

OFFICE OF EDUCATION PERFORMANCE AUDITS

FINAL EDUCATION PERFORMANCE AUDIT REPORT

FOR

MUSSELMAN HIGH SCHOOL

BERKELEY COUNTY SCHOOL SYSTEM

JULY 2006

WEST VIRGINIA BOARD OF EDUCATION

INTRODUCTION

The West Virginia Office of Education Performance Audits conducted an Education Performance Audit of Musselman High School in Berkeley County on April 26, 2005.

A Follow-up Education Performance Audit of Musselman High School in Berkeley County was conducted April 26, 2006. The purpose of the follow-up was to verify correction of the findings identified during the original Education Performance Audit. The review was in accordance with West Virginia Code §18-2E-5 and West Virginia Board of Education Policy 2320 which specify that a school that meets or exceeds the performance and progress standards but has other deficiencies shall remain on full accreditation status and a county school district shall remain on full approval status for the remainder of the accreditation period and shall have an opportunity to correct those deficiencies. The Code and policy include the provision that a school "... does not have any deficiencies which would endanger student health or safety or other extraordinary circumstances as defined by the West Virginia Board of Education."

**SCHOOL PERFORMANCE
2003-2004**

04 BERKELEY COUNTY

Manual P. Arvon, II, Superintendent

503 MUSSELMAN HIGH SCHOOL - Needs Improvement

Ronald Stephens, Principal

Grades 09 - 12

Enrollment 1308

Group	Number Enrolled for FAY	Number Enrolled on April 20	Number Tested	Participation Rate	Percent Proficient	Met Part. Rate Standard	Met Assessment Standard	Met Subgroup Standard
Mathematics								
All	279	289	285	98.62	60.36	Yes	Yes	✓
White	265	273	269	98.53	60.91	Yes	Yes	✓
Black	**	**	**	**	**	**	**	**
Hispanic	**	**	**	**	**	**	**	**
Indian	*	*	*	*	*	*	*	*
Asian	**	**	**	**	**	**	**	**
Low SES	52	57	57	100.00	51.92	Yes	Confidence Interval	✓
Spec. Ed.	38	39	38	97.44	13.51	NA	NA	NA
LEP	**	**	**	**	**	**	**	**
Reading/Language Arts								
All	279	289	285	98.62	72.36	Yes	Yes	✓
White	265	273	269	98.53	72.41	Yes	Yes	✓
Black	**	**	**	**	**	**	**	**
Hispanic	**	**	**	**	**	**	**	**
Indian	*	*	*	*	*	*	*	*
Asian	**	**	**	**	**	**	**	**
Low SES	52	57	57	100.00	69.23	Yes	Confidence Interval	✓
Spec. Ed.	38	39	38	97.44	24.32	NA	NA	NA
LEP	**	**	**	**	**	**	**	**

FAY -- Full Academic Year

* -- 0 students in subgroup

** -- Less than 10 students in subgroup

**Needs to Improve
Graduation Rate = 76.2%**

SCHOOL PERFORMANCE 2004-2005

This section presents the performance measures and the Follow-up Education Performance Audit Team's findings. The high quality educational standards and performance measures were investigated through the examination of documents; observation of practices; and interviews with personnel, students, and parents.

04 BERKELEY COUNTY

Manual P. Arvon, II, Superintendent

503 MUSSELMAN HIGH SCHOOL - Needs Improvement

Ronald Stephens, Principal

Grades 09 - 12

Enrollment 1450

Group	Number Enrolled for FAY	Number Enrolled on Test Week	Number Tested	Participation Rate	Percent Proficient	Met Part. Rate Standard	Met Assessment Standard	Met Subgroup Standard
Mathematics								
All	289	303	296	97.68	65.60	Yes	Yes	✓
White	275	285	278	97.54	65.67	Yes	Yes	✓
Black	**	**	**	**	**	**	**	**
Hispanic	**	**	**	**	**	**	**	**
Indian	*	*	*	*	*	*	*	*
Asian	**	**	**	**	**	**	**	**
Low SES	69	72	71	98.61	44.11	Yes	Confidence Interval	✓
Spec. Ed.	45	45	42	93.33	14.28	NA	NA	NA
LEP	**	**	**	**	**	**	**	**
Reading/Language Arts								
All	289	303	296	97.68	66.66	Yes	Confidence Interval	✓
White	275	285	278	97.54	66.79	Yes	Confidence Interval	✓
Black	**	**	**	**	**	**	**	**
Hispanic	**	**	**	**	**	**	**	**
Indian	*	*	*	*	*	*	*	*
Asian	**	**	**	**	**	**	**	**
Low SES	69	72	71	98.61	55.88	Yes	Confidence Interval	✓
Spec. Ed.	45	45	42	93.33	21.42	NA	NA	NA
LEP	**	**	**	**	**	**	**	**

FAY -- Full Academic Year

* -- 0 students in subgroup

** -- Less than 10 students in subgroup

**Needs to Improve
Graduation Rate = 73.9%**

ANNUAL PERFORMANCE MEASURES FOR ACCOUNTABILITY

Below Standard.

5.1.4. Graduation rate.

Musselman High School failed to achieve adequate yearly progress (AYP) for Graduation rate. In accordance with Section 9.5 of West Virginia Board of Education Policy 2320, *A Process for Improving Education: Performance Based Accreditation System*, the West Virginia Board of Education issued the school Temporary Accreditation status at the September 10, 2004 State Board meeting.

In accordance with Section 9.4 of the policy, the Unified School Improvement Plan (USIP) had been revised to address 5.1.4. Graduation rate, the plan was approved by the West Virginia Board of Education, and the school was meeting the objectives and time line specified in the revised USIP. Consequently, the West Virginia Board of Education upgraded the school to Conditional Accreditation status at the February 10, 2005 meeting.

FOLLOW-UP REVIEW

NONCOMPLIANCE. The graduation rate decreased from 2003-2004 (76.2 percent) to 2004-2005 (73.9 percent). Some of the interventions implemented to increase the graduation rate included the following:

- All students who dropped out were personally interviewed by the principal or assistant principal.
- Targeted students who were likely to drop out of school were counseled by the principal and/or school counselors in an attempt to help them be successful and remain in school.
- All students who dropped out of school were required to go through a formal exit process which included conferences with parents.
- Night school was offered in all academic subjects and priority in enrollment was given to seniors. The purpose was primarily to give students who work during the day the opportunity to finish school and graduate.

The principal was confident that these techniques will increase the school graduation rate.

Note: The principal reported that preliminary calculations show the graduation rate to be over 80 percent.

EDUCATION PERFORMANCE AUDIT

NONCOMPLIANCES

6.1. Curriculum

- 6.1.2. High expectations. Through curricular offerings, instructional practices, and administrative practices, staff demonstrates high expectations for the learning and achieving of all students and all students have equal education opportunities including reteaching, enrichment, and acceleration. (Policy 2510)**

The Team observed high numbers of students sleeping/resting with heads on their desks and/or not engaged in learning activities.

Students were not actively involved in learning in the academy classes (low-ability) for the entire class period. Furthermore, classes in which students are grouped by ability show a lack of high expectations for all students.

FOLLOW-UP REVIEW

COMPLIANCE. Most students with specific learning disabilities (SLD) were included, in many cases, in general education classrooms with special education teachers as a co-teacher. Staff development on operating an inclusive classroom with co-teachers had been provided. Team members walked through the building at various times and did not observe students sleeping or not being actively involved in classes.

- 6.1.5. Instructional strategies. Staff demonstrates the use of the various instructional strategies and techniques contained in Policies 2510 and 2520. (Policy 2510; Policy 2520)**

The use of varied instructional strategies was not evidenced in instruction or lesson plans.

FOLLOW-UP REVIEW

COMPLIANCE. Staff development on effective instructional strategies had been provided. The county provided APL Workshops on effective teaching to selected staff members. Instruction was monitored through lesson plan reviews and administrative classroom walkthroughs. Teachers in classrooms visited by Team members were using varied instructional strategies.

- 6.1.7. Library/educational technology access and technology application. The application of technology is included throughout all programs of study and students have regular access to library/educational technology centers or classroom libraries. (Policy 2470; Policy 2510)**

The Team observed that technology was only being utilized by a small percentage of students. Teachers interviewed stated that the reason that technology was not used was that technology was out-of-date and did not work.

FOLLOW-UP REVIEW

COMPLIANCE. The school received a financial grant that provided 100 new computers for the teaching staff. These were distributed one to each teacher. The county installed a new computer laboratory in the school for use by students and staff. The older out-dated computers had been removed from the classrooms and the best ones had been placed in a laboratory and up-dated with new operating systems. Computer laboratory logs showed the laboratories were being used by students and teachers. Visits to classrooms verified that the computers in classrooms were being used. Technology use was monitored by the principal through lesson plan reviews and classroom walkthroughs.

- 6.1.8. Instructional materials. Sufficient numbers of approved up-to-date textbooks, instructional materials, and other resources are available to deliver curricular content for the full instructional term. (Policy 2510)**

Interviews with a science teacher indicated that the teacher did not have access to an appropriate science laboratory in order to meet the 50 percent active inquiry, investigation, and experimentation requirement for science instruction.

FOLLOW-UP REVIEW

COMPLIANCE. The science classroom had been equipped with portable laboratory equipment.

- 6.1.12. Multicultural activities. Multicultural activities are included at all programmatic levels, K-4, 5-8, and 9-12 with an emphasis on prevention and zero tolerance for racial, sexual, religious/ethnic harassment or violence. (Policy 2421)**

While a countywide multicultural plan was in place, the plan was not being implemented on a schoolwide basis.

FOLLOW-UP REVIEW

COMPLIANCE. The school prepared a Multicultural Plan that contained the many multicultural activities the school had been providing. The plan (formerly called the Diversity Plan) was provided to teachers and was being implemented.

6.2. Student and School Performance

- 6.2.3. Lesson plans and principal feedback.** Lesson plans that are based on approved content standards and objectives are prepared in advance and the principal reviews, comments on them a minimum of once each quarter, and provides written feedback to the teacher as necessary to improve instruction. (Policy 2510; Policy 5310)

Several lesson plans had not been checked by the administration at least three times as of the date of the audit. In consideration of the low graduation rate, students not actively engaged in academy classes, and lack of a variety of instructional strategies, the principal needed to review lesson plans and provide written feedback, as necessary to improve instruction.

FOLLOW-UP REVIEW

NONCOMPLIANCE. The Team randomly reviewed teacher lesson plans and found only three of the eight teachers' lesson plans reviewed had been checked by the administration at least three times this school year.

6.6. Personnel

- 6.6.2. Licensure.** Professional educators and other professional employees required to be licensed under West Virginia Board of Education policy are licensed for their assignments including employees engaged in extracurricular activities. (W.Va. Code §18A-3-2; Policy 5202)

Special educators collaborating in content courses were not licensed in the content areas.

FOLLOW-UP REVIEW

COMPLIANCE.

RECOMMENDATIONS

- 6.1.2. High expectations.** Through educator interviews and classroom observations, the Team determined that a communication gap existed between the regular education teachers and the special education teachers. Teachers indicated instances in which the special education teachers were left out of the loop as far as planning was concerned. The Team recommended that staff development be provided to assure that the general education teachers and special education teachers work together to ensure that all students achieve at a higher level.

A lack of high expectations for all students is a critical factor when considering the low graduation rate. The Team recommended the development of a program that would promote and exhibit high expectations by the faculty for all students.

The Team recommended that the school implement the four pillars of school improvement as advocated by the West Virginia Department of Education.

With the implementation of a more inclusive program for the education of special education students, the Team recommended additional staff development for special educators and regular educators on co-teaching and collaboration.

It was noted that only five Advanced Placement (AP) classes were offered (Literature, Language, Psychology, U.S. History, and Calculus). The Team recommended AP course offerings be expanded to provide more opportunities for students.

FOLLOW-UP REVIEW

RECOMMENDATION PARTIALLY FOLLOWED. Teacher staff development had been provided to improve communication between general education teachers and special education teachers and on co-teaching and collaboration. The Advanced Placement (AP) program had been expanded to include AP Biology and AP Spanish.

The school had not yet addressed the recommendation that the school implement the four pillars of school improvement as advocated by the West Virginia Department of Education. The WESTEST scores decreased in all subgroups from 2003-2004 except the all students (AS) and racial/ethnicity white (W) subgroups, which only showed modest improvement. This decline in achievement was a startling indication that the school cannot delay implementing school improvement.

6.1.3. Learning environment. In the photography class the Team noted that the dark room and the classroom are a significant distance from one another, which makes adequate supervision difficult. The Team recommended that this situation be corrected.

FOLLOW-UP REVIEW

RECOMMENDATION FOLLOWED. The teacher's schedule had been structured so the photography classes were near the dark room.

6.1.7. Library/educational technology access and technology application. The Team determined that several of the computers and computer programs were outdated and/or inoperable. The Team recommended that measures be taken to update operating systems and repair existing computers. Additional funding for technology was recommended to update operating systems and repair existing computers.

FOLLOW-UP REVIEW

RECOMMENDATION FOLLOWED.

6.8.1. Leadership. The Team noted that this was the second year for the principal at Musselman High School who had provided leadership to bring about positive changes. The principal prioritized issues and dealt with the most serious ones first. Now that the overarching management issues have come together, the principal is postured to aggressively attack the deficient graduation rate as well as achievement of the special education (SE) and economically disadvantaged (SES) subgroups. The Team recommended that assistance from the West Virginia Department of Education (WVDE) and RESA VIII in developing and implementing a plan to improve communication at the school and county level, particularly in regard to special education being a vital component of the school.

FOLLOW-UP REVIEW

RECOMMENDATION FOLLOWED. West Virginia Department of Education and RESA VIII personnel provided staff development designed to improve the learning process at the school, especially for special education students. Staff development sessions included topics on classroom inclusion, working as a co-teacher, and effective classroom strategies. The principal was hopeful a positive effect on the graduation rate will be seen at the end of this school year.

INDICATORS OF EFFICIENCY

Indicators of efficiency for student and school system performance and processes were reviewed in the following areas: Curriculum delivery, including but not limited to, the use of distance learning; facilities; administrative practices; personnel; utilization of regional education service agency, or other regional services that may be established by their assigned regional education service agency. This section contains indicators of efficiency that the Education Performance Audit Team assessed as requiring more efficient and effective application.

7.1.1. Curriculum. The school district and school conduct an annual curriculum audit regarding student curricular requests and overall school curriculum needs, including distance learning in combination with accessible and available resources.

With a student enrollment of approximately 1300 students, the school and school district need to assess the overall curriculum needs and offerings, in particular Advanced Placement courses. A school serving 1300 students should have the ability to offer more than five Advanced Placement (AP) courses.

FOLLOW-UP CONCLUSION

The Advanced Placement (AP) program at the school had been expanded and included AP Biology and AP Spanish.

BUILDING CAPACITY TO CORRECT DEFICIENCIES

- 16.3.2. Determining the areas of weakness and of ineffectiveness that appear to have contributed to the substandard performance of students or the deficiencies of the school or school system;**

Musselman High School has experienced historic issues with not meeting West Virginia's Performance Measures for Accountability. During the past five years, Musselman High School achieved full accreditation status in two of those years (2000 and 2001). Now that the weaknesses have been identified, the county and school staff must address specifics to close the achievement gap and increase the graduation rate.

FOLLOW-UP CONCLUSION

The school achieved adequate yearly progress (AYP) in the 2004-2005 school year, but the graduation rate decreased to 73.9 percent. Some programs that had been instituted at Musselman High School to improve academic achievement and the graduation rate included the following:

- **Most special education students had been included in the general education classrooms for instruction.**
- **General education teachers and special education teachers received staff development and training in co-teaching and inclusion.**
- **All school dropouts received personal interviews with the principal or assistant principal prior to being permitted to drop out of school.**
- **The guidance department had been restructured to provide support for potential school dropouts.**
- **Night school was offered which allowed students to have some flexibility in their school and work schedules and still get their academic credits for graduation.**

- 16.3.11. Ensuring that the needed capacity is available from the state and local level to assist the school or school system in achieving the standards and alleviating the deficiencies.**

Musselman High School and Berkeley County have not demonstrated that they have the capacity in consistently achieving the standards and alleviating the deficiencies. To this end, the Office of Education Performance Audits recommends that the needed capacity be enhanced by the State education agencies to bring about sustained improvement.

FOLLOW-UP CONCLUSION

Preliminary calculations provided by the principal indicated that the graduation rate will meet the standards.

IDENTIFICATION OF RESOURCE NEEDS

A thorough and efficient system of schools requires the provision of an adequate level of appropriately managed resources. The West Virginia Board of Education adopted resource evaluation as a part of the accreditation and evaluation process. This process is intended to meaningfully evaluate the needs for facilities, personnel, curriculum, equipment and materials in each of the county's schools and how those impact program and student performance.

17.1. Facilities, equipment, and materials. Facilities and equipment specified in Policy 6200, Chapters 1 through 14, are available in all schools, classrooms, and other required areas. A determination will be made by using the Process for Improving Education (W.Va. Code §18-2E-5) whether any identified deficiencies adversely impact and impair the delivery of a high quality educational program if it is below the West Virginia Board of Education standards due to inadequacies or inappropriate management in the areas of facilities, equipment, and materials. The Education Performance Audit Teams shall utilize an assessment instrument for the evaluation of school facilities which generally follows the requirements of Policy 6200. Note: Corrective measures to be taken in response to any identified resource deficiency will of necessity be subject to the feasibility of modifying existing facilities, consideration of alternative methods of instructional delivery, availability of funding, and prioritization of educational needs through Comprehensive Educational Facilities Plans and the West Virginia School Building Authority. This policy does not change the authority, judgment, or priorities of the School Building Authority who is statutorily responsible for prioritizing "Need" for the purpose of funding school improvements or school construction in the State of West Virginia or the prerogative of the Legislature in providing resources. (Policy 6200 and *Tomblin v. Gainer*)

According to the items checked in the School Facilities Evaluation Checklist, the school was below standard in the following areas. The principal checked and the Team confirmed the following school facility resource needs.

- 17.1.11. Grades 6-12 science facilities.** All science rooms do not have a sink, hot and cold water, and gas.
- 17.1.14. Food service.** The food service area did not have a chalkboard and bulletin board.
- 17.1.15. Health service units.** A health service unit was available part time. The medicine chest was stored in the main office, the unit did not have a refrigerator with locked storage.
- 17.1.16. Grades 7-12 vocational.** The business education class did not have a copier.

FOLLOW-UP CONCLUSION

The facility resource needs remained as noted in the June 2005 Draft Report.

SCHOOL SYSTEM APPROVAL AND SCHOOL ACCREDITATION STATUS

School	Accreditation Status	Education Performance Audit High Quality Standards	Annual Performance Measures Needing Improvement	Date Certain
04-503 Musselman High	Temporary Accreditation	6.2.3		November 15, 2006
			5.1.4	May 31, 2007

Education Performance Audit Summary

The Office of Education Performance Audits recommends that the West Virginia Board of Education continue the Full Approval status of the Berkeley County School System and issue Musselman High School Temporary Accreditation status with a May 31, 2007 Date Certain to achieve adequate yearly progress (AYP).

The Office of Education Performance Audits (OEPA) further recommends that the school be issued a November 15, 2006 directive to correct High Quality Standard 6.2.3. Lesson plans and principal feedback, or be issued Seriously Impaired status with the ensuing consequences. The OEPA will conduct another follow-up in the fall of 2006 to determine that improvement efforts have been sustained and the outstanding standard has been corrected.