; 29% of the schools had inadequate safety features, while 24% of the schools were lacking but in the implementation stage.

Auditors noted the following issues in the schools that were rated as inadequate or lacking during school visits:

- entrances that were open and unlocked,
- an entrance that provided no ability to see who entered the school since the office was around the corner,
- no check-in procedures in the offices for visitors,
- lack of security cameras,
- blind spots in buildings with security cameras,
- security cameras that were not operable, and
- lack of fencing around school grounds.

The auditors determined that security in the RSD is inadequate to provide a safe and secure environment for students and staff at the campus level. Consistent expectations at the district level for safety and security in all buildings with detailed procedures and adequate resources are necessary to ensure the safety of all students and staff.

Summary

The auditors concluded that while there is no long-term facilities master plan, the Richland School District's facility planning is adequate as evidenced by a number of planning documents. Although space continues to be a concern in some school buildings, the 2017 bond includes plans for further construction and renovations. And finally, security is an issue that needs immediate attention in some buildings to provide consistently secure learning environments for all students in the RSD (see [Recommendation 9](#)).

V. RECOMMENDATIONS OF THE PDK-CMSi CURRICULUM AUDIT™ TEAM FOR THE IMPROVEMENT OF THE RICHLAND SCHOOL DISTRICT

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

In the case of the findings, they have been triangulated, i.e., corroborated with one another. 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 school directors, and the operational and administrative duties of the superintendent of schools.

Where the PDK-CMSi audit team views a problem as wholly or partly a policy and monitoring matter, the recommendations are formulated for the board. 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 PDK-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: Provide for focus and clarity through consistent district, campus, and departmental planning. Develop written plan documents that meet audit criteria, have a reasonable number of achievable objectives, and are communicated to all stakeholders. Ensure that departmental plans for professional development, interventions, program evaluation, instructional technology, facilities, and assessment are aligned to district and school improvement plans and the curriculum management plan.

Development and implementation of comprehensive written plans that address professional development, interventions, program evaluation, instructional technology, facilities, and assessment provide district leaders with quality information to make intentional decisions about all aspects of the educational system related to student learning. These plans communicate to the public how district leadership addresses accountability in the local school system. In addition, focused and coordinated departmental plans align a system's resources effectively and efficiently to the implementation of the district's written curriculum.

Effective planning is essential to focus and organize district and school resources to meet the changing needs of students. Long-range planning provides a systemic means to sustain constancy of purpose as a district works to meet its goals. Comprehensive planning increases the probability that effective programs, practices, and facilities will be available to students regardless of growth, economic changes, and other changes within the community at large.

The auditors found that the Richland School District board policies are inadequate to direct planning and plans (see Finding 1.2). The three levels of planning analysis conducted by the auditors and reported in Finding 1.1 indicate that planning, the district improvement plan, and the school improvement plans are inadequate to provide clear and coordinated direction for achieving maximum benefits of human and financial resource expenditure. Additionally, some elements of curriculum management planning (see Finding 2.1), professional development planning (see Finding 3.3), instructional technology implementation (see Finding 3.2), and assessment and program evaluation planning (see Finding 4.1) are evident, but fail to meet the level of quality needed to support increased achievement and growth for all students (see Finding 4.3). Facility planning is adequate (see Finding 5.3), but lacks elements of linkage between district education goals and facility design and does not provide for input from all stakeholders.

Planning in the Richland School District must become more focused and coordinated. The following specific actions are recommended to the board and the superintendent. Full implementation of these recommendations should take from two to three years.

Governance Functions: The following actions are recommended to the RSD School Board:

G.1.1: Adopt a board policy to include a philosophical belief that planning at the highest level of the organization is crucial to the educational success of all students in the RSD. Commit to planning on an annual basis as a top priority for the board in conjunction with the superintendent.

G.1.2: With assistance from the superintendent, adopt new and/or revise existing board policies to provide clear, concise, and comprehensive direction that requires the RSD administration to:

1. Engage in quality annual planning and develop plans at the district, campus, and department levels that fulfill the board's philosophical belief and commitment developed in **G.1.1**, and that fulfill the belief in improvement at all levels of the organization.
2. Engage in formal curriculum and assessment management planning, and long-range technology, professional development, and facilities planning to focus and promote productivity district-wide.
3. Create and implement a performance-based budget development process that links planning and plan priorities to the allocation of resources (see Recommendation 9).
4. Submit an annual summative evaluation of all plans to the board for review and discussion—either at a regular board meeting or a board retreat or planning session prior to budget development for the next fiscal year.

G.1.3: Provide all necessary resources, including financial resources, for implementation of the following administrative actions.

Administrative Functions: The following actions are recommended to the RSD Superintendent:

A.1.1: Assist the board in drafting new and/or revising existing board policies as referenced in **G.1.1** and **G.1.2**.

A.1.2: Develop administrative regulations to further detail and provide guidance for the board policies related to planning. Administrative regulations should stipulate that the respective planning process or plans include Curriculum Audit quality characteristics as designated:

- District-wide planning (see Exhibit 1.1.2)
- Comprehensive district-wide plan (see Exhibit 1.1.3)
- Curriculum management planning (see Recommendation 2)
- Assessment and program evaluation management planning (see Recommendations 6 and 7)
- Professional development planning (see Recommendation 4)
- Facilities planning (see Exhibit 5.3.2)
- Technology planning and implementation (see Finding 3.2)

A.1.3: Designate district-wide oversight of planning and plans to a central office administrator at the director level or higher. This person should serve as a consultant or resource for all planning in the district to ensure alignment and full coverage of all major efforts as well as unduplicated efforts. Ensure that school improvement plans are included in the oversight with the following role assignments:

- Assistant Superintendent for Secondary Schools – working with the building administrators and improvement teams, directly responsible for the oversight of the development, approval, and implementation of secondary school improvement plans (see Recommendation 8).

- Assistant Superintendent for Elementary Schools – working with the building administrators and improvement teams, directly responsible for the oversight of the development, approval, and implementation of elementary school improvement plans (see [Recommendation 8](#)).

A.1.4: Working within the board policy and administrative regulation framework, create a new comprehensive planning process that requires clear and explicit connections between all planning efforts and the RSD priorities as referenced in [A.1.2](#). Within this framework:

1. Expand the comprehensive district-wide planning process to include the characteristics displayed in [Exhibit 1.1.2](#) that were rated as inadequate (i.e., policy expectation for planning; well defined vision and direction for the district; using data to influence planning and direction for the system—beyond student achievement data; aligning the budget development and adoption process with planning; determining where major decisions are made, campus or district level; leadership that adjusts to discrepancies between current realities and desired status; staff involvement in meaningful decisions through improvement planning, task forces, or other means; and aligning professional development to planning).
2. Work with RSD principals in determining how to best develop, manage, and evaluate plans that are true guidance documents rather than compliance documents. The annual district plan should, at a minimum, fulfill all of the characteristics listed in [Exhibit 1.1.3](#). All campus plans should, at a minimum, include the characteristics described in [Appendix J](#). Provide professional development to principals and campus staff in the planning and plan development process, including how to write measurable objectives, establish criteria for evaluating outcomes and objectives, conduct formative plan evaluation, and document checkpoints during the year for revisions necessitated by changes in the environment, etc. Direct principals via job descriptions (see [Finding 1.3](#)) and the performance review process to monitor plan implementation and to apprise the supervising assistant superintendent of any major problems or delays in reaching goals.
3. Work with department executive directors, directors, and coordinators to develop a standardized format for improvement plans, and develop plans for all units/departments that provide staff (support) functions. The focus of these plans should be continuous improvement of the processes provided by the unit/department, not student achievement improvement. The expectation is that improved staff processes will support the campus efforts in improving student learning, even though indirectly. Require the same implementation, monitoring, and evaluation steps described in number 2 above.
4. Develop curriculum and assessment management plans that incorporate the elements displayed in [Recommendation 2](#) and [Recommendation 6](#). These plans are critical for providing comprehensive planning coverage for all aspects of a mandated district-wide, high-quality, aligned K-12 grade curriculum to students attending all campuses. Submit the plans to the RSD board for approval. Assign the Executive Director of T, L, and C to lead the development, implementation, management, and evaluation of the plans.
5. Develop a comprehensive professional development plan, with the Professional Development Coordinator responsible for plan development, with oversight from the Executive Director of T, L, and C. This plan should be priority-based and include all characteristics referenced in [Recommendation 4](#). The foundation for the professional development plan must be the RSD goals and identified needs of the individual, unit/department, and organizational levels of employees required to successfully achieve the goals. Focus should be on implementing high impact practices in the classroom for improved learning by all students, as well as monitoring of delivery of those practices (see [Recommendation 2](#)).
6. Direct the Coordinator of Instructional Technology to work with the Executive Director of T, L, and C, as well as other internal and external stakeholders, to revise the district's technology plan to a comprehensive, long-range plan that reflects the district's vision for use of emerging technology as a teaching and learning tool. Include all of the elements of a high quality long-range technology plan referenced in [Appendix K](#).

7. Direct the Director of Support Services along with the Director of Facilities and Operations to modify and/or combine the current facilities planning documents into a comprehensive, long-range master plan (see [Exhibit 5.3.2](#)) that incorporates the district educational philosophy into all future facility designs (renovation and new construction), using a design process to maximize participation of stakeholders and provide facilities that best enhance the educational learning environment.

A.1.5: Schedule informal and formal conversations with key internal stakeholders regarding the importance and value of having a written plan that is truly a roadmap to reach the desired destination in the most effective and efficient manner possible. The plan must be a dynamic, ever-changing document for continual reference and guidance.

A.1.6: In concert with the board president, establish an annual schedule to present evaluation results of all major plans in an open public meeting. This report should include how progress toward goals and objectives is to be used as feedback for improvement and subsequent year goals.

Successful implementation of these governmental and administrative recommendations will create an environment for the RSD to be successful in establishing and institutionalizing a comprehensive planning process for district-wide curriculum management. Quality district, school, and department plans will focus planning on the main priorities of the district and reduce unnecessary impediments to success. Collectively, these efforts will promote the district's goal of closing the achievement gap and increasing achievement for all students.

Recommendation 2: Develop and implement a curriculum management plan that establishes an aligned curriculum available to all students and supports attainment of student learning goals. Design a comprehensive K-12 curriculum for all subjects that is aligned vertically and horizontally and is deeply aligned to state and national standards and assessments.

The main purpose of a school system is to deliver quality instruction to every student in order to ensure each child's academic success. The school system must, therefore, provide every student with access to the highest quality curriculum that includes carefully planned learning opportunities for academic mastery. Comprehensive district written curriculum documents for all grade levels and area subjects guide the learning and direct organizational efforts to achieving a deeply-aligned, quality curriculum for instructional delivery and equity for all students.

The best and highest quality curriculum is founded on the principle that the written, taught, and tested curricula are aligned. Curriculum alignment occurs when the content, context, and cognition levels are in agreement across all grade levels and area subjects. Whereas the content refers to the subject matter, the context is defined as the way in which the content is learned or practiced in a classroom lesson. Cognition can be described as the level of thinking required for students to complete a task assigned by the teacher or to practice a skill. The alignment process starts with a comprehensive, quality district written curriculum guide that provides the specific content taught, utilizes best pedagogical practices connected to the content, supplies the necessary context for students to achieve mastery, and lists the appropriate cognition level to check for student understanding. The curriculum guide would additionally present an assortment of aligned instructional materials, resources, and manipulatives to support the instructional goals. Likewise, the curriculum guide would furnish a variety of formative and summative assessments, as well as sample test items aligned to state or national assessments for teachers to use to ensure students have mastered the intended objectives. The last step for alignment is monitoring the delivery of the curriculum for effectiveness with the district-expected strategies and approaches as detailed in the guide, such as communicating high expectations for students and the use of differentiating instruction to meet the needs of all individual learners.

Richland School District administrators have the responsibility to both design and implement a comprehensive curriculum management plan to establish and maintain an aligned, quality curriculum for use in all classrooms, however, appropriate policy directing this action is missing or inadequate (see [Findings 1.1](#), [1.3](#), and [2.1](#)). This formal process must be documented to provide continuous, fluid procedures in the event of staff turnover, initiation for new staff members, and to produce up-to-date steps for current staff to follow. The curriculum management plan works in conjunction with the district comprehensive plans for budgeting, professional

development, assessment, and evaluation in order to optimize district efforts toward student achievement. Auditors find that linkages to this effect are absent within the district (see [Findings 1.1, 3.3, 4.1, and 5.1](#)).

A comprehensive curriculum management plan incorporates detailing a process to develop new curriculum and also monitoring and evaluating existing curriculum. Curriculum management plans start with focusing development, review, and evaluation efforts on the core area subjects first for all grade levels and then to the non-core areas, such as fine arts or world languages. Auditors developed a series of recommended steps to strengthen the curriculum management system in Richland School District.

Governance Functions: The following actions are recommended to the School Board of Richland School District:

G.2.1: Direct the superintendent to develop a comprehensive curriculum management planning policy for board review and adoption that provides direction for the development, implementation, monitoring, and evaluation of curriculum (see sample policy in [Appendix C](#)). Include the following:

- A clear statement of the philosophical approach to the development of curriculum.
- A requirement for alignment of the written, taught, and tested curriculum.
- A requirement that all courses offered at every grade level include:
 - The expectation of K-12 articulation of learning goals and objectives,
 - A consistent format for the design of quality curriculum guides, and
 - A process for the integration of technology with the design and delivery of curriculum.
- A requirement of differentiation, program integration, and alignment into the written curriculum.
- A requirement of equitable curriculum access and delivery to all students.
- A requirement that all courses offered at every grade level be assessed by the district for the monitoring and evaluation of student learning.
- A requirement of accountability for the design and delivery of the adopted curriculum through roles and responsibilities in current job descriptions.
- The expectation that textbooks and primary resources be evaluated for alignment with and support the adopted curriculum and that such materials not become the curriculum.
- A requirement for a curriculum management plan that includes procedures for the design and delivery of the curriculum, a periodic review of the curriculum, professional development needs, timelines, responsibilities, monitoring, evaluation, and budgeting.
- A requirement of long-range planning for curriculum materials funding and systematic management of distribution to ensure the timely availability of necessary materials and equipment.

G.2.2: Require that planning within and among departments be aligned to the district curriculum management plan (see [Recommendation 1](#)).

G.2.3: Require that campus planning be linked to the implementation of the district's curriculum management plan and district goals.

G.2.4: Establish through policy that curriculum and assessment are expected system-wide decisions (tightly held), and the delivery of the curriculum is a site-based decision (loosely held).

G.2.5: Approve funding for any program only as part of the budgeting process and after assurances that the program is based on identified student needs, is aligned with the district curriculum, and will be evaluated for positive effects on student achievement (see [Recommendation 7](#)).

G.2.6: Commit adequate financial resources to support the curriculum development cycle and the training needed to assist staff in designing and delivering high quality curriculum (see [Recommendation 9](#)).

G.2.7: Adopt policies that govern the assessment of student achievement and evaluation of educational programs and interventions, including grants, and the evaluation of the curriculum (see [Recommendations 6 and 7](#)).

G.2.8: Direct the superintendent to prepare a Staff Professional Development Plan (see [Recommendation 4](#)) that is based on district goals and priorities, focused on curriculum delivery and student learning, aligned with the curriculum management plan, designed to meet the criteria listed in [Exhibit 3.3.4](#), and can be adopted into policy.

G.2.9: Direct the superintendent to revise job descriptions to clearly communicate roles and responsibilities for curriculum management functions, such as leadership responsibilities for curriculum development, professional development, curriculum training, monitoring implementation of curriculum, and evaluation of curriculum (see [Recommendation 8](#)).

Administrative Functions: The following actions are recommended to the Superintendent of Richland School District:

A.2.1: Assist the board in the development of the recommended policies [G.2.1](#), [G.2.4](#), [G.2.7](#), and [G.2.8](#).

A.2.2: Write administrative procedures that support the new policies, and communicate these procedural expectations to all administrators with specified actions.

A.2.3: Clearly establish that curriculum and assessment designs are expected system-wide decisions, and hold principals responsible for ensuring that teachers are not writing independent curriculum or failing to implement the district curriculum.

A.2.4: Design a comprehensive curriculum management plan to include the following elements:

- The district's philosophical approach to curriculum that is to be used.
- The procedures for how relevant state and national standards will be included in or integrated with the local curriculum.
- The stages and sequence of curriculum review and development (see also [A.2.5](#) below).
- The specific distribution of roles and responsibilities of the board, district administrators, committees, building administrators, and school staff for curriculum development, implementation, monitoring, evaluation, review, and revision.
- The timing, scope, and procedures for curriculum review and adoption by the board.
- The consistent format and components of alignment for curriculum guides.
- A process for integrating technology into the curriculum.
- The selection and evaluation procedures for textbooks and instructional resources and the expected system of ensuring their timely purchase and distribution to schools.
- The method for communicating the curriculum design process to staff.
- Expectations for the classroom delivery of the adopted curriculum.
- The design of a staff development program supporting curriculum design and delivery.
- A process for communicating curricular revisions to the board, staff, and community.
- The expectations and responsibilities for monitoring curriculum delivery that includes specific procedures and criteria for principals, teachers, and central office staff.
- The assessment procedures that will be used to determine curriculum effectiveness.
- The expectations for district formative assessments to diagnose student progress and the use of such data for planning and improving instruction.

- The expectation that summative assessment data be used in decision making for curriculum design, instructional methodology, and program modification, continuation, or deletion.
- Procedures for systematically preparing data-driven budgets at the district and site levels to support curriculum delivery across all schools and address curriculum priorities.

A.2.5: Establish and implement a curriculum review cycle that includes a model for the design of curriculum guides:

1. Organizational preparation:

- Build upon existing curriculum development work (where it exists) while establishing the system outlined here.
- Select a consistent format for documenting the scope and sequence across grade levels and courses and within grade levels of specific curriculum areas.
- Select a consistent, district-wide model format for curriculum guides that is functional, user-friendly, and meets or exceeds the criteria outlined in Exhibit 2.3.1.
- Establish a timetable for developing, evaluating, and revising curriculum guides for each subject and course offered. Consider the possibility of a five-year review cycle, but ensure that no more than one core content area is addressed for revision in any given year after the immediate work on English language arts, mathematics, science, and social studies guides has been completed. Include roles, responsibilities, and timeframes with the cycle information.
- Select a curriculum design team with individuals from each grade level and subject area for the scope and sequence design, and provide training in vertical design of curriculum standards and benchmarks/objectives. Include additional district departments to allow for greater impact on student learning.
- Select a smaller curriculum design team with a representative from each cluster of grade levels: K-3, 4-5, 6-7, 8-9, and 10-12. Include additional district departments to allow for greater impact on student learning. With a district staff member facilitating, train these team members in design of the curriculum guides, building upon an established scope and sequence of standards, benchmarks, and objectives.
- Select a curriculum review team from teaching staff not involved directly in the design team to critique the curriculum guides as they are drafted and revised. In addition to teachers who teach the discipline area under review, the team needs to include a principal and teachers trained in technology, special education, highly capable, and additional areas as necessary.

2. Design curriculum:

- Review the latest research and expert thinking in the discipline with those currently teaching in the curricular area.
- Assess the current strengths and weaknesses of existing curriculum.
- Assess current and future graduation expectations, including a district graduate profile.
- Include the curriculum guide components listed in the curriculum management plan, and ensure that they meet the criteria outlined in Exhibit 2.3.1.
- Review existing standards, benchmarks, and objectives for clarity and appropriateness, and assign estimates of time allocation for the learning objectives, or benchmarks, not simply by units of lessons.
- Determine prerequisite skills or concepts needed for the objectives and document those in accordance with the guidelines in Exhibit 2.3.1.
- Key each objective to district and/or state performance objectives and assessments.
- Match objectives to state standards and assessments by content, context, and cognitive types used. Then offer information on extending each of these alignments.

- Match objectives to district-adopted textbooks and supplementary instructional resources.
- Include suggestions on how to integrate instructional technology into the lessons.
- Align instructional strategies with the context of state and local assessments.
- Develop specific examples and model lessons on how to approach the key concepts and skills in the classroom using a variety of instructional strategies.
- Include strategies for meeting the needs of additional district areas as needed in mastering the objectives.
- Obtain feedback from the curriculum review team.
- Access assistance from external consultants as “critical friends” to critique the process and products during the design stage.
- Obtain feedback from teachers not on the review team when significant changes are being considered.
- Determine the feasibility and advisability of using online access to curriculum resources, considering such factors as:
 - Access to computers and the district system by all staff members,
 - Speed of access and user-friendliness of paper vs. online documents, and
 - Skills of teachers in using technological resources vs. paper documents.

3. Select instructional materials:

- Using the accepted draft of the curriculum documents, review and analyze instructional materials to support the curriculum, applying analysis of congruence by content, context, and cognitive demand.
- Identify the most closely aligned materials to pilot with the draft curriculum.

4. Curriculum implementation:

- Field-test the curriculum.
- Pilot the resource materials, assessments, and instructional strategies.
- Evaluate curriculum effectiveness in terms of student achievement.
- Revise field-tested curriculum guides based on feedback.
- Submit curriculum and resources for adoption by the board.
- Require the availability and use of written curriculum guides for all teachers teaching the designated subjects.

A.2.6: Develop a schedule for review of curriculum management plan progress and periodic reports to the board.

A.2.7: Develop a district-wide Professional Development Plan (see [Recommendation 4](#)) that includes training as an integral part of curriculum development, implementation, and assessment and as a priority in enhancing all individuals’ job performance skills.

- Provide training in curriculum design and development, using information from the audit report to enhance the quality of curriculum documents.
- Provide training to district and school administrators in monitoring the delivery of the curriculum. Once the training is provided, hold district and school-based administrators accountable for the ongoing monitoring of curriculum delivery.
- Assist schools in identifying needs held in common with other schools in the district, and support ways they might share resources and collaborate on professional development efforts, both in common development experiences and in “on the job” training and common planning sessions. Coordinate

the designated offerings to support common needs among the schools, and provide opportunities for collegial cross-school professional growth in-service training as well as school-specific training.

- Identify and prioritize the instructional practices and strategies that are deemed most likely to lead to student success, and focus on those as “power strategies” in all schools (e.g., differentiated instruction, inquiry-based practices, and integration of technology).
- Support content-specific strategies (such as use of manipulatives in mathematics instruction), and encourage emphasis on individual choices as well as collective choices that address the “power strategies” and content-specific strategies in their staff development decisions.
- Where staff appraisals identify training needs, ensure that these also receive priority in professional development selections.
- Require ongoing professional development for teachers and building administrators in research-based, effective instructional strategies for delivering a challenging curriculum to all students.

A.2.8: Revise administrator job descriptions and appraisal instruments to include responsibilities for leading curriculum and staff development, training of the staff supervised, and providing support, follow-up, and monitoring of the staff development offered (see [Recommendation 8](#)).

A.2.9: Support the revision of administrative priorities to emphasize focus on classroom visits and related practices to promote instructional leadership among principals, assistant principals, and classroom support teachers at all levels.

- Expect administrators to set personal time management goals to ensure presence in classrooms at increasing rates, working toward visiting every classroom at least once per week.
- Link administrative job descriptions and performance evaluations to effective instructional leadership and curriculum monitoring practices.

A.2.10: Hold building principals clearly accountable for instructional leadership in the schools, including monitoring of curriculum implementation and performance evaluation of all staff. Clarify that curriculum and program positions are to assist the principals and coach teachers, but that the principals are the overall supervisors and evaluators of classroom teachers.

A.2.11: Develop a district-wide, K-12 assessment plan that incorporates administration and use of feedback from the following to evaluate the effectiveness of the curriculum in terms of student achievement (see [Recommendation 6](#)):

- Assessments mandated by the state.
- Criterion-referenced tests. Establish a quarterly schedule for tests across all grade levels and subjects, including end-of-year exams. Create classroom benchmark assessments that can provide feedback about individual objectives regarding performance of individual students.
- Provide staff development for classroom teachers in the development and use of sound classroom assessment strategies that match district learning objectives and provide students with practice in a variety of assessment formats.

A.2.12: Establish a committee comprised of key district instructional leaders to develop an instructional model to be used in the district. The model, whether adopted from existing models or created by district staff, should include the following:

- Instructional planning, based on district curriculum objectives and analysis of student needs, which leads to selection of the most appropriate instructional strategies.
- Instructional delivery, which includes information and examples directly related to the objectives.
- Student practice related to the objective, the monitoring of student learning with appropriate feedback, and re-teaching or enrichment as needed by individual students.

- Evaluation, including monitoring and recordkeeping that tracks each student's status relative to objectives to be learned and directs re-teaching as necessary.

A.2.13: Develop a system for consistent monitoring of curriculum implementation throughout the district. Instructional administrators should observe the curriculum being taught in the classrooms on a regular basis, per board policy (see Recommendation 3). The following strategies are recommended for the structure of curriculum monitoring in the district:

- Determine the curriculum objective that is being learned in the classroom and the cognitive type of thinking that is being employed.
- Compare taught objectives to the district curriculum guide for congruence.
- Determine the alignment of activities/resources to the objective(s) being taught.
- Determine effective teaching practices taking place with attention to differentiated instruction to meet students' needs.
- Note other objectives and teaching practices observed throughout the classroom.
- Plan when and how feedback will be given to teachers to assist them in growing professionally.

A.2.14: Develop a communication plan to assist staff in understanding the curriculum design and delivery process so that coordinated curriculum implementation will occur. Ensure clarity in roles for ongoing coordination, monitoring, and support of curriculum implementation.

A.2.15: Conduct a review, based on adopted program evaluation procedures, of all programs in the district, focusing on their purposes, impact on student learning, and cost effectiveness. Create a panel of teachers, building administrators, and district level administrators to recommend which programs will be maintained as is, which need to be modified, and which need to be eliminated based on evaluation data.

Summary

A school system that designs and implements a comprehensive curriculum management plan enables all stakeholders to take an active role in ensuring the optimal level of student achievement. The curriculum management plan works simultaneously with additional district plans for budgeting, staff professional development, assessment, and program evaluation to improve system efficacy and meet the needs of all learners. District curriculum guides are expected to be designed, reviewed, monitored, and evaluated for all grade levels and area subjects as well as meet the minimum criteria for quality set forth in Exhibit 2.3.1. Quality written guides direct system efforts to achieve a deeply-aligned curriculum and strong system for instructional delivery and equity that reduces the likelihood that student performance on local, state, and national assessments is predicted more by demographic factors than by classroom instruction.

Recommendation 3: Review, revise, adopt, and implement board policies to provide clear direction for the educational program and operational functions and to clarify expectations regarding organizational coordination and decision making.

A comprehensive set of school board policies is necessary to guide the management of a school system and express the expectations and intentions of the elected body legally charged with governance of the school district. Current, sound policies provide an updated legal framework for school district program operations and help created educational focus for ongoing decision making at schools and at the district level. Policies are relied upon to be a source of reference for district management as they deal with recurring issues and make operational decisions to promote consistency of administrative practices and cohesion of organizational functions. Administrative regulations that outline for central and site leaders the expectations in policy implementation are beneficial for effective coordination.

Likewise, quality control lies at the heart of a well-managed educational system. School systems demonstrate quality control through a clear set of policies that establish direction, and coherent planning processes focused on system goals.

Auditors determined that Richland School District lacks sufficient mechanisms for quality control in the areas of policy, planning, and organizational structure to realize the district's strategic direction.

The current board policies for the RSD do not provide adequate direction or communicate clear expectations either for curriculum management and educational program management or for related administrative and operational functions (see [Findings 1.1, 1.2, 1.3, 2.1, 3.1, 4.1, 4.3, 5.1, and 5.2](#)). Some policies broadly allude to critical functions of curriculum management without giving clear expectations; others establish some direction but do not meet audit criteria for clarity. Current policies require few elements of a data-driven planning function, an effective curriculum management system, a comprehensive student assessment and program evaluation system, or use of data for decision making (see [Findings 1.1, 1.3, 2.1, 3.1, 4.1, 4.3, and 5.1](#)). Administrative regulations and procedural documents used to interpret and operationalize board policies exist and are utilized, but currently require board approval, which hampers ease of implementation.

The auditors' recommended actions address the primary needs in the area of policies and regulations as identified through audit analysis (see [Finding 1.1](#)). Additional recommendations in this report also identify specific areas of policy weakness. The actions need to be addressed during the next 6 to 12 months in order to establish clear parameters for management of the educational program, operations, and related functions; to support effective coordination of responsibilities; and to communicate expectations regarding the follow-up actions recommended in this report.

Governance Functions: The following actions are recommended to the School Board of the Richland School District:

G.3.1: Direct the superintendent to prepare and present for review and adoption drafts of new policies or revised policies that will meet the criteria outlined in [Exhibits 1.2.2 through 1.2.6](#) and address policy deficiencies pointed out in each of the findings and accompanying recommendations within this report. Address these revisions as a priority in order to establish clear communication of direction for educational program management and sound operation of the district. If necessary, contract with the Washington State School Directors' Association, the National School Boards Association, or other creditable agency to assist with this task.

G.3.2: Establish an ongoing policy review and update schedule to avoid policies being outdated and ignored. Incorporate Washington State School Directors' Association legal information as legislative changes occur, and include language needed to specify clearly the local board's additional intent and expectations.

G.3.3: Direct the superintendent to establish a mechanism to ensure all administrators' understanding of policies and the expectation that policies be followed throughout the district. Likewise, direct the superintendent to prepare administrative procedures for consistent implementation of policies.

Administrative Functions: The following actions are recommended to the Superintendent of the Richland School District:

A.3.1: Assist the board in implementing [G.3.1](#) through [G.3.3](#) above. Provide draft policy language that offers clarity of expectations where needed to meet the audit criteria in [Exhibits 1.2.2 through 1.2.6](#) and other findings within the audit report.

A.3.2: Identify the policies most in need of specificity for district and school administrative coordination and consistency, and develop administrative regulations/procedures for those policies. Examples are: processes for development of curriculum (see [Appendix C: Sample Curriculum Development Policy and Recommendation 2](#)); expectations of curriculum monitoring, including classroom room walk-through procedures; procedures for implementation and monitoring of the effects of professional development (see [Recommendation 4](#)).

A.3.3: Provide updated policies and regulations/procedures to all administrators, with copies available for staff at the work sites, electronically or otherwise. Update policies and procedural documents on the district website as soon as feasible to enable ready internal and external access to the most current policies and regulations. Ensure that the publicized documentation of policies refers to the most recent review and approval for continuation or the most recent revision of previously existing policies.

A.3.4: Include discussion of updated policies and regulations in administrative meetings as revisions are completed, highlighting particular areas of policy at regular meetings. Monitor for consistent implementation at all schools.

A.3.5: Establish a system to maintain policy congruence with current state and federal laws, regulations, and other requirements, as well as accuracy of local board intent in critical areas such as curriculum instruction, student assessment, and program evaluation.

A.3.6: Develop and implement a strategy for clarifying points of decision making in critical areas such as curriculum, program adoption, assessment, professional development, instructional technology, and determining exceptions to program guidelines. Using administrative team meetings, engage in activities such as matrix design by focusing first on decisions, especially noting those most uncertain as to the point of responsibility. Within the matrix, identify both perceptions and intent for those decisions to establish clarity, and create a document to help ensure uniform understanding among units within the system.

Summary

These policy recommendations, if implemented during the next 6 to 12 months, will establish clear parameters for management of the educational program, operations, and related functions to support effective coordination of responsibilities and to communicate expectations regarding the actions recommended in this report.

Recommendation 4: Develop a comprehensive professional development program, anchored by a quality plan, that is tightly aligned to the district's priorities and centrally coordinated for increased productivity.

The goal of quality professional development is to increase the human capacity of all staff in the execution of their responsibilities to promote accomplishment of the organization's mission and priority goals. In education systems, this overarching goal translates to developing the skills of teachers, administrators, and support personnel in the effective design and delivery of curriculum and support functions. Professional development is a key factor in ensuring the alignment of the written, taught, and tested curriculum. Special emphasis must be placed on developing teachers and principals to use and monitor instructional strategies that meet the needs of all students and to implement the adopted curriculum to support differentiation and student-responsive teaching. Additionally, effective professional development must be aligned with district priorities to maximize the use of available time and coordinated at the central office level to promote efficiency and productivity.

Auditors found the RSD professional development program inadequate to prepare instructional and administrative staff to deliver the district's curriculum (see [Finding 3.3](#)). The district offers many professional development opportunities, but leadership has not established adequate policies or administrative regulations to provide clear direction for professional development (see [Finding 1.2](#)). Further, leadership has not developed a comprehensive professional development plan that provides direction for the coordination, implementation, and evaluation of professional development efforts that result in high levels of achievement for all students. Finally, a clearinghouse to coordinate professional development across the district has not been established (see [Findings 1.1](#) and [1.3](#)).

To eliminate the deficiencies found in the RSD professional development program, the auditors offer the following recommendations to the board and superintendent. The professional development plan should be complete within one year. All other recommendations should be completed within two years.

Governance Functions: The following actions are recommended to the School Board of the Richland School District:

G.4.1: Direct the superintendent to draft wording for a new board policy in the 5000 series that requires a comprehensive professional development plan and provides increased control and direction for professional development throughout the district.

G.4.2: Direct the superintendent to develop administrative regulations that detail the components of the professional development plan described in [G.4.1](#). The plan should incorporate, at minimum, the 18 characteristics of quality professional development as described in [Exhibit 3.3.1](#).

G.4.3: Direct the superintendent to develop a comprehensive professional development plan as described in **G.4.1** and **G.4.2** and implement a professional development program that ensures district-wide consistency, continuity, and quality control. The plan should evolve from consideration of the following minimum factors:

- District mission, vision, and strategic priorities;
- Performance review data;
- Curriculum delivery monitoring data;
- Student assessment data;
- Program evaluation data;
- Student equity needs;
- Technology integration as both a teaching and learning tool; and
- Staff member needs assessment, including both professional and support staff.

G.4.4: Commit adequate resources to implement the administrative actions in this recommendation, including revision of the FY18 budget to fund the new Coordinator of Professional Development position as soon as possible. Ensure funding in the FY19 budget, and require evaluation of the position effectiveness.

G.4.5: Require the superintendent to present an annual report of professional development initiatives and evaluative data on their impact on student achievement. Effectiveness of professional development is best measured in terms of observed changes in classroom instruction resulting in increased student achievement, not in dollars spent or numbers in attendance.

Administrative Functions: The following actions are recommended to the Superintendent of the Richland School District:

A.4.1: Draft wording for a new policy to direct the development and implementation of a comprehensive written professional development plan that aligns with the district improvement plan and all other district and campus planning documents.

A.4.2: Recommend a revision to the FY18 budget to fill the vacant Coordinator of Professional Development position as soon as possible to provide leadership in completing the remaining administrative actions in this recommendation (see also Recommendation 8). Revise the existing job description to reflect all duties and responsibilities; announce the position vacancy; and hire the most competent qualified applicant. Include funding for the position in the FY19 budget, and evaluate the effectiveness of the position over a 15-18 month period to determine continued funding beyond FY19.

A.4.3: Define roles and responsibilities for all other district personnel in terms of professional development responsibilities, participation, monitoring, and evaluation. Update district job descriptions to include these attributes.

A.4.4: When the board approves the professional development policy described in **G.4.1** and **A.4.1**, prepare the administrative regulations addressed in **G.4.2**, incorporating the 18 characteristics of quality professional development plans.

A.4.5: Develop a multi-year professional development plan that is consistent with the administrative regulations described in **A.4.4**. Formalize the connections among the district's written curriculum, instructional practices, appraisal system, and professional development program. Involve internal and external stakeholders in the development of the plan.

A.4.6: Publish and widely communicate the new professional development policy, administrative regulations, and plan to all internal stakeholders.

A.4.7: Establish a district-level clearinghouse for all campus and district-level professional development activities, and assign the new Coordinator of Professional Development responsibility for oversight. The overarching, multi-purpose of a clearinghouse is to ensure alignment of all professional development activities

(campus and district) to district priorities, facilitate coordination of all professional development efforts for reduction of duplication, and promote increased productivity.

A.4.8: Determine priority areas for professional development across the district in alignment with needs assessment and long-range planning goals. Determine professional development offerings that are differentiated for the needs of administrators, teachers, and support staff, according to their experience and performance review results. Select only a few initiatives for focus, thereby giving administrators and teachers time to deepen their level of understanding and implementation of priority practices over the course of several years (see [Finding 5.2](#)). Consider selection from the following areas:

- Improvement of curriculum development, revision, and deep alignment techniques for the district curriculum design team (see [Finding 2.2](#));
- Implementation of the written curriculum using the district's preferred instructional strategies, including those determined effective in reducing the achievement gap based on wealth (see [Findings 3.1](#) and [3.2](#));
- Use of assessment data as feedback for improvement (see [Finding 4.3](#));
- Prevention and elimination of campus and district-based inequalities and inequities (see [Finding 3.1](#));
- Use of effective strategies for the selection, implementation, and evaluation of interventions (see [Finding 5.2](#));
- Enhanced use of Professional Learning Communities as a venue for more effective planning (see [Findings 1.1, 2.1, and 4.1](#)); and
- Conversion to a performance-based process for budget development to promote a more equitable distribution of funds based on cost-benefit analysis (see [Finding 5.1](#)).

A.4.9: Determine a consistent and coordinated process to provide for professional development follow-up through observation, practice, feedback, and coaching by both administrators and classroom support teachers. Ensure that administrators attend prioritized professional learning sessions along with teachers to support the monitoring function across the district and to enhance feedback efforts.

A.4.10: Determine how professional development offerings will be differentiated for the needs of administrators, teachers, and support staff. Consider use of performance review, informal and formal walk-throughs, and supervisor as well as employee needs assessment data.

A.4.11: Provide an annual report to the board on progress toward the goals identified in the professional development plan, based on student achievement (see [Finding 4.3](#)).

Implementing these recommendations will promote the development and implementation of a comprehensive professional development program that is focused on improving the human capacity of all district employees, with special focus on those with line responsibility for achieving the district's mission of improved teaching and learning for all students. Further, the coordination of professional development efforts will promote increased productivity of the thousands of dollars currently being spent on professional development activities across the district each year.

Recommendation 5: Establish a system for the prevention of future and the elimination of existing inequalities and inequities at the campus and district levels. Develop a more effective program for English language learners that promotes English language proficiency while simultaneously giving them full access to the district's curriculum.

Public school systems must be conscious of ensuring equality, particularly in the areas that directly and indirectly impact student achievement. Policy makers and the public see schools as the equalizer for students of poverty and other student groups considered at-risk for failure, including those whose native language is not English. Beyond equality, additional human and financial resource allocations are often needed to promote equity to facilitate all student groups crossing the proverbial finish line (i.e., completion) at the same time. Equity issues must be addressed early and proactively, especially in districts where the socioeconomic levels and the students'

demographic profiles are changing at an evolutionary rather than revolutionary level and might otherwise not be noticed.

Although the Richland School District board has adopted policies that promote equality and equity (see [Finding 1.2](#)), and the leadership has identified and targeted wealth-based achievement gaps (see [Finding 1.1](#)), the auditors found other inequalities and inequities at the campus and district levels. Free/reduced lunch students are over-represented in student behaviors that negatively impact student achievement—absenteeism, disciplinary referrals, suspension and expulsion, dropout rates, and grade retention. Elementary free/reduced lunch students do not receive equitable human and financial resources to promote an even learning trajectory (see [Findings 3.1](#) and [5.1](#)). The program offered to English language learners is not sufficiently rigorous or focused to promote their mastery of the English language while receiving equal access to the district curriculum to deter delays in mastering the vertical curriculum. The described disparities have promoted persistent achievement gaps for free/reduced lunch students and English language learners in reading and mathematics that are not likely to be resolved without intentional and focused interventions.

In order to ameliorate these inequality and inequity issues, the auditors recommend the following actions to the superintendent and Board. All actions should be accomplished within one to three years.

Governance Functions: The following actions are recommended to the RSD School Board:

G.5.1: Direct the superintendent to ensure compliance with the *Board Policy 2160-2168* series and administrative regulations that address equal access to the curriculum by all students. The first step is to include a component in the district improvement plan that goes beyond eliminating wealth-based achievement gaps—a multiple year goal for the prevention of future and elimination of existing inequalities and inequities.

G.5.2: Revise *Board Policy 2162: Transitional Bilingual Instruction* to define more clearly the board's expectations for a quality program of English language competency for English language learners. Reference the abbreviated literature review entitled *Respecting Diversity in the Classroom* found in [Appendix D](#), as well as the state statutes and regulations, for guidance. The district may certainly build on its existing program, but a more immediate sense of urgency to address ELL language competency needs, while promoting full and undeterred access to the district's curriculum, is required if the achievement gaps are to be eliminated.

G.5.3: Involve internal and external stakeholders in defining equity and reaffirming their commitment to educational equity.

G.5.4: Provide adequate funding to support the activities recommended to the superintendent in this recommendation.

G.5.5: Require annual reports from the administration regarding efforts to prevent, identify, and eliminate inequalities and inequities throughout the district.

G.5.6: Direct the superintendent to prepare a report that identifies the following:

- # of paraprofessionals assigned to individual campuses.
- Stratify the above number by assignment (instructional support vs. general supervision (e.g., playground, cafeteria, bus duty).
- Complete or contract with an outside provider to conduct a function analysis (value analysis) to determine appropriate number of paraprofessionals required based upon present workload [Value = (Performance + Capability)/Cost = Function/Cost].

Such data will provide valuable information to identify efficiency within the system and clarify responsibility levels of paraprofessional versus classroom teachers.

Administrative Functions: The following actions are recommended to the Richland School District Superintendent:

A.5.1: Develop and/or revise administrative regulations for the policies identified in [G.5.1](#) to further define expectations regarding equality and equity.

A.5.2: Revise administrative regulations to *Board Policy 2162* to define and require a rigorous and research-based program for English language competency by English language learners at all grade levels throughout the district. Reference the abbreviated literature review entitled *Respecting Diversity in the Classroom* found in Appendix D, as well as state statutes and regulations, for guidance. Ensure that regulations include the elements of high quality ELL programming and services as detailed in Appendix F, Criteria for Design Quality of Programs and Services for English Language Learners.

A.5.3: Identify a single district-level administrator to champion the elimination of all inequalities and inequities across the district. Announce this person's responsibilities and authority from the superintendent to serve as the "czar" in this important effort. Identify roles and responsibilities for other staff in monitoring, preventing, and eliminating inequalities and inequities at the campus and district levels. Ensure job descriptions are revised to reflect these responsibilities (see Finding 1.3), and implement accountability. Ensuring equity and equality must be a unified effort with all stakeholders assuming a role.

A.5.4: Provide quality professional development, as necessary, to educate all staff about the differences in equality and equity and their importance in equalizing the learning opportunities for all students (see Finding 3.3 and Recommendation 4).

A.5.5: Engage line employees (e.g., teachers and principals) at all levels in an intensive training program for delivering instruction in such a way that students can be academically successful regardless of economic status, linguistic abilities, or other social or cultural factors. This training should be ongoing each year to address new employees and build growing understanding and capacity in continuing employees.

A.5.6: Assist the board in obtaining external stakeholders' commitment to equity and equality. Holding regularly scheduled community forums or town halls to discuss the district's challenges and efforts in eliminating inequalities and inequities and to receive feedback from external stakeholders would communicate good intentions and build organizational trust to create a broader base of support.

A.5.7: Collect or continue to collect data on equality and equity issues in user-friendly formats within the areas listed below as well as other areas in which district leadership identifies potential inequality or inequity issues. Identify a process by which the district can determine progress toward goals more quickly than waiting for the annual state report cards to be published.

- Student achievement between and among demographic and comparison groups. Use the years-to-parity formula utilized in Finding 3.1 and provided in Appendix E to predict trends in achievement gaps between and among any groups suspected of falling behind academically (see Finding 4.3). Implement well-researched appropriate interventions to eliminate the gaps (see Findings 4.1 and 5.2).
- Enrollment by demographic groups within academic and extracurricular programs.
- Allocation of human and financial resources to campuses.
- Retentions, suspensions and expulsions, dropout rate, and absenteeism, based on demographic groups.
- Inequities within curriculum and/or assessment documents and/or processes (see Findings 2.1 and 4.1).

A.5.8: Monitor site-based decisions that may result in unintended inequities in programs, materials, and practices.

A.5.9: Review monies generated by schools through outside sources to determine if such funds provide an unfair advantage to some schools. If so, determine how the district can support equitable allocation of resources so that the neediest students and schools receive fair support.

A.5.10: Ensure that reports, budgets, planning documents, assessments, programs, and interventions reflect equitable treatment of all students at all school sites and alignment with district plans.

A.5.11: Provide an annual report to the board as described in G.5.5.

Following the steps outlined in this recommendation will allow the Richland School District to take a proactive stance against inequalities and inequities across the district and, thereby, promote an equal learning environment

for all students, regardless of wealth, language acquisition, or other demographic characteristics. Over time, and with close vigilance and disruptive interventions, district leadership should accomplish the intended goal of eliminating the current static and widening achievement gaps between student groups.

Recommendation 6: Develop and implement a comprehensive plan for student assessment and program evaluation that will provide meaningful data for decision making supporting improved student achievement. Develop system-wide formative and summative assessment tools concurrently with curriculum development.

In the Richland School District, the auditors found board policies, plans, and job descriptions to be inadequate to direct student assessment and the use of data to address student needs, provide feedback for curriculum modification, and program evaluation (see [Findings 1.1, 1.2, 1.3, 2.1, and 5.2](#)). 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 in all core and non-core courses (see [Findings 4.1 and 4.2](#)). The scope of student assessment was inadequate to evaluate the taught curriculum in core and non-core courses and generate sufficient data for making sound curricular decisions (see [Finding 4.2](#)). Use of formative and summative student assessment data was inconsistent at the district, campus, and classroom levels (see [Finding 4.3](#)).

Auditors found a wide variety of district-wide and campus-based programs and interventions were in place (see [Finding 5.2](#) and [Recommendation 7](#)). Some program evaluation was done for compliance purposes. District budget development practices did not indicate that student performance data were used to establish priorities for instructional delivery to improve the success of all students (see [Finding 5.1](#)). Finally, programs and interventions designed to improve student achievement were not being selected or evaluated based on careful data analysis (see [Finding 5.2](#) and [Recommendation 7](#)).

Auditors recommend revision of local policies directing design of comprehensive planning for student assessment in all core and non-core courses, kindergarten through grade 12, and requiring evaluation of programs to determine the cost-benefit of programs and their alignment with district priorities. Additionally, auditors recommend revision of board policies directing data use to identify and respond to achievement gaps. Due to significant gaps in student achievement among certain subgroup populations, as noted in [Finding 3.1](#), direction through policy and administrative regulation is an immediate necessity to address student needs and determine which programs are beneficial in closing achievement gaps.

Lacking a comprehensive plan for student assessment and program evaluation means the district lacks critical linkages with the curriculum (see [Findings 2.1, 2.2, and 2.3](#)) and, therefore, direction for producing desired learning outcomes. The leadership of Richland School District needs to consider, as a priority, design and implementation of a comprehensive student assessment and program evaluation plan and planning process. Having an assessment process in place can serve as a means to acquire, organize, and analyze information needed to guide instructional planning, inform teachers about student learning, assess program effectiveness, and make critical decisions regarding the educational program, district practices, and resource allocations.

Governance Functions: The following actions are recommended to the members of the School Board of the Richland School District:

G.6.1: Direct the superintendent to present to the board for review and adoption a new or revised policy that provides a framework for a comprehensive student assessment and program evaluation plan, which may be part of the curriculum management plan (see [Recommendation 2](#)) and which includes the following:

- Description of the philosophical framework for the design of the student assessment plan and direction for both formative and summative assessment of the curriculum by course and grade in congruence with board policy.
- Requirement that formative, diagnostic assessment instruments are aligned to district curriculum and are administered to students frequently to give teachers information for instructional decision making.
- Requirement that curriculum documents model types of assessment approaches to be used on an ongoing basis to monitor student learning.

- Requirement that an easily accessible pool of high quality assessment items and tasks be available to teachers of all core courses (at a minimum) and all non-core courses for use diagnostically during instruction.
- Requirement that district staff provide deeply aligned summative assessment tools to measure student mastery of key content of the curriculum after adequate opportunity to learn.
- Direction for use of data to analyze group, school, program, and system student trends and the expectation that when achievement gaps are evident in the data, aggressive action must be taken to intervene.
- An expectation for ongoing formative and summative program evaluation, an explicit set of formative and summative procedures to carry out this expectation, and provisions for regular formative and summative assessment at all levels of the system (organization, program, and student).

G.6.2: Direct the superintendent to prepare for board review and adoption a comprehensive student assessment and program evaluation plan as described in policy under action **G.6.1**.

G.6.3: Commit adequate resources to support implementation of comprehensive student assessment and program evaluation planning.

Administrative Functions: The following actions are recommended to the Superintendent of the Richland School District:

A.6.1: Assist the school board in developing a new or revised policy that provides direction for development and implementation of a comprehensive student assessment and program evaluation plan as described in governance action **G.6.1**.

A.6.2: Tied closely with a curriculum management plan (see also Recommendation 2), develop a comprehensive student assessment and program evaluation plan containing the following elements:

- The philosophical framework for the design of the student assessment plan and direction for both formative and summative assessment of the curriculum by course and grade in congruence with board policy.
- Direction for use of data to analyze group, campus, program, and district student trends.
- An expectation for ongoing formative and summative program evaluation, an explicit set of formative and summative procedures to carry out this expectation, and provisions for regular formative and summative assessment at all levels of the system (organization, program, and student).
- Requirement that formative, diagnostic assessment instruments are aligned to district curriculum and are administered to students frequently to give teachers information for instructional decision making.
- Inclusion of a list of student assessment and program evaluation tools, purposes, subjects, type of student tested, timelines, and so forth. Tools should make use of diverse formative and summative assessment strategies for multiple purposes at all levels.
- Specification of responsibilities of the central office staff and campus-based staff for assessing all students using designated assessment measures, and for analyzing test data.
- Specification of connection(s) among district, state, and national assessments.
- Description of overall assessment and analysis procedures for use in determining curriculum effectiveness.
- Requirement that aligned student assessment examples and tools be placed in curriculum and assessment documents (see Recommendation 2).
- Specifics regarding how equity issues will be identified and addressed using data sources, including controls for possible bias (see Recommendation 5).

- Identification of components of the student assessment system to be included in program evaluation and specifics as to how these data will be used to determine continuation, modification, or termination of a given program.
- Establishment of processes 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 (see [Recommendation 4](#)).
- Provision for appropriate trainings for various audiences in assessment and the instructional use of assessment results (see [Recommendation 4](#)).
- Delineation of responsibilities and procedures for monitoring administration of the comprehensive student assessment and program evaluation plan and/or procedures.
- Description of 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 (see [Recommendation 9](#)).

A.6.3: Assign responsibility for development and implementation of formalized procedures for systematic student assessment and program evaluation aligned with the curriculum management plan (see [Recommendation 2](#)).

A.6.4: Further efforts to implement technology to facilitate ease of data collection and use at all levels of the system. Provide ongoing training in its use to ensure its effective implementation system-wide.

A.6.5: Expand training in formative and summative data access, analysis, and use in facilitating teaching and learning. Extend this training to all instructional staff and administrators, and provide systems to connect this training to district-wide efforts to increase student achievement (see also [Recommendation 4](#)).

A.6.6: Establish clear expectations for administrators and teachers in board policies, administrative regulations, and job descriptions on use of assessment data for diagnosing student needs, evaluating student progress, determining curriculum and program effectiveness, and making decisions in all district operations (see also [Recommendations 3 and 8](#)).

A.6.7: Continue efforts to systematize use of student assessment data for instructional decision making at all levels of the system, including:

- District level procedures for data analysis and communication of assessment results.
- Classroom instruction that makes use of research-based, powerful instructional strategies; cultural and linguistic responsiveness; and cognitive rigor both in materials and student activities (see also [Recommendations 4](#)).
- Campus level PLC processes relative to use of student assessment data (see also RTI).
- RTI processes, including use of data for Tier I, II, and III interventions designed to target student needs (see [Finding 5.2](#) and [Recommendation 7](#)).

A.6.8: Monitor closely achievement by high risk student subgroups at all levels through state assessments, curriculum-based assessments, and formalized formative assessments, as well as national exams, such as *AP*, *SAT*, and *ACT*; aggressively address instructional practices and interventions to ensure low-performing students receive appropriate, effective interventions.

A.6.9: Expect all program evaluations to provide a cost-benefit analysis and recommendations for extension, expansion, modification, or termination (see also [Recommendation 9](#)).

These recommendations, when implemented, will give the district a means of ensuring consistent, appropriate use of data to assess student progress and evaluate programs, analyze results, and ensure such results are used to make sound decisions about curriculum, instruction, and programs. Additionally, assessment and evaluation

data will be available for use in informing students, parents, and other stakeholders of the effectiveness of district staff in educating their students.

Recommendation 7: Develop and implement policies and procedures to systematize program and intervention selection based on diagnosed needs. Design and implement the evaluation of program objectives with feedback linked to student achievement. Base decision making on the initiation, modification, continuation, or termination of programs and interventions on valid and impartial knowledge of potential value and measured results.

Leaders of effective school systems intentionally plan to systematically evaluate the efficacy of their curriculum and instructional programs against predetermined criteria that are based upon student achievement outcomes. These data are also used to determine selection, value, and funding priorities. Such a system creates and maintains a culture of accountability and related transparency that enables the district to direct its resources toward achieving established goals and objectives.

As with all curriculum program development, program interventions should follow a rational selection and evaluation process to ensure that they meet desired outcomes, sustain district productivity, and lead to the improvement of student academic achievement with documented assurance. In designing procedures and processes for implementation, it is necessary to control the number of interventions to minimize fragmentation and loss of quality. When the system has an excessive number of programs, principals and teachers are unable to distinguish which, if any, program actually helped to improve student achievement. Likewise, the absence of clearly written procedures, makes it difficult to sustain the delivery of effective programs through changes in leadership and staff.

The Richland School District has a number of intervention programs and is currently utilizing CharacterStrong primarily as a character education program in seven secondary schools. Indicators of lack of district direction were evident in the absence of measurable objectives and evaluations necessary to determine the effectiveness of the program. The district also utilizes Response to Intervention (RTI) as a means of providing interventions to students who are struggling academically. The auditors found that while policy outlines the tiers associated with RTI, student success with the program depends upon the school of attendance due to a lack of understanding related to the RTI approach. The RSD has no credible process in place to determine program and intervention effectiveness (see [Finding 5.2](#)).

Governance Functions: The following actions are recommended to the Richland School District School Board:

G.7.1: Direct the superintendent to prepare for review and update *Board Policy 2020* that outlines the criteria for selection of materials, including interventions. Update the policy to include an evaluation process for all materials and resources, including interventions at the district and campus levels. Include criteria for selecting, piloting, modifying, continuing, evaluating, and eliminating interventions.

G.7.2: Direct the superintendent to prepare for board review and adoption a comprehensive program and intervention plan for new programs/interventions in the district that meets board policy as described in [G.7.1](#).

G.7.3: Establish an annual reporting cycle for programs and interventions for administrators to present program/intervention results that include student performance data linked to the goals and objectives of the program/intervention, as well as recommendations to continue, modify, or terminate the program/intervention.

G.7.4: Approve funding for programs/interventions based on completed needs assessment, information regarding alignment with the curriculum, student performance data, and the criteria cited in [G.7.1](#).

Administrative Functions: The following actions are recommended to the Richland School District Superintendent:

A.7.1: Draft an update to the policy recommended in [G.7.1](#), and present to the board for adoption.

A.7.2: Establish administrative regulations for developing, adopting, implementing, and monitoring interventions that are aligned to district priorities and student learning goals and are responsive to student assessment data. The following components should be included:

- A description of the intervention that states the purpose, number of students to be served, and the cost per student.
- A description of the documented need supported by diagnostic and analysis data collected and considered in the selection.
- A statement ascertaining alignment with district goals and priorities and clear alignment with the district curriculum.
- The relationship to other programs operating in the district.
- A listing of required resources and funding sources that includes needs for space, staffing, material costs, and the potential for long-term sustainability.
- A budget for the proposed intervention that includes implementation costs as well as sustained costs over time.
- A plan for professional development for all staff responsible for implementing, monitoring, and evaluating the program. This plan should include initial professional development costs as well as costs to maintain delivery effectiveness over time.
- A method of evaluation for both formative and summative purposes.
- Evaluation results reported on a regular basis to staff and the board.

A.7.3: Design an evaluation and reporting format and schedule for programs/interventions; include student performance data sources, alignment to curricular goals, criteria used to measure effective implementation, and the statistical analysis used to measure program effectiveness.

A.7.4: Establish an annual schedule for the review of program evaluations.

A.7.5: Develop and implement procedures for eliminating programs that do not demonstrate effectiveness in improving student performance.

A.7.6: Provide professional development for program administrators on selecting or designing, monitoring, and evaluating program and intervention effectiveness.

A.7.7: Evaluate the current list of programs/interventions to determine all programs/interventions that are currently available, currently being utilized, and which should be evaluated for need and effectiveness.

A.7.8: Allocate funding to effectively design, implement, and assess programmatic interventions, using student performance data to evaluate effectiveness. Provide future funding in the budget for effective programs/interventions from existing internal funding sources or from long-term external funding sources.

A.7.9: Reevaluate and make changes to the district-wide model for Response to Intervention found in *Board Policy 2163* and *2163 RR*. The model should include the following:

- A framework for a multi-level system (high quality core instruction—Tier I, evidence-based intervention—Tier II, and individualized intervention—Tier III) that provides increasingly more intense levels of support. The framework should also include appropriate screening measures and progress monitoring tools to make quality decisions based on data that support student learning and growth.
- Selection of appropriate interventions based on direction found in [A.7.2](#) and [A.7.3](#).
- A plan for professional development for all staff in the multi-level system, creating a common understanding and vocabulary across all classrooms, campuses, and the district.
- Expectations for implementation of the model district-wide and procedures for monitoring implementation of the RTI Model and evaluating its impact on student achievement.

These recommendations should give the district a means of developing and implementing policies and procedures to create a system of program and intervention selection and Response to Intervention based on diagnosed needs, and enable the evaluation of program objectives with feedback linked to student achievement.

Recommendation 8: Redesign the organizational chart to adhere to the audit principles of sound organizational management. Strengthen and update job descriptions to support curricular linkages and reflect impending organizational changes.

Successful organizations have an organizational chart and accompanying job descriptions that provide the structure and working parameters for a well-organized, focused, and efficient administrative team. Quality control and productivity depend on clear communication of the responsibilities and relationships of the organization. Effective relationships among leadership positions support the smooth operation of schools and strengthen the focus on students and learning.

Auditors determined that the district table of organization is ineffective in providing oversight to the board. More specifically, the table of organization violates several rules of organizational management in the areas of span of control, scalar relations, line and staff relations, curriculum links, full inclusion, and chain of command. Auditors additionally determined that job descriptions do not meet audit criteria, are not updated in a regular and timely manner, and several job descriptions are missing (see [Finding 1.3](#)).

Governance Functions: The following actions are recommended to the School Board of the Richland School District:

G.8.1: Direct the superintendent to draft policy that requires the development, review, and annual approval of a district organizational chart. Direct the superintendent to draft policy requiring the development, review, and regular and timely approval of job descriptions for all positions in the organization.

G.8.2: Direct the superintendent to revise the RSD's Organizational Chart, resolving issues cited by the auditors (see [Finding 1.3](#)).

G.8.3: Direct the superintendent to annually propose a continuation or adjustment to the organizational chart to the board for review and adoption.

G.8.4: Direct the superintendent to begin the process of reviewing and updating job descriptions, resolving issues cited by the auditors (see [Finding 1.3](#)).

Administrative Functions: The following actions are recommended to the Richland School District Superintendent:

A.8.1: Assist the board in implementing [G.8.1](#) through [G.8.4](#) above.

A.8.2: Revise the RSD's Organizational Chart to comply with audit criteria for sound organizational management (see [Exhibit 1.3.2](#)). Consider the recommended organizational charts presented in [Appendices G](#) and [H](#) that includes the following elements.

- Retitle the positions of Assistant Superintendents of Elementary K-5/Secondary to Assistant Superintendents of Elementary K-5/Secondary School Performance, to be responsible primarily for the supervision of principals, including oversight of implementation and delivery of curriculum and school improvement planning. Such action relieves the Assistant Superintendents of duties related to supervision of assessment and highly capable student programming. This action also clarifies confusion between line and staff positions within the organization. Maintain Assistant Superintendents as direct reports to the Superintendent.
- Retitle the position of Executive Director of Teaching, Learning, and Curriculum, to Executive Director of Curriculum, Professional Development, and Special Programs to more accurately reflect the areas of responsibility.
- Retitle the position Executive Director of Special Education and Special Programs to Executive Director of Special Education with unique focus on special education. Reassign Assistant Director of Special Programs as a report to the Executive Director of Curriculum, Professional Development, and Special Programs.

- Create position of Professional Development Coordinator, reporting to the Executive Director of Curriculum, Professional Development and Special Programs.
- Create position of Highly Capable Coordinator, reporting to the Assistant Director of Special Programs.
- To address the immediate and urgent task of developing curriculum for the district (see Findings 2.2 and 2.3) consider reassigning existing employees to assist with the task. Such positions, number, and instructional content area may be permanent, short term, or filled by teachers-on-special assignment (see Recommendation 2). These positions appear on the organizational chart as curriculum coordinators reporting to the newly created Director of Curriculum.
- Clarify the separation between federal programming and fiscal responsibility by assigning federal programs fiscal responsibility to a federal program budget analyst within financial operations.
- Full Inclusion: Add all Assistant Principals, Classroom Support Teachers, and Teachers to the organizational chart.
- Span of Control: To comply with the expectation that supervisors not oversee an excessive number of employees (7-12) thereby hampering program effectiveness, reduce the number of direct reports to the superintendent by retitling the position of Executive Director of Operations to Deputy Superintendent of Operations, with all operation related executive directors assigned as direct reports. Maintain Executive Director of Finance as a direct report to the superintendent. This will reduce the number of direct reports to the superintendent to 12, including 5 board members and general counsel (as the general counsel is a full-time employee of the district).
- Scalar Relationships: Revise and ensure that positions' horizontal plane on the table are reflective of both job responsibilities and remuneration.
- Chain of Command: Eliminate all dual reports for any position as described in Finding 1.3, including CTE director, several teachers, case managers, and special education personnel.

A.8.3: Review the revised organizational chart with the board, and submit it for adoption.

A.8.4: Conduct an annual review of the organizational chart, and propose adjustments or continuation of the organizational chart to the board.

A.8.5: Assign responsibility for the development of district job descriptions to the appropriate administrative personnel. Such responsibility should appear in the job description for that position (Executive Director of Human Resources).

A.8.6: Review and update job descriptions to comply with audit criteria illustrated in Exhibit 1.3.3 of this report and submit to the board for adoption.

- Ensure that chain of command elements are updated to match the revised organizational chart.
- In job descriptions for positions with responsibility for curriculum, assessment, instructional supervision, or professional development, strengthen job description language (where needed) to include responsibility for these curricular linkages (see Exhibit 1.3.4).
- For positions with fiscal oversight of programs, assure that expectations for curriculum-driven budgeting procedures are a condition of the job (see Recommendation 9).
- Create job descriptions where they are missing, most notably the Superintendent and the Executive Director of Finance.
- Create job descriptions for newly created or revised positions.
- Develop, refine, and/or revise job descriptions for the Assistant Superintendents of Elementary and Secondary School Performance, emphasizing the leadership role in the implementation and delivery of curriculum and school improvement planning in campuses under their control.

- Revise the job description for the Executive Director of Teaching, Learning, and Curriculum emphasizing the leadership role in the development of the written, taught, and tested curriculum.
- Eliminate any confusing or missing chain of command issues as described earlier.
- Ensure that all job descriptions are signed, dated, and approved by the board.

Summary

The implementation of these recommendations will strengthen the ties between the organizational structure, duties and job responsibilities, and the fundamental work of the school system. Clear communication between and among the district employees who understand their role in the organizational structure will enhance quality control and productivity. Such quality will essentially create highly functioning operations, which support the education of students in the classroom.

Recommendation 9: Develop and implement a three-year plan that fully aligns district resources to curricular goals and strategic priorities and that includes systematic cost-benefit analyses to assure that expenditures are producing desired results and are directed to the areas of greatest need. Refine facility planning to completely align with audit expectations.

Linkages between the budgets and programs that lead to predetermined priorities, goals, and strategies for improving student achievement are critical to the district's overall success. Intended results are lost or delayed when there is no thorough, systemic process to ensure that the financial plan represents the district's learning priorities. To allocate resources without comprehensive evaluation of results ignores the annual opportunity to strategically re-establish priorities and aggressively pursue intended results with new direction. In the absence of such comprehensive budgeting practices, system-wide effectiveness is often a matter of chance and special political interests than of intentional design.

The auditors found that the system's budgeting process historically has been lacking in critical steps and elements that provide connections from data to decisions and from allocations to results (see Finding 5.1). The lack of effective cost-benefit processes has resulted in an inability of the district to determine the effectiveness of programming weighed against program cost. In short, productivity of programs cannot be determined. Essentially, the RSD needs to refine and revise budgeting processes to ensure that the district, while financially secure, accomplishes the district's mission to deliver quality learning experiences to its student clientele.

Numerous documents exist to direct facility planning in the Richland School District. The auditors concluded that the district's facility planning is adequate. Space concerns were addressed with the 2013 bond and continue to be addressed with the construction and renovations from the newest 2017 bond. Security concerns surround the lack of security at the entrances and outside doors of a number of the school buildings in the district (see Finding 5.3).

The recommendations that follow are aimed to help the system cope with the phenomenon of increasing enrollment, facility renovation and construction, and rising academic expectations.

Governance Functions: The following actions are recommended to the Richland School District School Board:

G.9.1: Direct the superintendent to prepare for board consideration a new policy and revised related job descriptions to provide overall direction for budgeting, using criteria noted in Exhibit 5.1.2 and in A.9.1.

G.9.2: Direct the superintendent to establish procedures and prepare and/or revise documents that communicate the budgeting process and goals throughout the system, and require budget and staffing proposals to reflect a direct connection to established data-driven priorities.

G.9.3: Direct the superintendent to set a budget development timeline to incorporate procedures identified in A.9.3.

G.9.4: Require, as part of the budget development process, a presentation from the administration to communicate how the proposed budget addresses the goals and priorities and responds to student and program evaluation data. The presentation should include an evaluation based upon measurable criteria of the effectiveness of

the previous year's budget in achieving district priorities and those programs and interventions that are being revised or terminated on the basis of lack of effectiveness or lack of specificity in their objectives or intentions. This presentation should specifically include student achievement results connected to the budget proposals.

G.9.5: Direct the superintendent to establish a three-year plan that, when implemented beginning with fiscal year 2020, will lead to successful implementation of actions **G.9.1** through **G.9.4**.

G.9.6: Review and update *Board Policy 9225: School Facilities – Facilities Planning* to require that the Facilities Master Plan referred to in the policy be developed to include clear linkage of the facility needs and planned actions with the educational program priorities and student needs reflected in school and district improvement plans and this audit's findings and recommendations. Require that all stakeholders have opportunities for input as an integral part of facility planning.

G.9.7: Through policy, direct the superintendent to present for board approval a comprehensive facility plan to include all individual documents and information provided to the auditors and based on the criteria found in **Finding 5.3**, **Exhibit 5.3.2**. Further, and most critical, include the implementation of maximum security for school entrances, other access points, parking lots, and school grounds in the plan.

G.9.8: Require annual reports (based on predetermined evaluation criteria) that communicate how effectively the facility plan is meeting the district's goals and priorities.

Administrative Functions: The following actions are recommended to the Richland School District Superintendent:

A.9.1: Draft and propose the policy identified in **G.9.1**, and revise related job descriptions to include specific budget and related financial responsibilities in time for implementation with the 2019-20 fiscal year.

A.9.2: Establish procedures and prepare and/or revise budget documents that communicate the budgeting process and the goals the system is attempting to address, and require budget and staffing proposals to reflect a direct connection to the established data-driven priorities and assessment results (**G.9.2**).

A.9.3: Set the budget development process and timeline (**G.9.3**) to ensure that the budget planning processes are focused on specific, time-bound, and measurable goals. Clear connections must be established between the student performance information and the basic instructional and support areas of the budget. Undertake steps similar to the following to increase the connection of programs and priorities with budgeting decisions:

1. Using the current construction of your budget, identify various educational activities or programs, and group them into areas of need or purpose served. This may include a more expansive inclusion of sub-components found in the current budget.
2. Assign a budget/program manager to each component. Direct them to prepare a concise and meaningful budget proposal for their respective areas. Ensure that building level budgets are fully accountable to the policy identified in **G.9.1** and the requirements described in **A.9.3**. Otherwise, the district is further subject to fragmentation, which may contribute to unequal results in achievement.
3. Goal statements need to be attached to each program area or budget request to state the program's linkage to established goals and priorities, its purpose, the criteria for identifying success, and specifically how results will be evaluated and reported. (The actual evaluation of the program's effectiveness should be physically attached to each budget package request.)
4. Each request should be described so as to permit evaluation of the consequences of funding or non-funding in terms of performance results. It is essential that this element be added to the current budget planning process. Teachers and principals must participate in the actual budget decision-making process to assure that valid data are used, knowledge of actual practice is available, and instructional efficacy is served.
5. Compile the goal/linkage statements and budget packages, and give them to appropriate staff to gather data that best describe needed service levels, program outcomes, and cost-benefits.

6. Define program performance expectations and accountability for each program area with the involvement of staff (including principals, teachers, and support staff). Current results should be compared to desired expectations and related service level requirements. For example, to be successful, a specific program may need to be established at 110% of previous spending levels or at 75% of previous spending levels. Changes in funding may necessitate a comparable reduction from some other program or allow an increased allocation for another program judged to be of greater consequence.
7. Each program manager must create three to five program alternatives that deliver an adequate and workable program at different levels of allocation.
8. Prepare guidelines and recommendations, and give them to the Executive Director of Finance, who will then combine all recommendations into a single budget proposal listing funding by program increments and corresponding line items for each incremental package.
9. Compile past cost information, especially expenditure percentages of budget, with performance data and recommendations to guide preliminary budget estimates. Assessment and documentation of previous program results are essential.
10. Appoint a budget planning team, representing the various stakeholders, which will eventually bring the draft budget documents to the superintendent's executive team to study the goals, priorities, and parameters inherent in the decisions being made for program funding. Discussions of cost-benefit information are critical at this stage. Where needed, budget plans should be extended over multiple years to assure consistency of effort and focus (G.9.5).
11. The superintendent's cabinet evaluates and ranks the budget packages. Budget requests need to compete with each other for funding based upon data derived from evaluation of the priorities of need and level of program effectiveness. For example, specific academic curriculum standards should be set regarding students' optimum access to and mastery of technology. Present inventories should be evaluated to determine the gap between current availability and access and what is judged as being optimum. Once completed, this budget package would compete with all other expenditures. To ensure equity an individual campus' ability to generate its own grants or gifts should also be considered in this equation (see Finding 3.1). The result will be that budget decisions are made deliberately on the basis of highest priority rather than by default.
12. Compile results of the evaluation and ranking, and publish them in a tentative budget with programs listed in priority order. Use this draft with administrators for input before a draft is prepared for use as the presentation document.
13. Build the capital outlay and building improvement budgets (see Finding 5.1) from a zero base each year, with multi-year planning for improvements, including life-cycle replacement and preventive maintenance. Prioritize decisions based on health and safety factors, the impact on learning, and protection of investment. Identify and communicate documented parameters for decisions on needs that are not considered health and safety matters. Many capital needs change annually and do not reoccur once met and paid for, such as durable goods and construction costs. The budget planning process should reflect these changes while projecting life-cycle replacement cost of buildings and systems over five to 20 years and technology over five years.
14. Finalize budget allocations based on available revenues, the appropriation levels to be authorized, and program funding priorities and rankings. Prepare the recommended budget to be taken to the board for final evaluation and ranking.
15. Use the public hearing process to communicate broadly the financial planning link with student needs, program priorities, and the results sought through the actions taken. Allow time for individual comments and questions. Prepare the final document after considering public information and board decisions.
16. Establish final program and services to be funded at the level approved by the board, and set the budget in place.

A.9.4: Design the budget management process to allow for an acceptable variation (such as a plus or minus 3 to 5%), permitting program managers sufficient stability to achieve the desired results. Budget revisions should only occur when acceptable variations have been approved; failure to do so would violate board policies and regulations, sound accounting practices, and/or place the district in financial jeopardy.

A.9.5: Provide training and consultation as needed to all affected staff members during the transition to a curriculum-driven budgeting process and format. In addition, all district and campus level personnel who have accounting or program evaluation responsibility should be required to demonstrate competency in their respective duties in order to avoid frustration and inefficiencies that occur when such competencies are not present.

A.9.6: Direct that long-range facility plans include clear linkage of the facility needs and planned actions to the educational program priorities and students needs reflected in school and district improvement plans and in this audit's findings and recommendations. Direct that all stakeholders have opportunities for input as an integral part of facility planning.

A.9.7: Prepare and present for board approval a comprehensive facility plan to include all individual documents and information provided to the auditors and based on the criteria found in Finding 5.3, Exhibit 5.3.2. Further, and most critical, include the implementation of maximum security for school entrances, other access points, parking lots, and school grounds in the plan.

A.9.8: Prepare annual reports (based on predetermined evaluation criteria) that communicate how effectively the facility plan is meeting the district's goals and priorities.

Summary

With an approach to budgeting based on individual program costs, results, and performance, the board and superintendent will be better equipped to monitor both finances and program effectiveness simultaneously. It is important to note that such a system cannot be implemented hastily. Needed policies and related job descriptions should be completed in the next six months. Budget package descriptions, if prepared, can remain in place for FY 2018-19. Evaluation components are added to each package as the district collects and interprets meaningful student achievement data, which should improve each year and be fully implemented in three years. Given this approach to budgeting, changes in funding or allocation levels are truly based on "How well are students doing?" rather than "How much did we spend last year?" or "How much do we think we may need?"

VI. APPENDICES

Appendix A

Auditors' Biographical Data



Jeffrey Tuneberg, Ph.D.

Jeffrey Tuneberg has over 30 years experience in education, including 25 years as Director of Curriculum with the Mercer County Educational Service Center, Celina, Ohio. His teaching background includes experience in urban (Cleveland, OH Public Schools) and suburban settings, as well as overseas (Guam). He was selected as a Fulbright Memorial Fund Teacher Program representative to Japan in 1997. Dr. Tuneberg is also an adjunct professor at Wright State University Lake Campus, Celina, Ohio, and Ashland University, Ashland, Ohio, where he has taught graduate level curriculum classes and served as a supervisor of student teachers. Additional consulting includes serving as a credentialed faculty member with Battelle for Kids, Columbus, Ohio, on the topic of value-added growth measures in schools.

Dr. Tuneberg received his B.S. in Education, M.Ed., and Ph.D. from Bowling Green State University, Ohio. He has served as a consultant to school districts in Ohio, Tennessee, and Oklahoma on issues of teacher licensure, school improvement, and value-added student growth measures. He received his Curriculum Management Audit training in Lima, Ohio, in 1999 and has conducted or served as a lead auditor on curriculum audits in Ohio, Oregon, Washington, Michigan, Pennsylvania, Iowa, Wisconsin, Kentucky, Arizona, Maryland, Texas, Georgia, and New Jersey. Dr. Tuneberg has also presented throughout the U.S. and Canada on the Classroom Walk-Through Program, SchoolView, the Baker's Dozen Program, and Deep Curriculum Alignment.



Rosanne Stripling, Ed.D.

Rosanne Stripling is currently Professor of Education Leadership at Texas A&M University-Texarkana. Before returning to the faculty in fall 2016 to teach in the new doctoral program in education leadership, she served as Provost and Vice President for Academic Affairs (Chief Academic Officer) for over eight years. Dr. Stripling served as Dean of the College of Arts & Sciences and Education from 2004-07 and as Professor of Education Administration from 2000-03, both at A&M-Texarkana. Prior to entering higher education employment in 2000, Dr. Stripling had a long career in PreK-12 public education, with her last appointment as the superintendent of schools for the Waco Independent School District in Waco, Texas.

Dr. Stripling received her bachelor's and master's degrees from Texas A&M University-Commerce. She holds a doctorate in education leadership from Baylor University. Dr. Stripling has worked as a consultant for the California State Department of Education, the Texas Education Agency, and several Texas and Arkansas school districts in assisting teachers and administrators in low performing schools to remove the barriers to higher student achievement. A curriculum management auditor since 1997, a lead auditor for the past 18 years, and a senior lead auditor for the past three years, she has conducted audits of small, medium-sized, and large districts in Texas, Alaska, Arizona, Kansas, California, Washington, Vermont, Maryland, Kentucky, and North Carolina. Dr. Stripling is also a licensed trainer for the Curriculum Management Improvement Model (Levels I and II) and 50 Ways to Close the Achievement Gap.

Appendix A (continued)

Auditors' Biographical Data



David Surdovel

David Surdovel has experience in a multitude of educational settings at the elementary, middle, high, and collegiate levels in both suburban and urban settings in New York, including positions of mathematics teacher, instructional coach, academic dean, academic liaison, and adjunct graduate lecturer 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. Since moving to Texas, he has held positions of Instructional Specialist of Secondary Mathematics and Social Studies, Coordinator of K-12 Mathematics, Executive Coordinator of Science, Technology, Engineering, and Mathematics (STEM), Curriculum Director of Mathematics and Science, and currently as the Curriculum Director of Mathematics and Advanced Academics for Tomball ISD. He has also held the position of Manor Site Supervisor for Austin Community College and President of the Austin Area Council of Teachers of Mathematics (AACTM). He was recently appointed as the Governmental Relations Representative for the Texas Association of Supervisors of Mathematics (TASM). In 2010, Mr. Surdovel was recognized for his efforts with the Manor ISD “Shining Star” Professional Employee of the Year Award. He received his B.A. from Marist College in Poughkeepsie, NY, and his M.S. and M.Ed. degrees from Pace University in New York, NY. He completed his Curriculum Management Audit training through Curriculum Management Systems, inc. in 2015.



Christy Tidwell

Christy Tidwell is the District Coordinator for Professional Development and Continuous Improvement for Texarkana Independent School District in Texarkana, Texas. She has been involved in public education for 22 years and started her career in Texarkana ISD where she has served as an elementary and middle school principal. Ms. Tidwell has an extensive background in curriculum alignment, instructional delivery, and working with diverse student populations and currently serves as the financial officer and board member for the Learning Forward Texas Affiliate. She received her B.S. in Interdisciplinary Studies and her M.S. in Education from the Texas A & M University-Texarkana. She completed her audit training in 2007 in Phoenix, Arizona, and has participated in numerous audits throughout Texas as well as other states.



Susan N. Van Hoozer, M.Ed.

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 also 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 currently teaches in the Education Department at Angelo State University in San Angelo, Texas.

Mrs. Van Hoozer received her B.S. and M.Ed. 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, and Arizona.

Appendix B

List of Documents Reviewed by the Richland School District Audit Team

Please click on the link below to access the list of documents reviewed.

https://drive.google.com/open?id=16JL2aS0UXdBjmLOolD3_apA1zq05k3UW

Appendix C

Sample Curriculum Development Policy (©CMSi 2013)

CURRICULUM DEVELOPMENT AND REVIEW

The board recognizes the need for and value of a systematic, ongoing program of curriculum development and evaluation. The design and implementation of the curriculum will be consistent with the board's adopted mission and applicable goals, state laws, and State Board of Education rules. The board deems it essential that the school system continually develop and modify its curriculum to provide a common direction of action for all instruction and programmatic efforts in the district and to meet changing needs. This curriculum component will be an integral part of the district long-range planning process. An environment to support curriculum delivery must be created and maintained by all functions of the organization.

While instructional differentiation is expected to occur to address the unique needs of specific students, that instruction shall be derived from a set of curriculum learnings common to all students. There will be equitable access to the curriculum for all students.

CURRICULUM PHILOSOPHY

The purpose of education is primarily imparting basic knowledge, concepts, processes, and attitudes necessary for the student to successfully function in society. Education recognizes the characteristics unique to each individual and provides a process for development and expression of each student's innate potential and talents.

The curriculum will be designed and implemented using a competency-based curriculum approach founded on the belief that:

1. All students are capable of achieving excellence in learning the essentials of formal schooling.
2. Success influences self-concept; self-concept influences learning and behavior.
3. The instructional process can be adapted to improve learning. Schools can maximize the learning conditions for all students through clearly stated expectations of what students will learn, high expectations for all students, short- and long-term assessments of student achievement, and modifications based on assessment results.
4. Successful student learning must be based on providing appropriate educational experiences at the appropriate level of challenge in order to ensure maximum student achievement.
5. High levels of student achievement are the benchmarks for effective curriculum (design) and instruction (delivery).

THE PLANNED AND WRITTEN CURRICULUM

The board expects that learning will be enhanced by adherence to a curriculum that promotes continuity and cumulative acquisition of skills and knowledge from grade to grade and from school to school. The curriculum should reflect the best knowledge of the growth and development of learners, the needs of learners based on the nature of society, the desires of the residents and taxpayers of the district, state laws, and State Board rules. The focus of the curriculum will ensure:

- Emphasis on reading at grade level,
- Mastery of basic skills of writing and mathematics, and
- Objectives derived from state and national assessments.

The curriculum is designed to provide teachers and students with the board's expectations of what students are to learn. Teachers are expected to teach the curriculum of the district.

Subject area written curriculum and instructional guides shall be developed for all grade levels and subjects in the district. The expectations are that:

1. All curriculum will be documented in writing;
2. The curriculum will be reviewed and updated as needed on a regular cycle of review;
3. Teachers will have copies of guides and use the objectives in the guides to develop daily lesson plans; and
4. Administrators will work with teachers to maintain consistency between the written curriculum and the curriculum objectives actually taught.

Instructional resources such as personnel, textbooks, software, and other materials shall be selected based upon their alignment with the curriculum objectives and curriculum priorities of the district.

Staff development will be designed and implemented to prepare staff members to teach the designed curriculum and will use effective change processes for long-term institutionalization.

THE TAUGHT CURRICULUM

The board has several expectations of the teaching process. There must be assurance that teachers and their colleagues are working toward a common set of student objectives. All faculty members have a responsibility not only to contribute to the refinements of the written curriculum, but also to teach to the curriculum objectives. Teachers are required to use the district curriculum and instruction guide as their primary source of instructional direction. The principal shall ensure that optimum use is made of available written curriculum materials and instructional time.

The implementation of the curriculum will be aligned with the planned and written curriculum, as presented to students by teachers, and the assessed curriculum. Each of these three components of the curriculum shall be matched to bring about a high degree of consistency.

All programs, including those for special population students, are to be aligned to the district curriculum. Further, they are to be integrated in their delivery approach.

All curriculum decisions, including, but not limited to, elimination or addition of programs and courses and extensive content alteration, will be subject to board approval. Since the curriculum is a system decision, not a campus or employee decision, curriculum proposals from the employees will be presented first to central administration. If the proposal is acceptable at that level, it will then be presented to the board.

Curriculum and instruction guides shall be provided for all subject areas and courses to assist teachers in their teaching. The format for these guides will be a collaborative district-level decision. The guides will:

1. Reflect alignment to state level adopted objectives;
2. Include scope and sequence, objectives to be taught, assessments in acceptable format, aligned resources, time frame, and instructional strategies; and
3. Include the superintendent's approval date on the cover. Proposed curriculum and instruction guides will be reviewed by external experts prior to adoption, whenever possible.

Curriculum and instruction guides will serve as the framework from which a teacher will develop units of study, individual lesson plans, and approaches to instruction that will serve the student's particular needs at a particular time. The guides shall be used to map a logical sequence of instruction.

In addition to consistent delivery of the objectives in the curriculum, instructional delivery shall be based on sound teaching principles grounded in educational research. Instructional supervision efforts shall focus on these sound teaching principles. This systematic process shall include:

1. Establishing a school climate that continually affirms the worth and diversity of all students.
2. Expecting that all students will perform at high levels of learning.

3. Ensuring that all students experience opportunities for personal success.
4. Varying the time for learning according to the needs of each student and the complexity of the task.
5. Having both staff members and students take responsibility for successful learning.
6. Assessing current student skills or learning for instructional assignment.
7. Analyzing the content of each objective so that instructional strategies match content and assessment.
8. When appropriate, sequencing tasks into a hierarchy of learning skills to maximize the effectiveness of instructional delivery.
9. Orienting students to the objectives to be learned.
10. Initial teaching to the objective(s) that provides varied approaches, adequate practice time, and multiple opportunities for learning and success.
11. Assessing student mastery of the objective(s) to determine the need for movement to a new instructional objective, extension/enrichment, or correction.
12. For those who attain mastery, progressing to the next objective offering extension or enrichment.
13. For those who do not attain mastery, providing correctives and/or using different strategies until mastery is attained.

Staff development will be provided for teachers on research-based approaches to teaching to provide them with alternative ways to view the teaching act so that they can be as effective as possible.

THE TESTED CURRICULUM

The Superintendent or designee shall establish assessment approaches for determining the effectiveness of instructional programming at district, campus, and classroom levels.

EVALUATION

Assessments will focus on determining the extent to which students are achieving and maintaining mastery of curriculum objectives, and the extent to which instructors are displaying effective conveyance of curriculum in the classrooms.

District staff shall design and use a variety of assessment approaches in determining the effectiveness of the planned and written curriculum, the taught curriculum, and instructional programs. Periodic reports shall be made to the board concerning these assessments. The assessed curriculum is to include the following components:

1. State-level assessments as required.
2. A district criterion-referenced assessment system that documents, records, reports, and awards credit for student skill attainment.
3. An assessment approach developed for all grade levels and courses.
4. A criterion-referenced information management system at the classroom and building levels for coordinating timely instructional planning, student assessment and placement, instructional delivery, and program evaluation.
5. A program evaluation component that guides program redesign around the district curriculum, as well as program delivery.

Teachers will conduct frequent assessment of students on the curriculum objectives. Teacher-made tests as well as criterion-referenced tests shall be used to determine patterns of student achievement. Teachers and supervisors shall use test results to assess the status of individual student achievement, to continuously regroup students for instruction, to identify general achievement trends of various groups of students, and to modify curriculum and/or instruction as warranted by assessment results.

Principals shall review assessments to help teachers ensure the assessments are congruent with the written curriculum.

ROLES AND RESPONSIBILITIES

The Board shall:

1. Approve the curriculum scopes and sequences. Adopt multiple instructional resources for teacher use within the constraints of state laws and State Board rules.
2. Provide funding for staff development opportunities, which focus on curriculum design and delivery for increased student achievement.
3. Communicate to its constituents the board's curricular expectations.
4. Fund, through the budget process, adequate resources needed to implement the curriculum, based on data.

The Superintendent shall:

1. Implement the policy;
2. Annually report to the board concerning implementation; and
3. Ensure that a functional decision-making structure is in place to carry out this policy.

The Chief Academic Officer shall:

1. Ensure that a master long-range plan is in place for district curriculum development, revisions, program assessment, and student assessment;
2. Implement the master long-range plan, providing technical and expert assistance as required; and
3. Assist principals in the monitoring of the implementation of the curriculum.

Principals shall:

1. Monitor the implementation of the curriculum;
2. Translate the importance of effective curriculum and instructional practices on a regular basis;
3. Observe classes, monitor lessons, and evaluate assessment materials utilized on their campuses; and
4. Use, as a minimum, the following basic strategies to monitor curriculum:
 - a. 45-minute observations,
 - b. Frequent walk-through observations,
 - c. Conduct or review minutes of curriculum planning meetings, and
 - d. Periodic review of curriculum documents.

Teachers shall:

1. Teach the district curriculum;
2. Frequently assess and document student mastery of curriculum objectives, and modify instruction to ensure students success; and
3. Participate in curriculum development/revision activities.

BUDGET

The administration shall ensure that the district's budget becomes a document that reflects funding decisions based on the organization's educational goals and priorities through a performance-driven budget. The budget development process will ensure that goals and priorities are considered in the preparation of budget proposals and that any decisions related to reduction or increase in funding levels will be addressed in those terms.

Appendix D

Respecting Diversity in the Classroom Effectively Educating Language-Minority Students

Despite prevalent attitudes among the U.S. public concerning what English language learner (ELL) education should look like and what its primary goals should be, the research literature presents a different picture. Before exploring the various studies and themes surrounding language-minority education, the investigator will first describe in a bit more detail the barriers and challenges a language-minority student commonly experiences. After highlighting these key aspects of the issue of educating language-minority students, in particular Hispanics, the investigator will report on findings in the literature regarding what effective programs look like and the characteristics they have in common. Then the research on native language maintenance and the various forms of bilingual education will be discussed, followed by a concluding description of two-way immersion programs, the promising research about their results, and the impact these programs may have on the issues facing Latino students today.

Current attitudes in the U.S. among the general public reflect a growing fixation with teaching English as quickly as possible, accompanied by a fundamental misunderstanding of the time it takes to master academic English (Lucas & Katz, 1994). Society continues to view multilingualism as divisive. The myth persists that parents of language-minority students should speak English at home so as not to confuse or delay their children's development in that language, despite research that contradicts these views (Lee & Oxelson, 2006; Valdez, 2001). Zentella (as cited in Valdez, 2001) calls the prevalent attitudes toward Hispanics "Hispanophobia" (p. 240). The social conflicts create a maelstrom of identity issues for the Hispanic language-minority child. As Suárez-Orozco, Suárez-Orozco, and Doucet (2004) describe it, immigrant youths must contend with the fact that they are culturally, ethnically, and racially "Other." Sociologists have documented how immigration generates ambivalence at best, and latent and manifest hostilities at worst. Language-minority students are not immune to how the ethnic majority views them. One study found that, on a survey of immigrants regarding what they perceived to be others' attitudes toward themselves, over 65% of the respondents had negative associations of what others thought of them (García, 2004). Immigrant youth of color indeed perceive that many in the dominant culture do not like them or welcome them. This "social mirroring" can be potentially harmful; it can also perhaps explain the current phenomenon revealed in a National Research Council meta-analysis cited by Suárez-Orozco, Suárez-Orozco, and Doucet (2004) that the longer an immigrant has resided in this country, the poorer their physical and psychological health. In addition, increased time in this country is also associated with lower academic achievement, despite gains in English proficiency over that same period of time.

The characteristics of effective programs for language-minority students stand in stark contrast to the issues described in the previous paragraph. For example, one characteristic that effective programs share is the emphasis on cultural relevance—what García (2004) calls, "responsive pedagogy" (p. 503). Responsive pedagogy involves meeting the child where they are at, linguistically, culturally, and affectively, and responding accordingly with classroom instruction. This represents an opposing perspective to the goal of "americanization" that still prevails in many programs for Latino students, a goal to eliminate the linguistic and cultural differences of that ethnic group (García, 2004). This perspective of the purpose of U.S. education is still espoused by many educators today (2004).

Researchers have identified the general characteristics of the most effective programs for language-minority students, separate from the specific model and language of instruction. These latter characteristics are discussed subsequent to this paragraph. The characteristics include: 1) Student-centered learning. Students are actively engaged in their own learning, activities are meaningful and language-rich, and students are engaged in cooperative, interactive learning activities. 2) Strategies and contexts for second-language development. These are carefully constructed and organized to meet individual needs, are meaningful, and enhance student understanding. 3) Parent (and community) involvement. There are strong home-school connections at work; parents are involved in their child's education and are welcomed in the building. 4) Cross-cultural interactions/mainstream integration. Cross-cultural interactions are planned and supported by teachers and school leaders

to foster cross-cultural awareness and appreciation. These interactions include integration at some level with mainstream classrooms and students (August & Hakuta, 1998; García, 2004; Thomas & Collier, 1997).

Other researchers have expanded on similar themes, emphasizing the need to elevate the status of the native language to ensure students' self-esteem remains high (García, 1993), and for students to feel liked and cared for by their teachers (García, 1993; Tan, 2001). One study found that teachers with a higher "affinity" with their students (and the cultures and languages they represent) have students with higher achievement (García, 1993). Effective programs, contrary to a focus on "Americanization," are characterized by pedagogy that is meaningful and student centered, focused on students' academic, cognitive, as well as affective needs, and affirming of linguistic and cultural diversity (August & Hakuta, 1998; Tan, 2001).

The other aspect of effective programs for language-minority students, particularly Hispanic students, concerns the integration and use of native language. It is interesting that participants in the debate regarding bilingual education commonly see the issue as either/or; in other words, language minority education must be fully bilingual or fully monolingual (English-only), which is perhaps derived from a common adherence to the notion that time-on-task in the language is directly correlated with its development—something research has shown to be patently false (Leistyna, 2002). The most surprising finding, and the one that is perhaps the most counter-intuitive, is that integration of students' native language into instruction has a significantly positive effect not only on their English development, but on overall achievement, as well (Bikle, Billings, & Hakuta, 2004; Collier & Thomas, 2004; de Jong, 2004; García, 1993; Hakuta & D'Andrea, 1992; Rolstad, Mahoney & Glass, 2005; Thomas & Collier, 1997). Cummins (1996, 1998) has long argued the interdependence theory of language development: the more advanced and proficient a students' native language, the better their second language development. This theory has been supported by multiple studies. Hakuta and D'Andrea (1992) found that Mexican-American students (both native and foreign born) with stronger Spanish language skills (reading, writing, speaking) developed stronger English skills. The effect is realized even in programs where the native language is merely integrated, rather than a primary vehicle for instructional delivery (Lucas & Katz, 1994). Somehow, integrating students' native language into instructional contexts, even when the teacher lacks proficiency in the student's native language, assists students in acquiring content as well as English skills (Young, 1996).

Bilingual Education Programs

If one sees the integration of students' native language along a continuum, the next step from integrating some native language would be a comprehensive bilingual program. Despite the many different kinds of programs that fall under the bilingual umbrella, the term refers to the delivery of instruction in two languages. The distribution of the languages in terms of the percentage of instructional time spent in each can vary. Specific bilingual program models (also called dual language programs) are named to denote the balance of the first language with the second language (L1/L2), the longevity of the program, the population, or even the program goals. Such models include transitional bilingual education, maintenance bilingual education, early-exit transitional bilingual education, additive transitional bilingual education, dual immersion, and two-way immersion, to name but some (Minami & Ovando, 2004). Whatever the kind of program, research is clear regarding their benefits. Study after study has supported the effectiveness of bilingual programs over monolingual English programs on measures of student academic achievement and English proficiency.

Thomas and Collier (1997) found two-way developmental bilingual programs (population: mixed language) to have the most significant impact on students' long-term norm-curve equivalent scores (NCEs) on standardized tests in English reading and one-way developmental bilingual programs (population: all one language) to have the second-highest impact on students' long-term NCEs. Both one-way and two-way developmental bilingual programs have the goal of full bilingualism and biliteracy in both the native and target language. Transitional bilingual education and content English as a Second language (ESL) tied for the third-highest impact; these two programs integrate some of the students' native language, but transitional bilingual education seeks to transition the students to all-English as quickly as possible. ESL programs, or those programs delivered entirely in English, ranked lowest. Only the one- and two-way bilingual programs attained proficiency above that of native English speakers on long-term measures.

Willig's (1985) meta-analysis yielded similar findings, and "participation in bilingual education was found to consistently produce small to moderate differences favoring bilingual education for tests of reading, language skills, mathematics, and total achievement" (p. 269). Even Baker (1992), an inconsistent supporter of bilingual programming, found students in bilingual programs to have greater gains on academic measures than students in all-English programs. Another study, conducted by Rolstad, Mahoney, and Glass (2005) in Arizona, directly after the passage of Proposition 203 and the subsequent prohibiting of bilingual education in that state, found bilingual education to be more effective in raising students' test scores than the all-English programs in that state. A different study, conducted by Hakuta (1985), sought to test whether or not bilingual programs have any effect on students' cognitive functioning, in isolation from English language development and academic achievement. He found that there was a positive relationship between bilingualism and the students' ability to think abstractly about language, as well as a relationship between bilingualism and nonverbal thinking, as measured by a standard test of intelligence.

Two-Way Immersion Programs

Within the realm of bilingual education is a new model that has shown extremely positive results: dual immersion. Dual immersion is a type of bilingual program that balances instruction between the majority and minority languages, typically allocating more instructional time in the minority language and less in the majority language for the first few years, and transitioning to a fifty-fifty balance by third or fourth grade. This is called the 90/10 or 70/30 model, alluding to the percentage of time spent in each language. The 50/50 model begins in kindergarten with both languages equally represented in instruction. How that balance occurs may differ greatly from one program to the next, but over the course of a school year, students have received equal amounts of instruction in each language (Bikle, Billings, & Hakuta, 2004; Hakuta, 1985). Under the dual immersion umbrella are two distinct types of programs, each referring to the student population enrolled in the program.

One-way dual immersion programs are those that typically serve students representing a single language, usually the minority language, such as Spanish. Two-way immersion programs are those that serve a population representing both the minority and majority languages, such as Spanish and English, heterogeneously grouped in the classroom.

The balance of languages represented in the classroom is also important in a two-way immersion model. Most experts agree the minority or majority language should not be represented by more than 70% of the entire population, so as to prevent one language becoming more dominant than the other (Bikle, Billings & Hakuta, 2004; Hakuta, 1985; Senesac, 2002). Over the last decade, researchers have found evidence that this particular type of bilingual education program, especially two-way, has the greatest impact on students' language development and academic achievement (Arce, 2000; Bikle, Billings, & Hakuta, 2004; Collier & Thomas, 2004; de Jong, 2004; Senesac, 2002). While more long-term research is needed (Senesac, 2002), the results are still extremely promising. The number of programs adopting this particular one- and two-way model has increased across the country in recent years (Center for Applied Linguistics, 2000).

Senesac (2002) mentions that researchers should acknowledge the need to pay attention to the specific program characteristics of the subjects of each study, as there can be quite a bit of variation in how each program is structured and delivered. She reviewed ten years of data from a two-way immersion program in the Chicago Public Schools. Senesac found that students scored at or above grade level (on national, norm-referenced measures) in mathematics and reading, and at or above grade level in Spanish reading and writing (2002). The students also consistently score above other students in Chicago Public Schools on the Illinois Standards Achievement Test, and on the same level or above students across the state (2002).

Collier and Thomas' (2004) research on dual immersion programs was so impressive they used the word "astounding" in the title: *The Astounding Effectiveness of Dual Language Education for All*. They found ELL student gains on measures of academic performance in both English and Spanish (using Norm-Curve Equivalent [NCE] scores from Stanford 9 and Aprenda) to be much higher for two-way immersion programs (90/10 model, transitioning to 50/50 by 5th grade) in one large urban school district, when compared with ELL student performance in other language-minority programs. Findings were similar when comparing ELL student

achievement between those in two-way immersion programs and those in English-only programs. DeJong (2004) found similar results in a study of two-way immersion students' performance when compared to students in a developmental bilingual program (DBE). Students in the two-way immersion program consistently and significantly outperformed students in the DBE program on standardized tests of English (L2) reading and writing; differences were apparent as early as 2nd grade.

The research in favor of two-way immersion and dual immersion programming for the education of language-minority students has one speculating as to why the model has such significant results. As with any model, it is not one that works well within every school or district. Schools must have the appropriate demographics for a two-way program, to ensure a balance of languages and cultures among students in the classroom. This may not be feasible in many districts. A second aspect is the minority language of instruction. Spanish is the most commonly-taught minority language due not only to the greater availability of teachers who speak Spanish, but also because 75% of all ELL students in the U.S. are Hispanic or from a Spanish-speaking background (National Center for Education Statistics, 2007). However, in schools and districts where it is feasible, the philosophical underpinnings of the model as well as its corresponding goals may give one insight regarding its effectiveness.

Two-way immersion programs typically share certain characteristics and goals (Bikle, Billings, & Hakuta, 2004; Collier & Thomas, 2004; Senesac, 2002). The first goal is high academic achievement. Two-way immersion programs teach to the same standards and objectives as their monolingual counterparts; the curriculum is not watered down or simplified; rather, the strategies and approaches teachers use are modified to ensure student comprehension (Bikle, Billings, & Hakuta, 2004; Collier & Thomas 2004). A second goal of two-way immersion programs is strong language development, in both languages. The very nature of the program, delivering content instruction in both languages, promotes language equity and elevates the status of the minority students' language to a standing on par with the dominant language. This is considered a prime factor not only in raising language-minority students' self esteem, but also in improving their second language acquisition (García, 1993; Hakuta & D'Andrea, 1992). Many times, literacy instruction in two-way immersion programs is conducted in both languages; students learn to read in both languages simultaneously (Collier & Thomas, 2004). The third goal relates to the characteristic that the student population must represent both languages of instruction; therefore, a major goal is for students to develop strong cross-cultural proficiency and understanding (Bikle, Billings, & Hakuta, 2004). Encouraging students to learn about one another and one another's cultures in a safe and secure environment is a major aspect of two-way immersion programs, and the reason behind having both cultures and languages represented in the student population (Bikle, Billings & Hakuta, 2004).

This last goal of two-way immersion programs may suggest further insight regarding their effectiveness. In the research literature on multicultural and culturally-sensitive education, scholars have hypothesized regarding the benefits of a collaborative, pluralistic approach to educating minority and language-minority students. One such theory is intergroup contact theory (Pettigrew, 2004). This theory suggests that intimate contact among ethnic groups results in a lessening of prejudice and an increase in positive regard toward members of the other group (2004). In fact, some maintain that when groups are kept segregated from one another (as with Structured English Immersion, used in California and Arizona), "prejudice and conflict grow like a disease" (Pettigrew, 2004, p. 771). Two-way immersion programs intentionally mix students together and level the playing field for both groups: English speakers are learning Spanish while Spanish speakers are learning English, all sharing similar language acquisition experiences and learning from each other. Cooperative learning approaches are often used in two-way immersion programs (Senesac, 2002) to further encourage cross-cultural understanding and appreciation, and many programs incorporate events and special projects highlighting the cultural and linguistic diversity in the classroom (Arce, 2000; Senesac, 2002).

Another aspect of the cross-cultural goal of two-way immersion that may impact student achievement is the notion of student-centered or student-attentive instruction that such culturally-responsive curriculum incorporates. García (2004) refers to this as "responsive pedagogy," a methodology that refrains from ethnic stereotyping in planning instruction; rather, each student is treated as an individual within a culturally-rich classroom, and the teacher contextualizes instruction based on observed individual background, needs, and even preferences. The teacher is continuously responding to the child as an individual—their heritage, language, and background all

being an integral part of their successful education. Such an approach is a landmark characteristic of Responsive Learning Communities, which are schools dedicated to promoting cultural diversity as an asset (August & Hakuta, 1997; García, 2004).

The capacity of two-way immersion programs to do good in the realm of educating language-minority students has led many to refer to such programs as models of school reform (Collier & Thomas, 2004; de Jong, 2004).

In conclusion, successfully educating language-minority students demands more than a caring monolingual teacher and a neutral classroom environment. These students, as with all students, need to feel respected and valued as contributing members of the classroom despite their occasional difficulty in expressing themselves in English. Such an approach requires culturally responsive pedagogy (Garcia, 2004) that not only acknowledges linguistic, cultural, and economic differences among students, but values them. Programs that are successful in building this type of classroom environment have the greatest success in increasing student learning.

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Appendix E

Years to Parity Formula

Subgroup	Subject/Grade	Percent Met Standard				
		Yr1	Yr2	Yr3	Yr4	Yr5
Group A						
Group B						
Difference		0	0	0	0	0
Change in difference:	<i>(1st year difference-Final year difference)</i>					0
Gain by year:	<i>(Change in difference)/(number of years – 1)</i>					0
Years to Parity:	<i>(Final Year gap/gain by year)</i>					0
<p>Directions for using the Years-to-Parity formula:</p> <ol style="list-style-type: none"> 1. Determine the two student subgroups for which the years-to-parity analysis will be conducted. The highest performing group will be Group A, and the lowest performing group will be Group B. 2. Enter the subject and grade level(s) to be used in the analysis. 3. Enter the standard to be considered (e.g., “Percent Met Standard”) and the data/scores for the most recent five or six years for which data are available. (Expand or reduce the year columns as needed.) The analysis may be run for as few as three years, but the predictions will not be as valid. 4. The results will be calculated automatically. If the gain by year is a negative number, the years to parity will be “Never.” 						

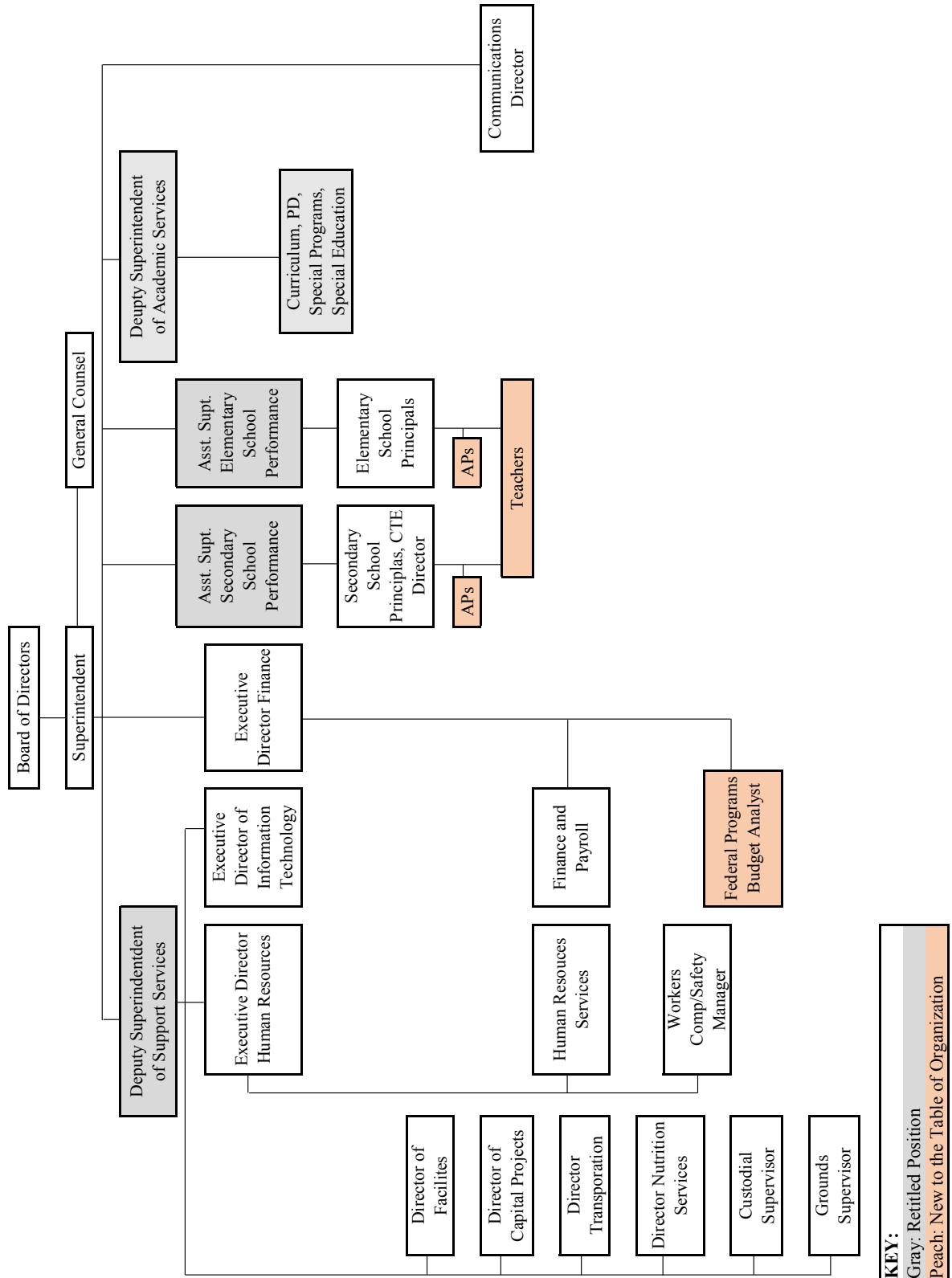
Appendix F

Characteristics of Quality of Design of District-level Plans For Programs and Services for English Language Learners (ELLs)

There is evidence of...	
1.	Direction: The governing board has placed into policy an expectation that programs and services for ELLs will be designed and delivered in ways that allow students to meet or exceed all standards for English language proficiency and content area mastery as quickly as possible while providing equal access to the core curriculum.
2.	Reasonableness: The district's plan/program design is reasonable and sufficient in that it has a feasible number of goals and objectives for the resources (financial, time, people) available.
3.	Comprehensiveness and Equal Access: The documentation is designed to meet the needs of ELLs throughout the system to acquire proficiency in academic English through focused English Language Development over a reasonable time frame (5-7 years*). The plan provides for students to have full and comprehensible access to the core curriculum through sheltered instruction and/or primary language support. The plan includes an explicit description of the district's instructional models for ELD and sheltered instruction.
4.	Rationale: The district has a rationale for the approach used that would be accepted by proponents in the field.
5.	Student Identification and Progress: Systems are in place for the identification, placement, and monitoring of progress (in English Language Development [ELD] and content areas) of <i>each</i> English Language Learner.
6.	Organizational Capacity: The plan/program design is built on effective staff improvement strategies, particularly in building the capacity of staff to serve the specialized needs of ELLs.
7.	Special Assistance for Newcomers: The plan/program design includes provisions for specialized services and support for students entering the district with virtually no prior schooling in English nor any observable English language proficiency to assist with rapid acquisition of survival English and acculturation.
8.	Translation: The plan/program design outlines a procedure for translating documents, forms, notices, etc., and providing translators as needed for both written and oral forms of communication with parents.
9.	Integration: The programs and services included in the plan for ELL students are aligned to major district-wide goals and priorities as well as to expectations for all students.
10.	Budget: Budget planning takes into account the needs of ELLs and assigns appropriate and adequate resources to support the programs and services implemented.
11.	Evaluation: There is a written plan for evaluation of all programs and services for ELLs.
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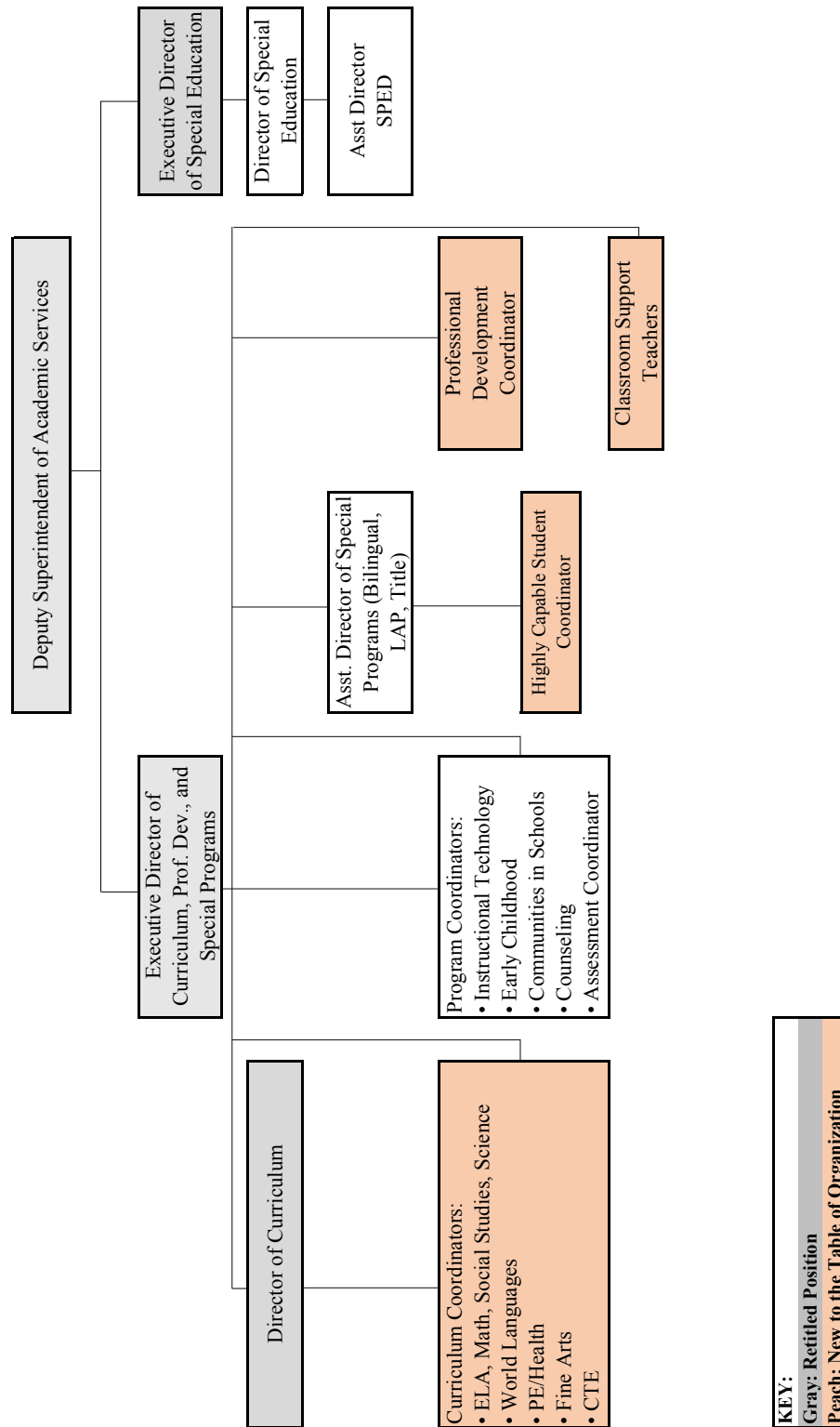
Appendix G

Recommended Table of Organization: District Administration



Appendix H

Recommended Table of Organization: Teaching, Learning, and Curriculum



KEY:

Gray: Retitled Position

Peach: New to the Table of Organization

Appendix I

Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12 Richland School District February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Core Content Area Courses			
English/Language Arts			
Language Arts 9	9	1	0
Language Arts 9 Honors	9	1	0
Language Arts 10	10	1	1
Language Arts 10 Honors	10	1	1
American Literature	11	1	0
AP English Language and Composition (American Literature)	11-12	1	0
AP English Literature and Composition	12	1	0
Bridge to College Language Arts	12	1	0
British/World Literature	11-12	1	0
College Composition	12	1	0
Contemporary Literature	11-12	1	0
Creative Writing	11-12	1	0
Drama as Literature	9-12	1	0
Mythology	11-12	1	0
Reading, Writing, Running	12	1	0
Science Fiction	11-12	1	0
Senior Literature and Composition: Athletes and Society	12	1	0
Senior Writing	12	1	0
Shakespeare	11-12	1	0
Survey of Literature	12	1	0
Women Writers	12	1	0
Written Communications	12	1	0
Reading 9	9	1	0
Speech			
Professional Communications/Speech	9-12	1	0
Totals (English/Language Arts)		24	2
Percent of English/Language Arts Courses Assessed			8%
Mathematics			
Algebra I	9	1	0
Algebra IA	9	1	0
Algebra IB	10	1	1
Algebra I Lab	9	1	0
Algebra 10-12	10-12	1	1
Algebra 2	10-12	1	1
Algebra 2/Trig	12	1	0
Algebra 2 Honors	10-12	1	1
AP Computer Science A	9-12	1	0
Financial Algebra & Statistics	11-12	1	0
Geometry	9-12	1	0
Geometry Honors	9	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Core Content Area Courses (continued)			
Mathematics (continued)			
Geometry 10-12	10-12	1	0
Math Applications 1	12	1	0
Pre-Calculus	9-12	1	0
Pre-Calculus Honors	9-12	1	0
Calculus	9-12	1	0
AP Calculus (AB Level)	9-12	1	0
AP Calculus (BC Level)	11-12	1	0
Calculus III	12	1	0
Statistics	10-12	1	0
AP Statistics	10-12	1	0
Totals (Mathematics)		22	4
Percent of Mathematics Courses Assessed			18%
Science			
<i>Chemistry</i>			
Chemistry 10-12	10-12	1	1
Chemistry	9-12	1	0
<i>Earth Science</i>			
Earth Science	10-12	1	0
Earth Science 9	9	1	0
Geology	9-12	1	0
<i>Integrated Science</i>			
Physical Science 9	9	1	0
General Science 1 & 2	9-12	1	0
Integrated Science	9-12	1	0
Physical Science	9-12	1	0
<i>Living Science</i>			
Advanced Plant Science	10-12	1	0
Biology	9-12	1	0
Biology - Animal Science	9-12	1	0
Biology 10-12	10	1	0
AP Biology	10-12	1	0
AP Environmental Science	11-12	1	0
Ecology and Biodiversity	11-12	1	0
Human Anatomy and Physiology	11-12	1	0
Honors Human Anatomy & Physiology	11-12	1	0
Intro to Agriculture, Food and Nat Res.	9-12	1	0
Introduction to Biotechnology	10-12	1	0
<i>Physics</i>			
Physics 10-12	10-12	1	0
Physics	10-12	1	0
AP Physics 1	10-12	1	0
AP Physics 2	10-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Core Content Area Courses (continued)			
<i>Physics (continued)</i>			
AP Physics C	12	1	0
Robotics	9-12	1	0
Totals (Science)		26	1
Percent of Science Courses Assessed			4%
Social Studies			
Ancient/Medieval History	9-12	1	0
AP Art History	11-12	1	0
AP European History	10-12	1	0
AP Human Geography	9-12	1	0
AP Psychology	11-12	1	0
AP U.S. History	11-12	1	0
AP U.S. Government and Politics	11-12	1	0
AP World History	10-12	1	0
Art History	11-12	1	0
Economics	11-12	1	1
International Problems	11-12	1	1
Modern World History	9-12	1	0
Psychology	11-12	1	0
Sociology	11-12	1	0
U.S. Government	12	1	1
U.S. History I	10-11	1	1
U.S. History II	11	1	1
Washington State History	9-12	1	0
World Geography	9-10	1	1
Totals (Social Studies)		19	6
Percent of Social Studies Courses Assessed			32%
Totals (Core Courses)		91	13
Total Percent of Core Content Courses Assessed			14%
Non-Core Content Area Courses			
World Languages			
<i>French</i>			
French 1	9-12	1	0
French 2	9-12	1	0
French 3	10-12	1	0
French 4/5	11-12	1	0
<i>German</i>			
German 1	9-12	1	0
German 2	9-12	1	0
German 3	10-12	1	0
German 4	11-12	1	0
AP German	11-12	1	0
German 5	11-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Non-Core Content Area Courses (continued)			
<i>Spanish</i>			
Spanish 1	9-12	1	0
Spanish 2	9-12	1	0
Spanish 3	10-12	1	0
Spanish for Native Speakers	9-12	1	0
Spanish for Native Speakers 2	10-12	1	0
Spanish 4	11-12	1	0
AP Spanish	11-12	1	0
AP Spanish Literature	12	1	0
Totals (World Languages)		18	0
Percent of World Language Courses Assessed			0%
Fine Arts			
<i>General Music Courses</i>			
Guitar	9-12	1	0
Sound Engineering	9-12	1	0
<i>Instrumental Music</i>			
Concert Band	9-12	1	0
Orchestra	9-12	1	0
Chamber Orchestra	9-12	1	0
Percussion Ensemble	9-12	1	0
Wind Ensemble	9-12	1	0
Symphonic Band	9-12	1	0
Jazz Band	9-12	1	0
<i>Vocal Music</i>			
Chamber Choir	9-12	1	0
Concert Choir	9-12	1	0
Treble Choir	9-12	1	0
Vocal Jazz	9-12	1	0
<i>Theatre</i>			
Drama 1	9-12	1	0
Drama 2	9-12	1	0
Advanced Drama	10-12	1	0
Introduction to Theatre	11-12	1	0
Theatre Production	9-12	1	0
Advanced Theatre Production	10-12	1	0
<i>Visual</i>			
Studio Art 1	9-12	1	0
Studio Art 2	9-12	1	0
AP Studio Art	10-12	1	0
Advanced Art 1	10-12	1	0
Advanced Art 2	10-12	1	0
Ceramics 1	9-12	1	0
Ceramics 2	10-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Non-Core Content Area Courses (continued)			
Visual (continued)			
Ceramics/3-D Design 1	9-12	1	0
Ceramics/3-D Design 2	10-12	1	0
Ceramics/3-D Design 3-Ind. Study	10-12	1	0
Costume Design	10-12	1	0
Floral Design 1 and 2	9-12	1	0
Interior Design	9-12	1	0
Jewelry-Metals Design 1	9-12	1	0
Jewelry-Metals Design 2	9-12	1	0
Advanced Jewelry-Metals Design	10-12	1	0
Photography 1	10-12	1	0
Photography 2	10-12	1	0
Studio Photography	10-12	1	0
Textiles - Clothing	9-12	1	0
TV Production and Broadcasting Level 1	9-12	1	0
TV Production and Broadcasting Level 2	9-12	1	0
Yearbook Staff Photographer	10-12	1	0
Totals (Fine Arts)		42	0
Percent of Fine Arts Courses Assessed			0%
Additional High School Electives			
AVID (Adv Via Individual Determination)	9-12	1	0
Leadership	9-12	1	0
Library Aide	10-12	1	0
Office Aide	10-12	1	0
Recreation, Coaching, and Sports Mgmt.	11-12	1	0
Teacher's Aide	10-12	1	0
Yearbook - Columbian	9-12	1	0
Yearbook - GYRE	9-12	1	0
Yearbook - REHS	All	1	0
Totals (Additional HS Electives)		9	0
Percent of Additional HS Elective Courses Assessed			0%
Health			
Health	9-12	1	1
Introduction to Health Science Careers	10-12	1	0
Totals (Health)		2	1
Percent of Health Courses Assessed			50%
Physical Education			
Advanced Strength Training	9-12	1	0
Athletic Strength and Conditioning	9-12	1	0
Basketball	9-12	1	0
Fitness and Sports	9-12	1	0
General Physical Education	9-12	1	1
Power Walking/Fitness	9-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Non-Core Content Area Courses (continued)			
Physical Education (continued)			
Racquet Sports	9-12	1	0
Super Fit	9-12	1	0
Team Sports	9-12	1	0
Volleyball	9-12	1	0
Weights and Agility	9-12	1	0
Totals (Physical Education)		11	1
Percent of Physical Education Courses Assessed			9%
Career and Technical Education			
<i>Arts and Communication</i>			
Jewelry Metals Design 1	9-12	1	0
Jewelry Metals Design 2	9-12	1	0
Advanced Jewelry Metals Design	10-12	1	0
Journalism Writing Production 1	9-12	1	0
Journalism Writing Production 2	10-12	1	0
Journalism Writing Production 3	11-12	1	0
Photography 1	10-12	1	0
Photography 2	10-12	1	0
Studio Photography	10-12	1	0
TV Production and Broadcasting, Lvl 1	9-12	1	0
TV Production and Broadcasting, Lvl 2	9-12	1	0
Yearbook Staff Photographer	10-12	1	0
<i>Business Education</i>			
AP Statistics	10-12	1	0
Business and Personal Law	10-12	1	0
Career Choices	11-12	1	0
Computer Fundamentals	9-12	1	0
Consumer Economics	11-12	1	0
Financial Algebra and Statistics	11-12	1	0
Introduction to Computer Animation	10-12	1	0
Microsoft Office Specialist 1 & 2	9-12	1	0
Statistics	10-12	1	0
Technical Writing	11-12	1	0
Web Page Design	9-12	1	0
Work-Based Learning (WBL)	11-12	1	0
Written Communications	12	1	0
<i>Computer Science</i>			
AP Computer Science A	9-12	1	0
Computer Engineering/Microsoft Technology Associate	9-12	1	0
Advanced Computer Engineering/Microsoft Technology Associate	10-12	1	0
Cyber Security	9-12	1	0
Introduction to Computer Science	9-12	1	0
Robotics	9-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Non-Core Content Area Courses (continued)			
<i>Education and Training</i>			
Careers in Education - WBL Internship	11-12	1	0
Spanish Translation and Interpretation 1	11-12	1	0
<i>Engineering and Technology Education</i>			
Auto Care	10-12	1	0
Automotive Technology 1	10-12	1	0
Automotive Technology 2/3	10-12	1	0
Computer Aided Drafting and Design 1	9-12	1	0
Computer Aided Drafting and Design 2	10-12	1	0
Green Building Architectural Design	9-12	1	0
Materials Science Technology	11-12	1	0
Metals/Manufacturing Technology	9-12	1	0
Advanced Metals/Manufacturing Technology	9-12	1	0
Wood Technology Lab	9-12	1	0
<i>Family and Consumer Science</i>			
Child Development	9-12	1	0
Costume Design	10-12	1	0
Early Human Development	9-12	1	0
Foods and Nutrition 1	9-12	1	0
Foods and Nutrition 2	9-12	1	0
Interior Design	9-12	1	0
Personal Choices	9-12	1	0
Textiles-Clothing	9-12	1	0
<i>Health Science Careers</i>			
Athletic Training Students Assistant (ATSA) WBL Internship	10-12	1	0
Healthcare WBL Internship	11-12	1	0
Introduction to Biotechnology	10-12	1	0
Introduction to Health Science Careers	10-12	1	0
Sports Medicine 1	10-12	1	0
Sports Medicine 2	11-12	1	0
<i>Marketing Education</i>			
Entrepreneurship	10-12	1	0
Fashion Merchandising	11-12	1	0
Financial Services Marketing	10-12	1	0
Introduction to Marketing	9-12	1	0
Marketing and Business Management 1/2	10-12	1	0
Sports and Entertainment Marketing	10-12	1	0
Student Store Management	10-12	1	0
<i>Science and Natural Resources</i>			
Advanced Plant Science	10-12	1	0
Biology - Animal Science	9-12	1	0
Floral Design 1 and 2	9-12	1	0
Geology	9-12	1	0

Appendix I (continued)
Exhibit 4.2.6: Scope of Formal Assessments Administered in Grades 9-12
Richland School District
February 2018

Courses Offered	Grade Offered	Number of Course Offerings	Courses Formally Assessed
Non-Core Content Area Courses (continued)			
<i>Science and Natural Resources (continued)</i>			
Introduction to Agriculture, Food, and Natural Resources	9-12	1	0
Totals (Career and Technical Education)		69	0
Percent of Career and Technical Education Courses Assessed			0%
Totals (Non-Core Content Area Courses)		151	2
Total Percent of Non-Core Content Area Courses Assessed			1%
Note: Courses may differ from one campus to another. AP Assessments are optional for students.			
Sources: RSD High School Course Catalog 2017-18, district testing calendars, master schedules, interviews RSD assessment documents, OSPI (Office of Superintendent of Public Instruction) website			

Appendix J

Level III: Characteristics of Department and School Improvement Plan Quality For Design, Deployment, and Delivery

Characteristics
1. Congruence and Connectivity: Goals and actions are derived from, explicitly linked to, and congruent with the district plan's goals, objectives, and priorities.
2. Reasonable and Clear: The plan is reasonable; it has a feasible number of goals and objectives for the resources available (finances, time, people). The goals and objectives of the plan are clear and measurable.
3. Emergent/Fluid: The plan allows for emergent thinking, trends, and changes that impact the system both internally and externally.
4. Change Strategies: The plan incorporates and focuses on those action strategies/interventions that are built around effective change strategies (e.g., capacity building of appropriate staff).
5. Deployment Strategies: The plan clearly delineates strategies to be used to support deploying the steps and tasks outlined in the plan (e.g., orientation to the change, staff development on the proficiencies needed to bring about the change, communication regarding planned change).
6. Integration of Goals and Actions: All goals and actions in the plan are interrelated and congruent with one another.
7. Evaluation Plan and Implementation: There is a written plan to evaluate whether the objectives of the plan have been met (not to evaluate whether or not the activities have taken place). Evaluation components of plans are actions to be implemented; plans are evaluated for their effects or results and modified as needed. There is both frequent formative evaluation and summative evaluation, so that plans are revised as needed.
8. Monitoring: Systems are in place and are being implemented for assessing the status of activities, analyzing the results, and reporting outcomes that take place as the plan is designed and implemented.
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Appendix K

CMSi Criteria for Instructional Technology Programs

Criteria
1. Board policy or administrative regulation for instructional technology exists.
2. There is a clear statement of program philosophy/vision.
3. A comprehensive view of technology exists.
4. A needs assessment has been completed and evaluated
5. Measurable student goals and objectives exist.
6. An ongoing student assessment component exists.
7. An ongoing program assessment component exists.
8. There are comprehensive staff trainings related to existing standards and objectives.
9. Standards for hardware exist.
10. Standards and guidelines for software/applications exist.
11. Internet access standards exist.
12. The role of the school library/media center is stated.
13. A budget for program implementation/roll-out has been identified.
14. A budget for program maintenance has been identified.
15. Technology site plans are aligned with district plans.
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