



**Office of Education
Performance Audits**

INITIAL EDUCATION PERFORMANCE AUDIT REPORT

FOR

MONROE COUNTY SCHOOL SYSTEM

MAY 2012

WEST VIRGINIA BOARD OF EDUCATION

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INTRODUCTION

An announced (five days in advance) Education Performance Audit of the Monroe County School District was conducted February 13-16, 2012. The review was conducted at the specific direction of the West Virginia Board of Education. The purpose of the review was to investigate existing circumstances that warranted an on-site review. The Team review was targeted to finance, specifically the financial deficit; personnel, hiring practices; board policies; and board of education and superintendent leadership, and district level high-quality standards in accordance with appropriate procedures to make recommendations to the West Virginia Board of Education on such measures as it considers necessary to improve performance and progress to meet the high-quality standards as required by W.Va. Code and West Virginia Board of Education policies.

The Education Performance Audit Team interviewed the Monroe County Board of Education President and members of the board of education, school district personnel including the superintendent, the director of personnel, finance official, director of attendance, director of federal programs and elementary education, and other county office personnel. The Team examined documents including the Monroe County Five-Year Strategic Improvement Plan; minutes of meetings of the Monroe County Board of Education; personnel documents; personnel evaluations; the school system policy manual; regulatory agency reviews, i.e., financial audit, the Comprehensive Educational Facilities Plan (CEFP), etc.; and materials of interest to the Education Performance Audit.

This report presents the Education Performance Audit Team's findings regarding the Monroe County School District.

EDUCATION PERFORMANCE AUDIT TEAM

Office of Education Performance Audits Team Chair – Dr. Donna Davis

NAME	TITLE	COUNTY	CATEGORY
Dr. Teddi Cox	Educational Consultant	Preston County	Leadership
Conrad J. Lucas	Chief School Business Official/Treasurer	Cabell County	Finance
Delores Ranson	Retired Assistant Superintendent (Personnel)	Jackson County	Personnel/Hiring
Georgia Porter	Teacher Quality Coordinator Office of Professional Preparation	WV Department of Education	Certification
Carroll Staats	Office of Education Performance Audits	Jackson County	Evaluation/ Administrative Practices
Charles Callison	Assistant Superintendent	Greenbrier County	Policies
Madelaine Shultz	Mechanical Engineer Office of School Facilities	WV Department of Education	Facilities

COUNTY PERFORMANCE

ANNUAL PERFORMANCE MEASURES FOR ACCOUNTABILITY

This section presents the Annual Performance Measures for Accountability and related student performance data. It also presents the Education Performance Audit Team's findings.

5.1. ACCOUNTABILITY.

5.1.1. Achievement.

Adequate Yearly Progress

The No Child Left Behind (NCLB) data for the 2010-2011 school year identified that Monroe County did not make adequate yearly progress (AYP). Monroe County failed to achieve AYP in four of the past five consecutive years. Chart 1 shows the grade span/assessment and subgroup(s) that did not make AYP. It also shows the percent proficient for each grade span/assessment and subgroup.

The reviewer noted that when the performance of these subgroups listed in Chart 1 compared with the 2009-2010 No Child Left Behind (NCLB) data, all subgroups identified for not making AYP, except the middle level special education (SE) subgroup in mathematics, demonstrated improvement over the previous year.

Chart 1

WESTEST			
GRADE SPAN/ASSESSMENT	SUBGROUP	2010-2011 PERCENT PROFICIENT	2009-2010 PERCENT PROFICIENT
Mathematics – Elementary	All Students	39.1%	37.1%
Mathematics – Middle	All Students	44.8%	41.2%
Mathematics – Elementary	White	38.6%	37.3%
Mathematics – Middle	Special Education	13.8%	16.0%
Mathematics – Elementary	Economically Disadvantaged	33.0%	29.7%
Mathematics – Middle	Economically Disadvantaged	36.8%	35.5%
Reading – Elementary	All Students	39.1%	32.9%
Reading – Middle	All Students	43.7%	37.8%
Reading – Elementary	White	38.6%	32.3%
Reading – Middle	Special Education	14.9%	13.6%
Reading – Middle	Economically Disadvantaged	34.5%	31.5%

Chart 2 shows that in the last five years, the number of Monroe County's schools identified for not achieving AYP fluctuated from one of the four county's schools in 2007 to three schools in 2009 and 2011.

In 2007, two schools did not make AYP and decreased to one in 2008. Only one school made AYP in 2009 and in 2010 all four schools made AYP. In 2011, only one school made AYP.

Chart 2

NUMBER OF SCHOOLS NOT ACHIEVING AYP		
Year	Number of Schools Not Achieving AYP/Total Schools	Percentage Achieving AYP
2007	2/4	50%
2008	1/4	75%
2009	3/4	25%
2010	4/4	100%
2011	3/4	25%

Chart three indicated that the 2010-2011 Monroe County School District student percent proficient in mathematics was lower than the State percent proficient at the elementary level in all reported subgroups. All middle level subgroups in mathematics (Chart 4), except the special education (SE) subgroup performed at a higher percent proficient than the State. All high schools subgroups, (Chart 6) except the economically disadvantaged (SES) subgroup performed at a lower percent proficient than the State.

Student assessment percent proficient in reading/language arts (Charts 6, 7, and 8) was substantially lower than the 2010-2011 State percent proficient in all reported subgroups at the elementary and middle levels. The high school percent proficient was higher than the State in all reported subgroups. The SES subgroup percent proficient was 7.10 percent higher than the State.

Chart 3

ELEMENTARY MATHEMATICS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	39.1%	45.2%
White (W)	38.6%	45.9%
Black (B)	NA	32.9%
Special Education (SE)	NA	24.8%
Economically Disadvantaged (SES)	33.0%	35.0%

Chart 4

MIDDLE MATHEMATICS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	44.8%	43.3%
White (W)	45.8%	43.8%
Black (B)	NA	31.9%
Special Education (SE)	13.8%	16.2%
Economically Disadvantaged (SES)	36.8%	32.4%

Chart 5

HIGH SCHOOL MATHEMATICS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	40.0%	43.0%
White (W)	41.6%	43.5%
Black (B)	NA	29.7%
Special Education (SE)	NA	12.5%
Economically Disadvantaged (SES)	35.6%	31.5%

Chart 6

ELEMENTARY READING/LANGUAGE ARTS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	39.1%	48.2%
White (W)	38.6%	48.7%
Black (B)	NA	40.0%
Special Education (SE)	NA	21.6%
Economically Disadvantaged (SES)	33.0%	37.7%

Chart 7

MIDDLE READING/LANGUAGE ARTS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	43.7%	50.0%
White (W)	44.3%	50.3%
Black (B)	NA	41.9%
Special Education (SE)	14.9%	16.0%
Economically Disadvantaged (SES)	34.5%	39.0%

Chart 8

HIGH SCHOOL READING/LANGUAGE ARTS 2010-2011		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	44.6%	43.7%
White (W)	45.6%	44.3%
Black (B)	NA	29.2%
Special Education (SE)	NA	10.6%
Economically Disadvantaged (SES)	39.0%	31.9%

ACT EXPLORE Assessment Results

According to the 2010-2011 Grade 8 ACT EXPLORE results in Chart 9, Monroe County students showed a decrease in the composite score as compared to the 2009-2010 results. Five years of trend data showed a decrease in English and an increase in mathematics and reading results. Science results were the same in 2010-2011 as reported in 2006-2007.

Monroe County performed significantly lower than the State average in English in 2010-2011 and performed at the same level as the State in mathematics and reading. Science and composite results were slightly below the State.

Chart 9

ACT EXPLORE RESULTS Grade 8					
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
English WV	14.2	14.3	13.9	14.1	14.1
English Monroe	13.5	14.2	13.5	14.1	13.4
Mathematics WV	14.5	14.7	14.3	14.6	14.8
Mathematics Monroe	13.9	15.1	14.3	14.7	14.8
Reading WV	13.9	13.9	13.6	14.0	14.1
Reading Monroe	13.4	14.0	13.6	14.1	14.1
Science WV	15.9	16.0	15.6	15.8	15.9
Science Monroe	15.7	16.2	15.5	15.8	15.7
Composite WV	14.8	14.9	14.5	14.8	14.8
Composite Monroe	14.3	15.0	14.4	14.8	14.6

ACT PLAN Assessment Results

Based on the 2010-2011 Grade 10 ACT PLAN results in Chart 10, Monroe County test takers showed a decrease from (16.4 in 2006-2007 to 16.1 in 2010-2011) in the composite score. Five years of trend data showed a decrease in English, mathematics, and science and an increase in reading.

Monroe County School District performed lower than the State in all academic areas and in the composite score.

Chart 10

ACT PLAN RESULTS					
Grade 10					
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
English WV	16.7	16.3	16.3	16.3	16.3
English Monroe	16.2	15.4	16.1	16.1	15.1
Mathematics WV	16.6	16.3	16.3	16.2	16.2
Mathematics Monroe	16.3	16.1	15.5	15.8	15.9
Reading WV	16.5	16.5	15.7	16.1	16.1
Reading Monroe	15.4	15.5	15.6	15.9	15.9
Science WV	17.7	17.5	17.1	17.3	17.3
Science Monroe	17.5	17.3	17.0	17.6	16.9
Composite WV	17.0	16.8	16.5	16.6	16.6
Composite Monroe	16.4	16.2	16.2	16.5	16.1

5.1.2. Participation rate. A minimum of 95 percent in the current or a two or three year average of all students enrolled in a public school/county school district/state at the time of testing, including students in each subgroup as required by *NCLB* must participate in the statewide assessment WESTEST or the West Virginia Alternate Performance Task Assessment (APTA) in reading/language arts or mathematics. Students with a significant medical emergency may be exempt by appeal from the calculation of participation rate for AYP provided that the county superintendent has proper documentation. (Policy 2340; Policy 2419; Policy 2510)

Monroe County School District met the 95 percent participation rate of all students participating in the statewide assessment.

5.1.3. Attendance rate (Elementary/Middle). The student attendance rate for elementary and middle schools is at or above 90 percent or the percentage of students meeting the attendance rate show improvement from the preceding year. The student attendance rate will be adjusted for students excluded as a result of the Productive and Safe Schools Act (W.Va. Code §18A-5-1a) and school bus transportation interruptions (W.Va. 126CSR81), West Virginia Board of Education Policy 4110, *Attendance Policy*, (hereinafter Policy 4110). Additional

exclusions include excused student absences, students not in attendance due to disciplinary measures, and absent students for whom the attendance director has pursued judicial remedies to compel attendance to the extent of his or her authority. For the AYP determination, the attendance rate calculation will be used for accountability at the public school/LEA/SEA levels, but will not be calculated for each subgroup. However, for schools/LEAs that use the safe harbor provision to meet AYP for the achievement indicators, the attendance rate standard must be met by the subgroup/s not meeting AYP.

Chart 11 indicated the Monroe County School District attendance rate has remained above the State requirement of 90 percent for the last five reporting years.

Chart 11

ATTENDANCE RATE	
Year	Attendance Rate
2006-2007	96.72%
2007-2008	96.14%
2008-2009	96.70%
2009-2010	95.67%
2010-2011	95.79%

5.1.4. Graduation rate. The student graduation rate is 80 percent or the percentage of students meeting the student graduation rate shows improvement. The graduation rate is calculated according to the high school completer formula recommended by the NCES with the additional condition that graduates include only those students who receive a regular diploma in the standard number of years and does not include students receiving the GED. For the AYP determination, the graduation rate calculation will be used for accountability at the public school/LEA/SEA levels, but will not be calculated for each subgroup. However, for schools/LEAs that use the safe harbor provision to meet AYP for the achievement indicators, the graduation rate standard must be met by the subgroup/s not meeting AYP.

Chart 12 showed that Monroe County School District graduation rate met the State standard for the last five years.

Chart 12 indicated that the graduation rate dropped from 83.69 percent in 2010 to 76.03 percent in 2011; however, the federal NCLB graduation rate calculation changed and a comparison in percent cannot be made to the previous year(s). The 2011 graduation rate of 76.03 percent will serve as Monroe County's baseline graduation rate for the new adjusted cohort graduation calculation in place in West Virginia.

Beginning in school year (SY) 2010–2011, states are required to report a uniform, comparable, and accurate graduation rate known as a “four-year adjusted cohort rate,” which measures the percent of students in a ninth grade cohort that graduate with a regular diploma in four years or less. This rate also must be used for determining adequate yearly progress (AYP) beginning in SY 2011–2012. The regulations require states to report and use a “four-year adjusted cohort graduation rate” based on the following formula:

4-Year Adjusted Cohort Graduation Rate	= $\frac{\text{\# of cohort members who earned a regular high school diploma by the end of the 2009-2010 school year}}{\text{\# of first-time 9th graders in fall 2006 (starting cohort) plus students who transfer in, minus students who transfer out, emigrate, or die during school years 2006-2007, 2007-2008, 2008-2009, and 2009-2010}}$
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The 2010-2011 graduation rate for the Monroe County School District listed in Chart 12 will serve as the baseline graduation rate for the new adjusted graduation calculation in place in West Virginia.

Chart 12

GRADUATION RATE	
Year	Graduation Rate
2006-2007	85.00%
2007-2008	85.90%
2008-2009	81.38%
2009-2010	83.69%
2010-2011	76.03%

Chart 13 demonstrated the number of Advanced Placement (AP®), Honors courses, and college credit courses offered in Monroe County's high school. All dual credit courses are offered through New River Community and Technical College out of Lewisburg, West Virginia. A series of meetings has been held to increase dual enrollment offerings to include courses in the core subject areas for 2012-2013.

Advanced Placement (AP®) and Dual Credit courses taken and the enrollment are listed below.

Advanced Placement	
Course	Number of Students Enrolled
English Literature	16
U.S. History	7
Government	8
Biology	11
Dual Credit Course	
Course	Number of Students Enrolled
Safety and First Aide	12
Principles of CAN	12
Medical Terminology	4
Fund. Of Building Construction	3
Fund. Of Framing	3
Blueprint Reading	3
Desktop Publishing	1
Digital Media/Multi Media	4
Accounting	2
Intro to Business	3
Office Accounting	2
Computer Aided Drafting	11
CNC Turn GBDC	11
Advanced CAD	6
Technical Mathematics	9
Engineering Drafting	9
Manufacturing Process	9

Chart 13

NUMBER OF ADVANCED PLACEMENT (AP®), HONORS, AND COLLEGE COURSES OFFERED 2011-2012			
High School/County	Number of AP Courses Taken	Number of Honors Courses	Number of College Credit Courses
James Monroe High School/Monroe County	4	0	17

Chart 14 provides college entrance testing information for the American College Test (ACT) and the advanced placement test (APT). Data are listed for James Monroe High School, the county, and the state.

As noted in Chart 14, Monroe County School District had a higher percentage of ACT test takers (67.8 percent) than the State (60.2 percent). The ACT Composite Score (19.9) was lower than the State composite score (20.7).

The State had a higher percentage of advancement placement test (AP®) takers than Monroe County at all grade levels (10, 11, and 12).

Chart 14

COLLEGE-ENTRANCE TESTING INFORMATION – ACT & APT 2009-2010					
ACT(American College Test)			APT (Advanced Placement Test) Test Takers		
Schools	Test Takers	Composite Score	Tenth Grade	Eleventh Grade	Twelfth Grade
James Monroe High	67.7%	19.9	0.0%	7.4%	11.1%
Monroe County Schools	67.8%	19.9	0.0%	7.4%	11.1%
State	60.2%	20.7	1.3%	19.2%	20.1%

SAT/ACT Assessment Results

Chart 15 shows the Monroe School District's Scholastic Aptitude Test (SAT) and American College Testing (ACT) results. The SAT math mean score showed a decrease from 529 in 2005-2006 to 474 in 2009-2010; however, increased in 2009-2010 to 474 from 456 in 2008-2009. This is a positive movement in math performance on the SAT. The SAT reading score also decreased from 525 in 2006-2007 to 514 in 2009-2010; however, the reading score increased in 2009-2010 to 514 from 490 in 2008-2009. The SAT writing score decreased slightly from 506 in 2006-2007 to 500 in 2009-2010; however, increased in 2009-2010 to 500 from 464 in 2008-2009. The percent of test takers decreased from a high of 22.7 percent in 2006-2007 to 4.2 percent in 2009-2010.

ACT trend data showed an increase in the composite from 19.5 in 2005-2006 to 19.9 in 2009-2010. The percentage of students taking the ACT increased from 52.1 percent in 2005-2006 to 67.8 percent in 2009-2010.

Chart 15

SCHOLASTIC APTITUDE TEST (SAT) - Monroe County Schools					
County	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010
SAT Takers (%)	9.7%	22.7%	13.4%	8.4%	4.2%
SAT Math Mean Score	529	488	454	456	474
SAT Reading Score		525	498	490	514
SAT Writing Score		506	468	464	500
AMERICAN COLLEGE TESTING (ACT) - Monroe County Schools					
ACT Takers (%)	52.1%	56.6%	48.5%	58.5%	67.8%
ACT Composite	19.5	20.5	19.8	18.9	19.9

NA – Less than 10 (Not Applicable)

Source: State, County and School Data, 2009-2010 West Virginia Report Cards, West Virginia Department of Education.

The high school graduate overall college going rate for Monroe County (Fall 2010) was 61.9 percent compared to the State's overall college going rate of 58.8 percent as presented in Chart 16. This was 3.1 percent higher than the State's overall college going rate.

Chart 16

ESTIMATED COLLEGE GOING RATE FALL 2010		
	Number of High School Graduates 2009-10	Overall College Going Rate Percentage
State	18,290	58.8%
Monroe County	126	61.9%

Source: West Virginia College Going Rates By County and High School Fall 2010, West Virginia Higher Education Policy Commission.

Five (5) of Monroe County's 52 first-time freshmen or 9.6 percent were enrolled in Developmental English during fall 2011 compared to the State total (17.2 percent). Fifteen (15) graduates or 28.8 percent were enrolled in Developmental Mathematics compared to the State (28.4 percent). Monroe County's percentage of students enrolled in Developmental English was substantially lower than the State and the percentage enrolled in Developmental Mathematics was comparable to the State (Chart 17).

These data have implications for college readiness and provide valuable information to the county regarding the secondary level program of studies.

Chart 17

HIGH SCHOOL GRADUATES ENROLLED IN DEVELOPMENTAL COURSES FALL 2011					
	1 st Time WV Freshmen Total #	English Total #	% in Developmental English	Mathematics Total #	% in Developmental Mathematics
State	8,040	1,379	17.2%	2,287	28.4%
James Monroe High	52	5	9.6%	15	28.8%
Monroe County	52	5	9.6%	15	28.8%

Source: https://www.wvhepc.org/resources/Dashboard/Remedial/2011/cr_ftfr_pywv_hs.html

7.4. REGULATORY AGENCY REVIEWS.

7.4.1. Regulatory agency reviews. Determine during on-site reviews and include in reports whether required reviews and inspections have been conducted by the appropriate agencies, including, but not limited to, the State Fire Marshal, the Health Department, the School Building Authority of West Virginia, and the responsible divisions within the West Virginia Department of Education, and whether noted deficiencies have been or are in the process of being corrected. The Office of Education Performance Audits may not conduct a duplicate review or inspection nor mandate more stringent compliance measures. (W.Va. Code §§18-9B-9, 10, 11, 18-4-10, and 18-5A-5; Policy 1224.1; Policy 8100; W.Va. Code §18-5-9; Policy 6200; Section 504, Rehabilitation Act of 1973 §104.22 and §104.23; Policy 4334; Policy 4336)

Finance

In the annual audit of Monroe County Schools, the auditors noted the following conditions

Deficit Fund Balance.

According to Monroe County Schools' audited financial statements for the fiscal year ended June 30, 2011, the district had a deficit general fund balance of (\$664,803) at year end, exclusive of the OPEB liability. This compares to a positive fund balance of \$253,372, also exclusive of OPEB, June 30, 2010. This decrease of \$918,175 was a dramatic shift in the year-end carry-over balance that the board has available in just one year

According to W.Va. Code §11-8-26, a local governmental entity is prohibited from expending funds or incurring obligations: ". . . in excess of funds available for current expense." In addition, the West Virginia Department of Education recommends that county boards maintain a 3-5 percent carry-over balance at year end to provide for any unforeseen expenses that may be incurred.

The board has developed a corrective action plan as to how it will resolve the deficit that has been incurred and to strive to build up its carry-over balance to the minimum recommended by the West Virginia Department of Education.

During the review, the Team noted that year to date general fund expenditures as of January 2012 was \$90,180 less than the same period in 2011. While this reduction is a move in the right direction, more aggressive action will need to be taken to cause a positive fund balance at the end of fiscal year 2012.

The Team commended the Monroe County School District's treasurer for communicating to the Monroe County Board of Education and other administrative staff the downward trend of the fund balance at the beginning of the 2011 year. During a board of education meeting in August 2010, the treasurer shared a power point presentation showing trend data. Data on the various slides were easy to understand and clearly showed the cause of the deficit and how the trend started during the 2007 year. One slide showed expenditures first exceeding revenue by only \$11,166 during 2007 and depicted the pattern growing each year thereafter to fiscal year 2010 when expenditures exceeded revenue by \$973,830. Another slide showed employment compared to enrollment beginning with fiscal year 2006 and continuing through 2010. This presentation clearly and concisely displayed that the number of employees continued to increase while student enrollment decreased.

Annual Financial Statements.

A review of the audited financial statements disclosed that they were not presented in conformity with Generally Accepted Accounting Principles (GAAP). According to Statement 54 issued by the Governmental Accounting Standards Board (GASB), all governmental entities were to begin classifying fund equity into the following categories beginning with the fiscal year ended June 30, 2011: Nonspendable, Restricted, Committed, Assigned and Unassigned. The fund equity classifications used by the Monroe County School District auditors were those used in previous years. Subsequent to the OEPA review, the Monroe County board treasurer contacted the audit firm to have the statements revised to comply with the new GAAP requirements.

Monthly Financial Report to the Board.

The monthly financial reports to the board did not contain all information required by West Virginia Board of Education Policy 8100. The treasurer; however, reported the condition of the fund balances, such as expenditures, encumbrances, budget and remaining budget balances to the board. The monthly report to the board did not indicate by fund, the beginning cash balance and ending cash balances as required by State Board Policy 8100 as outlined on Page 53.

The Team recommended that the treasurer adopt a financial statement template that includes all required information prescribed in the policy. A sample format can be downloaded from the West Virginia Department of Education's website.

Other.

No record could be found of the county board of education approving school support organizations, as required by State Board Policy 1224.1. The Team recommended that all school support organizations be approved by the Monroe County Board of Education.

No specific line item or budget could be found to account for the amount to be transferred from the general fund to food service. This transaction is commonly called "sponsors contribution" and is identified as a transfer out budget item. The treasurer indicated the entry was always made at year end. The Team recommended that the amount to be transferred to food service be identified within the general fund using approved codes shown in the West Virginia Department of Education, Office of School Finance, Chart of Accounts. This action will show a more accurate balance available in the general fund.

Strategic Plan.

A copy of the Monroe County Five-Year Strategic Plan was on file and included a budget section with documentation supporting expenditures toward meeting the plan's goals.

Review of School Accounting Transactions.

A review of the individual schools' accounting records disclosed the following.

James Monroe High School.

- The audit for the 2010-11 year was complete and a corrective action plan to resolve audit findings was on file.
- The January general fund bank statement had been reconciled.
 - Food service bank statements had not been reconciled nor did the school keep a ledger showing receipts and expenditures other than the check book.
 - The Team recommended that the school take immediate action to reconcile the food service statements and consider incorporating those funds into a subaccount with the school's general fund.
- A copy of the school's Five-Year Strategic Plan was on file. A budget section was not in the plan, but the principal indicated the local school improvement council LSIC funds were budgeted to meet goals in the plan. Purchase orders indicated those funds were being spent according to the plan.
- Faculty senate funds not expended during the school year were returned to the faculty senate for reallocation the next school year.

Mountain View Elementary/Middle School.

- A copy of the school's Five-Year Strategic Plan was on file. A budget section was not in the plan, but the principal indicated the "Title" funds were budgeted to meet goals in the plan.
 - Accounting records were not in good order and reconciliations were not being made timely.
 - Financial statements could not be located for the past school year.
 - Administrative action had been taken to improve the financial accounting at the school by assigning a different secretary to the school and providing a mentor to the new secretary. The Team recommended that the county's administrative staff provide close oversight to ensure progress is being made and account balances are accurate and readily available.
- Based on an interview with the principal, the faculty senate was operating according to State Board policy and W.Va. Code.

Peterstown Middle School.

- A copy of the school's Five-Year Strategic Plan was on file. A budget section was not in the plan. The principal indicated the template provided for the plan did not contain a budget section.
- The audit for the 2010-11 year was complete and a corrective action plan to resolve audit findings was on file.
- The January general fund bank statement had been reconciled.
 - Food service bank statements had not been reconciled and the school did not keep a ledger showing receipts and expenditures other than the check book. The Team recommended that the school take immediate action to reconcile the food service statements and consider incorporating those funds into a subaccount with the school's general fund.
 - Based on an interview with the principal, and faculty senate treasurer, the faculty senate was operating according to State Board policy and W.Va. Code. The Team recommended that the faculty senate budget be prepared in more detail.

Peterstown Elementary School.

- A copy of the school's Five-Year Strategic Plan was on file; however, a budget section was not in the plan. The principal indicated the template provided for the plan did not contain a budget section.

- The audit for the 2010-11 year was complete and a corrective action plan to resolve audit findings was on file.
- The January general fund bank statement had been reconciled.
 - Based on an interview with the principal, the faculty senate was meeting every two months instead of monthly as required. The Team recommended that the faculty senate meet monthly as required by State Board policy and W.Va Code.

Facilities

The Education Performance Audit Team reviewed the Monroe County Comprehensive Educational Facilities Plan (CEFP), interviewed the Director of School Facilities, the county superintendent, and school principals. A narrative of the Team's observations follows.

The utilization rates were taken from the 2010-2020 CEFP.

Chart 19

School Name	Utilization
James Monroe High School	145.75%
Mountain View Elementary/Middle	77.78%
Peterstown Elementary School	80.73%
Peterstown Middle School	50.91%

The county maintenance staff consisted of four members. At this time, the county is responsible for all grounds keeping, preventive maintenance, Heating, Ventilation, and Air Conditioning (HVAC) systems, and asbestos work. The county maintenance director has plans to implement a documented preventive maintenance plan. The maintenance director is new to the position and with time, will move facilities in the right direction through preventive maintenance and energy efficiency.

James Monroe High School.

James Monroe High School was built in 1994. This facility utilized electric and natural gas as energy sources. The Heating, Ventilation, and Air Conditioning (HVAC) system consisted of water-source heat pumps with a cooling tower and natural gas boilers. A combination of programmable thermostats and automated building control systems controlled the system. This combination of controls did not allow for changing the occupancy schedule for holidays and snow days. The kitchen storage accommodated the USDA program storage for the county.

Monroe County Vocational Center.

The main classroom building was constructed prior to 1994. Two separate buildings housed the meat processing plant, the building construction class, and the agriculture class. The building construction class was primarily a storage building with a large canopy area for the construction of a modular house. The storage area was heated only. The agriculture class building had a residential style furnace and air conditioner and did not provide forced ventilation; therefore, it did not meet current ventilation requirements. The dressing/rest room heaters were not working and a work order had not been submitted for these. The roof needed to be replaced on the main classroom facility.

Mountain View Elementary and Middle School.

Mountain View Elementary and Middle School was constructed in 2000. This facility utilized electric and natural gas as energy sources. The Heating, Ventilation, and Air Conditioning (HVAC) system consisted of water-source heat pumps with a cooling tower and natural gas boilers. A combination of programmable thermostats and automated building control systems control the system. This combination of controls did not allow for changing the occupancy schedule for holidays and snow days. The cafeteria dining space required use of the stage to accommodate the student population at meal times. The dry storage was inadequate for 8 to 10 weeks of USDA donated food, the refrigerator will not hold a 15 day supply, and the freezer will not hold a 30 day supply of food as required by the West Virginia Board of Education, Policy 6200. A separate parent drop-off loop was not available at this location.

Peterstown Elementary School.

Peterstown Elementary School was constructed in 1962 with an addition in 2000. Several separate buildings housed classrooms, a computer laboratory, and a community wellness center. The Heating, Ventilation, and Air Conditioning (HVAC) at this site was a combination of roof top units, a gas fired boiler, window air conditioners, ceiling mounted heaters, and residential style furnace/air conditioners. Parking was inadequate for staff and visitors. A separate parent drop-off loop was not available at this location. The lighting and the HVAC system at this facility needed to be upgraded.

Peterstown Middle School.

Peterstown Middle School was constructed in 1950 with an addition in 1994. The Heating, Ventilation, and Air Conditioning (HVAC) system consisted of unit ventilators, roof top air handlers and a natural gas boiler. Elevated carbon dioxide levels throughout the facility indicated an inadequate HVAC system. The HVAC system at this facility, windows, and lighting, and HVAC system controls all needed to be upgraded. The site was not adequate for future expansion, did not have adequate parking lighting, did not have adequate playground areas, and did not have an adequate media/library space. The band room and weight room were located in a building across the street.

Countywide.

Several buildings utilized T-12 fluorescent light fixtures. These light fixtures needed to be upgraded to more efficient T-8 or T-5 fixtures before the EPA mandated phase-out of the T-12 fixtures. The building control systems for all locations should be upgraded to more complete systems. The current system allowed a general schedule for on and off times. The county should explore all options for funding these upgrades, including performance contracting. The county should also explore options for energy management to reduce overall expenditures on building utilities. Several opportunities existed for energy savings in each facility.

7.5. ADMINISTRATIVE PRACTICES AND SCHOOL-COMMUNITY RELATIONS.

7.5.1. Parents and the community are provided information. Staff members provide parents and the community with understandable information and techniques for helping students learn.

1. In August prior to the opening of school, the school system prepared a newspaper supplement that provided parents and community comprehensive information on the school system's operations and policies. The supplement also included information on student test scores, a staff directory, information on how to contact the schools and central office, the school calendar, preschool program, etc. This supplement was included in the local newspapers and a copy of the supplement was mailed to all parents with children in the school system.
2. Edline was provided in all schools to facilitate direct communication between parents of students and their children's teachers.
3. Student handbooks containing school and county policies on bullying, violence, harassment, etc., and procedures to follow in the event students experience problems in school were provided to each student.
4. The county office and schools maintained websites for parents and the community to access important information about the school system and schools.
5. Board meeting minutes were published in both local newspapers serving Monroe County.
6. The Monroe County Board of Education met twice a month and one of the meetings was held at the county board office and the other was rotated throughout the communities.
7. Parent/Community Coordinators located at the elementary and middle schools provided information to parents and the community and coordinated after school activities for parents.
8. School principals prepared school newsletters and provided copies to parents.
9. The elementary and middle schools held open houses for parents twice a year.
10. The school system had a telephone messaging system to provide parents information, such as, school delays or school cancelation, schedules of events, etc.

7.5.2. Codes of conduct. The county and schools implement, investigate, and monitor the code of conduct for students and the code of conduct for employees. (W.Va. Code §18-2E-5; Policy 4373; Policy 5902)

The West Virginia Board of Education Student Code of Conduct was included in the Monroe County Board of Education policy manual; however, the Employee Code of Conduct was not included in the policy manual. As an expectation for all employees, it should be included in the county policy manual and communicated to county personnel.

7.5.3. Statewide assessment. Test security measures are in place for the WESTEST. All students in the school participate in the statewide assessment program that includes state content assessments on the WESTEST or West Virginia Alternate Performance Task Assessment (APTA) at grades 3-8 and 10 and the Writing Assessment at grades 4, 7, and 10. Students with disabilities who have an IEP or a Section 504 Plan may be assessed on the state content assessments under one of the following conditions: standard conditions, standard conditions with accommodations, or non-standard conditions with modifications. Students unable to participate in the standardized assessment under these conditions and who meet the alternate assessment criteria will participate in the West Virginia Alternate Performance Task Assessment (APTA). Education Performance Audit teams will verify the eligibility of any student tested under standard conditions, standard conditions with accommodations, alternate assessment, or medical emergency student exemptions. Students who are continuously enrolled in the public school from the fifth instructional day of school to the spring assessment administration will be considered in the accountability system. (Policy 2340; Policy 2419; Policy 2510)

All Monroe County Schools participated in the statewide assessment program. The Team reviewed procedures for storing and handling the testing materials and interviewed staff members to verify these practices met the strict requirements of the West Virginia Test Security Procedures and West Virginia Board of Education Policy 2340. All requirements were being met. Test data were maintained in a confidential manner as required by the “Family Education and Privacy Act”. Student test results were mailed to the parents. The Team reviewed the lists of students who took the West Virginia Alternate Performance Task Assessment and who took the WESTEST2 with accommodations and found the testing variances specified in their Individual Education Programs (IEPs) for those students.

The statewide assessment program followed the policies and laws governing the program.

7.5.4. Physical Assessment. The school participates in the appropriate statewide physical assessment program.

1. Students in both elementary schools received instruction in physical education 30 minutes three days a week for the entire year.
2. Middle school students received instruction in physical education for a full class period for one semester.
3. High school students received one full credit course in physical education and had the opportunity to take an elective course in life sports.
4. The Team reviewed the physical education assessment results from the Fitnessgram administered to all students in Grades 4 through 9 and found the Fitnessgram scores had been recorded for the test. The results will be useful to the county and schools in developing and delivering a physical education program that promotes health and physical fitness.

7.6. PERSONNEL.

7.6.1. Hiring. County boards follow hiring practices set forth in W.Va. Code. (W.Va. Code §§18A-4-7a, 18A-4-8, and 18-2E-3a)

Job Postings

Jobs were posted in schools, at the county office, on the county website, and Searchsoft. Searchsoft is a software program used by the county for job postings for professional personnel. Searchsoft allows applications to be completed on-line and e-mailed to the personnel office. Two application forms are included: One for current employees to use for transfers within the county and one for new employees. Service position - submit an e-mail or written request for the position to the personnel office during the posting period.

The Team reviewed job postings, applications for posted positions, and documentation showing the qualifications of the applicants for teachers, professional support, administrators, school service personnel, and extracurricular assignments. The Team observed the following discrepancies in postings and filling of vacant positions.

Findings on Postings

- 1. Postings.** Postings were available for professional, service, and coaching positions. No posting was available for mentors of beginning teachers and principals. Neither was there evidence that the mentors had been employed by the Monroe County Board of Education this year or in previous years. No one (payroll or personnel secretary) could verify if teachers had been paid for mentor services in past years.
- 2. Job Descriptions.** As required by W.Va. Code §18A-4-7a (o)(1)(B), no job descriptions were included with the postings and none was available for teacher positions. On posted teacher positions, the grade level(s) of the position or the words "self-contained" were listed as the job description (Reference "Grades K-4" on Posting MCP00181; "Self-contained" on Posting MCP00175). On the job postings for administrators, under job description, the titles that the employee would hold were listed (Example. Student Support Coordinator - Job Description: Attendance Director, SAT Coordinator, Coordinator of Homebound Services - Posting MCP00130). For coaches, the job description was to "coach and assist in athletic program" (Posting MCP00140). Job descriptions were included in the job postings for service personnel.
- 3. Qualifications.** For professional positions, qualifications listed on postings were for the most part, "Hold a valid teaching certificate to cover above grade levels". Example of posting: Position Title: Art and Physical Education - Job description: Grades K-4; Qualifications: "Must hold a valid teaching certificate to cover above grade levels". With the above listed position, as per the assistant superintendent,

the county wanted a teacher certified in both art and physical education so he/she would be both certified and “highly qualified.” However, that was not requested on the posting. An applicant certified in elementary education (who is certified to teach both art and physical education at the K-4 level) received the position.

4. **Specialized training.** No specialized training or special criteria or skills required by the position were listed on the job posting.
5. **Salary.** The salary listed on all postings was “Per County Schedule”. The postings noted a salary supplement or number of days of employment beyond 200.
6. **Applicants for job postings.** Of the 10 professional postings reviewed, only the first page of the application was printed if the applicant was a current employee. Two pages were printed for new applicants. As per the personnel secretary, the application contained several pages, but the application form could not be printed as no professional vacancy was posted at the time of the Team’s on-site visit. Neither application, on the first two pages, included all criteria to be considered as listed in W.Va. Code §18A-4-7a. When using the first set of factors (teaching experience in the subject area, relevant specialized training, and past performance evaluations conducted as per W.Va. Code §18A-2-1) were not shown on the application. When using the second set of factors (total amount of teaching experience, existence of teaching experience in the required certification area, degree level, specialized training and evaluations conducted as per W.Va. Code §18A-2-12) were not included on the application.
7. **Selection of Most Qualified Applicant.** There was no evidence that the county hired the most qualified candidate when more than one applicant applies for a position. There was no evidence that the county considered all factors of W.Va. Code §18A-4-7a(c) when comparing qualifications of applicants. When a permanently employed person applied, it appeared that the county selected and hired the candidate who was the most senior, without considering other factors. Posting MCP00201: Two 4th grade positions, 15 applicants: Two most senior permanently employed applicants were selected. No evidence existed that the other 13 applicants were considered. Posting MCP00175: Three candidates were considered using criteria from the 2nd set of factors of W.Va. Code §18A-4-7a. For each candidate, the first criterion on the matrix received a check mark. The second criterion had total amount of teaching experience listed as 2, 1, or 3. The other five criteria were blank on the matrix. The person selected was listed with three years experience. It is assumed the one with three years experience was also the most senior candidate. There was no posting where the most senior applicant did not get the position.

A matrix is not required when using the 1st set of factors; however, the personnel office had matrix forms (mostly incomplete) in the files. When a matrix was completed, it was evident that check marks were just placed under each criterion for the person selected. Reference Posting for Math 7 at Peterstown Middle

School. Check marks (√) were given for all criteria on the matrix, however, the application for the position only provided data for three criteria: Certification, total years teaching (not subject matter specific), and degree level. Check marks (√) were given for specialized training as in the job posting (although no job training was listed on the posting), evaluations of past performance (although the person was never evaluated per W.Va. Code §18A-2-12, and amount of experience relevant to the position (although should be “amount of teaching experience in the subject area.”). Other posting for all new candidates were similar or incomplete. A matrix for the position of assistant superintendent was complete and indicated that the individual who was shown to be the least qualified of the four applicants was the one who was employed for the position. There was no matrix in the file for Posting MCP00174: Math.

Five employees were transferred from one professional position to another professional position after the fifth day prior to the beginning of the instructional term. The State Superintendent and West Virginia Board of Education were not notified of these transfers as the county superintendent was unaware of this requirement as per W.Va.Code §18A-4-7a (l) (3).

8. **Certification.** Two professional postings were posted not requiring a professional license (21st Century Site Coordinator and Head Start Director). Both were paid from Federal Funds. Individuals employed in the positions hold bachelor degrees, but do not hold a professional license.

A review of the 21st Century Grant on file did not list qualification for the Site Coordinator position. The 21st Century Site Coordinator position was identified on the certified list as code 107 (Director of Support Service), which required an undergraduate degree.

The Head Start Director position was posted in 1999 and required a teacher certification or comparable degree in social work. The director was licensed in the professional practice of Social Work. The West Virginia Department of Education, advised the Team that this position does not require a professional license for the position. The county has coded the position “107” on the county’s certified list. This director’s code appeared to require a professional license and was coded incorrectly. This will need to be coded correctly.

Three individuals were hired on an out-of-field authorization which was not approved by the board as the personnel staff was not aware of this requirement of State Board Policy 5202.

9. **Coaches and Extracurricular Positions.** One posting number was used for all posted coaches positions (MCP00140). Postings reviewed included: James Monroe High School (Cheerleader coach, Boys’ Assistant Varsity Basketball, Girls JV Head Basketball, and Majorette coach) and Petersburg Middle School (Track and Soccer coach positions). The one posting is updated frequently as positions

are filled and removed from the posting or new vacancies are added. The deadline for applications stated “Until filled”. The job description on the posting was “To coach and assist in athletic program”. Qualifications for the coaching positions “Must be a professional employee of the Board of Education or meet West Virginia Secondary School Activities Commission (SSAC) requirements and successfully complete the interview process.” Salary is “Per County Schedule.”

10. **Service Personnel.** The Team reviewed postings for the classifications of aide (MCS00140), secretary (MCS00144), bus operator (MCS00135), and custodian (MSC00136). The postings met the requirements of W. Va. Code §18-4-8b. The job description was included in the posting. The salary was stated as “per County Schedule.” The most senior applicant who had held the class title was selected for the vacant position. The personnel office staff did not appear to be knowledgeable that “evaluation of past service” could be considered when filling a posted position.
11. **Recruitment of Teachers.** The school superintendent attended a Teacher Recruitment Fair at Concord University last year. The overall number of teachers in Monroe County is decreasing and teacher positions have been cut. However, when the county is unable to employ a certified teacher in a needs area, the county will employ an individual on a permit who is willing to obtain full certification in the needs area. Such individuals are then reimbursed (using Title II funds) for tuition and textbook cost. Additionally, once hired, Monroe County works to retain its teachers by providing an Enhancement Beginning Teacher Program.

RECOMMENDATIONS

1. **Postings.** As per W. Va. Code §18A-4-7a, (o) (1) all openings (vacant positions) existing or newly created are to be posted, including extracurricular positions such as mentors of beginning teachers and principals. A written system should be designed and implemented to communicate to payroll when personnel are hired. In turn, persons should not be paid unless documentation of employment is noted by the payroll supervisor.
2. **Job Descriptions.** Job descriptions should be written for all positions - professional positions, including extracurricular positions. These are to be included in the job posting.
3. **Qualifications.** Qualifications should include the required certification(s), including grade level(s) for the posted position. To ensure that the largest possible pool of qualified applicants may apply, refer to the West Virginia Course Codes for all certifications applicable. Also list, if any, special criteria skills that are required by the position. For example: To teach an AP® English class, a teacher must complete special training. If a vacancy is posted and the position will include teaching an AP® class, Special Criteria can be listed on the posting for: 1. trained in teaching AP® English (preferred) or 2. Willing to receive training in teaching AP® English. This becomes a standard of the posting. The Team also

recommended that a West Virginia professional license be required for all professional positions.

4. **Specialized Training.** Often to improve student achievement, counties will adopt a specific curriculum program and provide training for its teachers for implementing the program. This can be listed on the posting under Specialized Training or special criteria if required for the position. Individuals applying for the position must have this training to receive credit for this criterion when using the 2nd set of factors in W.Va. Code §18A-4-7a. If no specialized training is listed, the criterion cannot be considered. Relevant specialized training should be considered when considering qualifications of “new” employees. The training does not have to be listed on the posting.
5. **Salary.** If the county is to list, under salary, “per county schedule,” the county salary schedules should be posted on the county’s webpage. (Review other county postings on line such as Jefferson County and Roane County). The amount of pay is required for service personnel postings as per W.Va. Code §18A-4-7a (g) (2).
6. **Applicants for Job postings.** Monroe County should work with Searchsoft to revise the application for professional positions to include all information to be used to compare qualifications of applicants. If this is not accomplished, the county should create an application for this purpose and include it in lieu of the Searchsoft application. Applications on the Roane County webpage would be one example.
7. **Selection of Most Qualified Applicant.** Training needs to be provided to individuals responsible for the process of applications and the selection of personnel (superintendent, personnel director, personnel secretary, and person in charge of certification). When one or more permanently employed instructional persons apply for a classroom teacher position and meet the standards of the posting, ALL CRITERIA in the 2nd set of factors listed in W.Va. Code §18A-4-7a are to be used with each criterion given equal weight. This can be done using a matrix of the criteria. It is possible for an applicant from outside the school system to be the most qualified applicant. When all applicants are new or permanently employed persons do not meet the standards of the posting, the county is to use the 1st set of factors of W.Va. Code §18A-4-7a, showing that it has considered each of the criterion. A matrix may or may not be used to document consideration given to each criterion. The same criterion is used for non-classroom teacher professional positions. The county matrix form needs to be revised to reflect the criteria listed in W.Va. Code §18A-4-7.

If a professional employee is transferred from one position to another after the fifth day prior to the beginning of the instructional term, the county superintendent is to notify the State Superintendent of Schools of such transfer.

8. **Certification.** All certification data should be recorded in WVEIS. This is important so the certification clerk and personnel director can review data to determine certification of employees, expiration date of certificates, be able to notify and remind employees of expiring certification, identify teachers on a permit, out-of-field authorization, etc. According to State Board Policy 5202, all out-of-field authorizations need to be approved by the county board. The secretary needs to be trained to do this. Currently, no certification data were kept in WVEIS.

9. **Coaches and Other Extracurricular Positions.** 1. If the county continues to use one posting number for coaches and update as needed, the Team recommended that “new postings” be identified each time the posting is updated. Positions not filled could remain on the posting. W. Va. Code §18A-4-7a(o)(A) requires all positions to be posted for a minimum of five days. Therefore, on the posting under “Deadline for Applications,” the closing date should be at least five days from the posting date of the revised posting. The deadline for the old positions on the posting can be, “Continue to be posted until filled”. 2. A more complete job description should be written for coaching positions. 3. Since coaches are often difficult to find, the Team recommended that the qualifications be changed and require that applicants must be a professional employee of the board of education or meet the WVSSAC requirement. 4. Since the board has an approved salary schedule for each sport, the actual salary for coaches and other extracurricular positions could be listed on the posting or the salary schedule could be placed on the county’s webpage. 5. All coach and other extracurricular positions must be posted.

10. **Service Personnel.** A salary pay grade, along with a possible (low to high) salary amount should be listed on the posting or list the pay grade for the classification title and post the salary schedule on the county webpage. (Jefferson County Board of Education is one example for reference.) Also, the evaluation of past services should be considered when considering individuals for a transfer within the system or the employment of a substitute service person into a regular position. Service employees should be knowledgeable that county boards make decisions affecting promotions and the filling of service personnel positions on the basis of seniority, qualifications, and evaluation of past services.

7.6.2. 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)

Coding issues identified were corrected with the assistance of the West Virginia Department of Education, Office of Professional Preparation.

7.6.3. Evaluation. The county board adopts and implements an evaluation policy for professional and service personnel that is in accordance with W.Va. Code, West Virginia Board of Education policy, and county policy. (W.Va. Code §18A-2-12; Policy 5310; Policy 5314)

The Team reviewed new teacher hire logs for 2008-2009, 2009-2010, and 2010-2011 to determine the 0-3 years experience for required observations/evaluations and compiled an alphabetical listing of personnel and matched the list with current personnel files.

The Team also reviewed personnel evaluations for professional personnel with 4-5 years experience, other professional personnel, support personnel, service personnel, coaches, etc., to determine that the evaluation process was conducted according to W.Va. Code §18A-2-12, West Virginia Board of Education Policy 5310, and county policy.

A random review of teacher evaluations disclosed the following.

1. Two teachers' at Peterstown Middle School evaluation folders contained the required evaluation documents for the 2010-11 school year.
2. Six teachers' (three teachers at Mountain View Elementary and Middle School, two teachers at James Monroe High School, and one teacher at the Monroe County Technical Center) evaluation folders contained the evaluations for the 2010-11 school year, but did not contain the required observations. The observations were being kept in the schools. The Team visited one school and confirmed the observation forms were in the schools.
3. Four teachers' (two at Peterstown Elementary School and two at James Monroe High School) evaluation folders did not contain evaluations for the 2010-11 school year.

A random review of professional support personnel evaluations disclosed the following.

1. None of the seven evaluation files reviewed had current evaluations.
2. Three support personnel (speech and language and counselor at Mountain View Elementary and Middle School and speech and language at Peterstown Elementary School) with five years or less of service in this assignment had not

been evaluated during the past three years as required by West Virginia Board of Education Policy 5310.

3. The school psychologist did not have an evaluation for the 2010-11 school year. Evaluations were available for previous years, but they did not meet the requirements of Policy 5310 because the evaluations did not involve goal setting, maintaining a portfolio, and a supervisor's narrative evaluation.
4. Three support personnel (Counselor, Peterstown Middle School; counselor, James Monroe High School; and Family Service Coordinator, Peterstown Elementary School) evaluation folders did not contain evaluations.

A review of administrators' evaluations disclosed the following.

The Team reviewed 2010-11 evaluations for school administrators and was told it was because of a misunderstanding of West Virginia Board of Education Policy 5310 that no administrators were evaluated during the 2010-11 school year. However, all administrators had goals established for evaluations during the 2011-12 school year.

The superintendent of schools was evaluated by the Monroe County Board of Education June 7, 2011.

The Team reviewed the personnel files of 17 coaches with the following results.

1. Six coaches had evaluations for the 2010-11 school year.
2. The evaluation files for eight coaches contained no evaluations more recent than 2006.
3. Four coaches had no coaching evaluations for the 2010-11 school years.
4. No coaches' evaluations were available for review for the 2011 fall sports.
5. Training needed to be completed on the procedures to be used in the evaluation of coaches.

A random review of service personnel evaluations disclosed the following.

The Team reviewed 23 service personnel evaluation folders with a sampling of all the job classifications and found most service personnel had not been evaluated during the 2010-2011 school year. The results of the reviews follow.

1. Five service personnel had been evaluated during the 2010-11 year, and the evaluations met all the requirements of policy.
2. Two service personnel received evaluations for the 2010-11 school year, but the evaluations were received after the year had ended. One was dated July 6, 2011, and the other was dated June 2, 2011.
3. One service personnel evaluation was not signed and dated by the employee.
4. Fifteen of the 23 service personnel reviewed did not receive an evaluation during the 2010-11 school year.

7.6.4. Teacher and principal internship. The county board develops and implements a beginning teacher internship program and a beginning principal internship program that conform with W.Va. Code and West Virginia Board of Education policies. (W.Va. Code §18A-3-2b and 2d; Policy 5899; Policy 5900)

Beginning Teacher Internship.

The beginning teacher Internship is under the direction of the Director, Title I, II who directs and monitors the program. Documentation of mentor/beginning orientation, meeting dates, meeting agendas, and staff development provided to new teachers were well documented in a notebook. A second and third notebook contained monitor logs of mentor observations and conferences, county policies, information concerning effective teaching practices, etc.

Findings.

1. Beginning teachers had been assigned mentors; however, no evidence existed that the mentor positions had been posted or that the mentors were hired by the board. Mentor positions for an enhancement component of the beginning teacher internship were posted in September 2009 and two retired mentors were contracted effective for the 2009-2010 school term. There was no evidence that the program was reposted for subsequent years or that the mentors were hired for subsequent years. The program was funded by American Recovery and Reinvestment Act (ARRA) funds.
2. After a review of documentation (mentor logs) and interviews with the director of the program, school principals, and teachers, it was evident that mentors cannot meet the number of observations and required observation time or weekly meetings listed in W. Va. Code §18A-3-2b. This is due to the mentor having a full schedule him/herself. Beginning teachers interviewed say they usually talk daily with their mentors before or after the school day or during lunch break. The Team also observed that the monthly meetings of the professional support team were not taking place. Two principals interviewed said they talk informally with new teachers and mentors continually, but were not aware of a required monthly meeting with a support team.

RECOMMENDATIONS.

1. Following W. Va. Code §18A-4-7a (o), post all mentor positions, including the mentors of the Enhancement Program, for one year. Include with the posting, a job description and the salary amount. Following selection of the mentor, acquire board employment into the mentor position.
2. Review with each principal and mentor the county policy on the Beginning Teacher Internship. Provide a copy of the policy and the job description to each beginning teacher. Continue to work toward meeting the requirements of the internship

program in required observations and meetings. The principal should schedule monthly meetings of the Professional Support Team in advance, so all members of the team can plan to attend and be prepared for the meetings. Mentors of the Enhancement Program should be included in the meetings.

Beginning Principal Internship.

The Beginning Principal Internship is under the direction of the principal of James Monroe High School. The principal also serves as mentor of all beginning principals (one yet to be assigned). In an interview, the principal talked about the responsibility and the implementation of the beginning principal internship; however, there was no Beginning Principal Internship policy available. The principal stated that meetings with the new principals follow each of the county's principal meetings to extend and further discuss topics addressed in the meeting. Other topics that are to be covered with new principals are presented and discussed.

Findings.

1. There was no evidence that the principal mentor position(s) had been posted or that the principal was hired by the board for the mentor assignment.
2. One principal (Peterstown Elementary School) had not been assigned a mentor.
3. The principal was unaware that mentors were to be paid (salary paid by the State) and believed that she was volunteering to do the job to save the county money. Although the Team requested to see documentation to or from the West Virginia Department of Education for past reimbursements paid, such documentation could not be located by the personnel secretary or payroll supervisor.

RECOMMENDATIONS.

1. Post all mentor positions and the selected person(s) must be hired by the board.
2. Immediately, post for a mentor for the principal who has not been assigned a mentor. The posting should be for the remainder of this year (2011-2012) and for the remainder of one year of the program into the 2012-2013 school term. The salary for the mentor, for the remaining of the year, can be prorated. The remainder of the \$600 salary, reimbursed from the West Virginia Department of Education, can be paid for next year's mentorship services.
3. Place the actual salary for the mentor on the posting. If the mentor cannot complete a full year (a minimum of 133 days), the salary on the posting can be a prorated amount.

COMMENDATION.

The Beginning Teacher Enhancement Program. Using American Recovery and Reinvestment Act (ARRA) funds, the Monroe County Board of Education enhances its Beginning Teacher Internship program by contracting two retired teachers, initially hired in 2009, who also serve as mentors to the new teachers. These “mentors” visit and observe classrooms (one beginning teacher said one of the retired teacher mentors had been in her classroom at least 10 times this year), identify needs of teachers, share ideas, retrieve materials and equipment for new teachers, and work to ensure the success and retention of the new teacher. Dinner meetings were held at the beginning of the year, a couple times during the school year, and a final celebration dinner will be held at the end of the school year. These meetings are held at a local restaurant with dinner provided. A program agenda includes specific training and time for questions/answers and fellowship. Door prizes and something small are provided for each beginning teacher to take back to his/her classroom. Currently, beginning teachers were reading a book, provided by the Enhancement Program concerning effective teaching. At the meetings with the mentors, an identified chapter of the book (that the beginning teachers have been asked to read) is discussed. In an interview with a beginning teacher, the teacher was enthusiastic about the beginning teacher program including her regular mentor assigned from the school and specifically complimentary of the retired teacher mentors and the enhancement program. The Team commended Monroe County for its recognition of a need to provide a quality beginning teacher program which they have done through the implementation of their Enhancement Beginning Teacher Program.

7.7. SAFE, DRUG FREE, VIOLENCE FREE, AND DISCIPLINED SCHOOLS.

7.7.1. School rules, procedures, and expectations. School rules, procedures, and expectations are written; clearly communicated to students, parents, and staff; and enforced. (Policy 2510; Policy 4373)

1. All schools in Monroe County provided each student a student handbook which contained the school rules, procedures, expectations, etc., effective for that school year. These handbooks are reviewed with students to ensure they understand the rules and procedures contained in the handbooks and the students are asked to share the handbooks with their parents.
2. Edline was provided in all schools for teachers and parents to directly and clearly communicate student progress, class expectations, etc.
3. A newspaper supplement that provides information to parents and students on the county policies and expectations and many other topics was prepared in August and provided to the two newspapers serving the county and was also mailed to parents.
4. The school and county websites provided information to students and parents on rules, procedures, and policies.
5. School and county records on student discipline verified the rules were being enforced.

7.7.2. Policy implementation. The county and schools implement: a policy governing disciplinary procedures; a policy for grading consistent with student confidentiality; policies governing student due process rights and nondiscrimination; the Student Code of Conduct policy; the Racial, Sexual, Religious/Ethnic Harassment, and Violence policy; an approved policy on tobacco use; an approved policy on substance abuse; and an approved policy on AIDS Education. (W.Va. Code §18A-5-1 and §18-8-8; Policy 2421; Policy 2422.4; Policy 2422.5; Policy 4373; Policy 2515)

W.Va. Code §18A-1-12a (17) states, "All official and enforceable personnel policies of a county board must be written and made available to its employees."

1. With only one policy manual in the central office, access to the county policies was limited and restrictive to the public, as well as school system personnel. Only one person can access this critical information at a time.
2. The county has not followed its own policy, Policy Process (BF), regarding review of county policies. As stated in this policy which became effective June 2002, "After a period of three years from the date of the Board's approval or last modification of a policy, the Superintendent shall notify the Board if the policy is out

of date, seems unnecessary, or has proven ineffective, or whether it is in need of modification or repeal for any other reason”, yet according to the table of contents page, some 205 policies have no date of adoption indicating they were approved prior to 2002. As a result of a failure to review current policies, many Monroe County Board of Education policies were not reflective of current West Virginia statutes and West Virginia Board of Education policies. For example, Monroe County Policy Regarding Bullying, Harassment and Intimidation (JG -5 and GBEA-4), did not include intentional “electronic” communications and transmissions nor included transmission of any image or voice, email, or text message as restricted in current West Virginia Code §18-2C-2. The employee Grievance Procedure (GBMA) policy was outdated. Many West Virginia Board of Education policies require annual or bi-annual review of county policies. Two such policies are Substance Abuse and Tobacco Control and Student Attendance, yet there was no documentation that such reviews occurred. This is not an exhaustive list of policies that need attention. A thorough review of all county policies to ensure compliance with current state and federal regulations is needed.

3. There was no policy governing evaluation of service personnel, which is in violation of West Virginia Board of Education (WVDE) Policy 5310. There were no administrative guidelines governing evaluation of professional personnel which is also in violation of West Virginia Board of Education Policy 5310.
4. There were no policies governing multicultural education (West Virginia Board of Education (WVDE) Policy 2421), AIDS education (WVDE Policy 2422.45) or student due process rights and nondiscrimination (WVDE Policy 4350). State Board policies 2421 and 2422.45 will be repealed July 1, 2012 and contained in Policy 4373 (effective July 1, 2012). The county will need to be mindful of this change in policy revision and development.
5. The Monroe County Board of Education Policy Manual’s table of contents listings for Date of Adoption and Action needed to be updated to reflect current dates of policy adoption, review and revision, and indicate the action taken. The most current date entered was May 2, 2006.

RECOMMENDATION.

The Team recommended that the Monroe County Board of Education provide greater access to county policies after a complete policy review has occurred and provide a web based policy manual to the public.

7.8. LEADERSHIP.

7.8.1. Leadership. Leadership at the school district, school, and classroom levels is demonstrated by vision, school culture and instruction, management and environment, community, and professionalism. (Policy 5500.03)

W.Va. Code §18A-2-12a (1) provides “The effective and efficient operation of the public schools depends upon the development of harmonious and cooperative relationships between county boards and school personnel.”

The Team interviewed the Superintendent of the Monroe County School District, the Monroe County Board of Education President, and all members of the board. The Team also reviewed agendas and minutes of county board meetings from July 2010 to the present, the Five-Year Strategic Plan, and the Efficiency Review of Monroe County Schools.

In previous years the Monroe County School District experienced strained relationships between the superintendent and the board of education. The current superintendent began in July 2010 and three newly elected board members started the same time. Two county board members have served for four years. The new superintendent and board members have developed much more amiable relationships and seemed to be united in resolving present-day issues. Board members acknowledged the need for hard work and difficult decision making and vowed to support the superintendent in efforts to correct the school district’s financial deficit and other problems.

Comments

1. The superintendent’s evaluation had been completed by the Monroe County Board of Education.
2. The Monroe County Board of Education and Superintendent of Monroe County School District are commended for requesting an efficiency audit by the West Virginia Department of Education, Office of School Finance. Board member and superintendent interviews indicated a determination to follow the recommendations identified in the efficiency audit report.

Findings

1. A major responsibility of local school boards is ensuring that a long-term vision is established for the school system and that the district remains focused on learning and achievement for all students. Strategic planning provides opportunities for longitudinal data collection and revision of ineffective programs. The Monroe County Board of Education needs to closely examine the strategic plans of the county and schools to determine if budgets adequately address student performance goals. Goals and spending must align.

2. W.Va. Code §18-5-14 (a)(1)(B) states that each county board develop and submit to the local school improvement council an agenda for the annual meeting which requires the chair or a member designee to address such items of the county board and include: School performance, curriculum, and status in meeting the school and county improvement plans. If these areas are not made priorities, then it is not likely that the resources and energy necessary to improve them will be appropriately targeted.

W.Va. Code §18-5-14(a)(D)(5) directs school boards to use school-based accreditation and performance data in decision making. A review of board minutes indicated that the local school improvement councils made reports to the board at annual meetings, but the minutes did not contain a method to verify that presentations addressed student learning and improved academic achievement. In several instances the minutes referred to budgets addressing non-academic purchases, such as athletic and playground equipment. Interviews indicated that local school improvement councils were not provided agendas to follow. Furthermore, these presentations were for the purpose of presenting a school improvement budget earmarked by the levy call to the board for approval.

3. A primary function of a board of education is in setting policies and procedures. The Monroe County Board of Education did not conduct board meetings within their own adopted policies and procedures. For example, the board allowed delegations to speak longer than 15 minutes and public comments to go beyond 5 minutes. Numerous policies were out-of-date and numerous policies were not evident in the policy manual.
4. Minutes of the Monroe County Board of Education contained an item “Delegations” and another item “Public Comments.” The “Delegations” portion of the meeting included various topics. For example, the November 15, 2011, minutes contained a recognition of a student, food service employees and a custodian speaking to the board (six individuals addressing the board on the same topic), a presentation highlighting programs at the technical center and the Monroe County Technical Center local school improvement local school improvement council (LSIC) budget. The October 18, 2011, minutes contained a similar format, but the LSIC president began the presentation by questioning the superintendent about cuts in the LSIC budget this year. The board was provided training and an update on the head start program.

The Team found several issues with this item.

- Some topics under “Delegations” required action by the board of education.
- Instances in which speakers directed questions to the board or superintendent and received answers or engaged in conversations.

The Team recommended that the Monroe County seek assistance in developing a policy on the appearance of delegations and adjust board agendas to place action items on another item of the agenda. It is further recommended that the president explain briefly the parameters of delegations according to policy and the board strictly follow its own policy.

5. A review of the board minutes indicated that Monroe County board meetings typically lasted several hours. The board should strive to follow the agenda and limit discussions about past issues and conflicts. Additionally, the Team recommended that the board request technical assistance from the West Virginia School Boards Association on conducting meetings more efficiently.
6. The process used to determine the most qualified applicant for a position was not always followed by the Monroe County Board of Education. Board minutes indicated that on one occasion the board employed the fourth candidate recommended by the superintendent as decided by a committee that used the county approved form. Employees and the public need to perceive that the employment process is fair and not politically motivated. While the county board of education has the statutory authority to accept or reject a personnel recommendation of the county superintendent, circumventing county set policies and procedures for hiring personnel creates distrust and suspicion.
7. Minutes of board meetings were vague and provided limited detail. Executive sessions regularly covered several topics in one session. Minutes neither recorded beginning time nor ending of executive sessions. The minutes did not reflect that “no action was taken during executive session.” Furthermore, in most cases the minutes failed to provide the legal citation for entering executive session. Agendas of meetings were explicit in listing discussion items. April 19, 2011 “Executive Session” a. Peterstown Middle School Student Discipline Hearing, b. James Monroe High School Employee Discipline Hearing, c. Employee Lunch Bill Collection, d. Personal, e. Board Property Owned- Discussion for possible action following executive session. 1. Blue Lick Property 2. Red Sulphur PSD – Right of Way/Deed, 3. Second Creek Property. The Team recommended that the county review agendas and minutes of other counties such as Randolph County and the agenda and executive sessions reflect only those topics allowed under law.
8. The new superintendent has new and inexperienced staff members in key positions: Assistant superintendent and principals at four of the five county schools. These positions are key factors in assisting the superintendent’s leadership to provide quality learning for all students in Monroe County. The lack of experience in these positions demands extensive training and the desire to learn job roles and functions quickly. The Team observed this lack of experience at the leadership level of Monroe County as being detrimental to progress at this time.

Principals interviewed appeared to be performing well. One of the principals interviewed was new; however, had experience as an assistant principal. The superintendent appeared to have a good rapport with the principals, and included them in the decision making to reduce staff.

9. Administrator Turnover. Administrative staff at the county and school levels has undergone significant transformation since July 1, 2010. The following chart represents the position and number of employees who have held the position since July 1, 2010.

Position	Employees Who Have Held the Position
Special Education Director	3
Assistant Superintendent	3
Maintenance Director	2
School Nurse	2
James Monroe High School Principal	2
Peterstown Middle School Principal	3
Mountain View Principal	2
Mountain View Assistant Principal	3
Monroe County Vocational Director	3

The administrative instability has affected the ability of Monroe County to move forward with a unified system. The superintendent is advancing in strengthening and stabilizing his leadership team and mobilizing resources for effectively leading the county to eliminate the financial deficit and improve student, school, and county performance.

10. The superintendent was attentive, cordial, inviting, respectful, and exhibited a behavior of sincere interest in the school system and his responsibility as a superintendent. It is evident that he wants to do his job well. During the Team's visit, it appeared that he was eager to grasp knowledge of W.Va. School Law by writing down the Code where an item or situation was addressed in law. He was very appreciative of having a former superintendent, Braxton County, working with him as a mentor stating that he had learned so much from her. He was disappointed that she was no longer available.

8.1. INDICATORS OF EFFICIENCY.

8.1.5. Personnel. The school district assesses the assignment of personnel as based on West Virginia Code and West Virginia Board of Education policies to determine the degree to which instructional and support services provided to the schools establish and support high quality curriculum and instructional services.

1. Monroe County School District has experienced a steady decrease in student enrollment since 2003, with a total loss of 46 students last school year (2010-2011). Yet, during the same period of time, personnel employment increased placing the county well above the number of positions outside the school basic foundation allowance (26 positions for the 2011-2012 school year). The new superintendent of two years has and is working to reduce personnel in an effort to get the county back within the school-based formula. Seven individuals (two professional and five service) remained on the reduction in force (RIF) list from last year. Twenty-four (13 professional and 11 service personnel) will be placed on the reduction-in-force (RIF) list for the 2012-2013 school year. The result of the deep cuts should bring the county back within the State formula.
2. The superintendent has worked to cut positions while maintaining a quality education for the students. James Monroe High School is going to an eight period day. All programs of study will continue to be offered along with AP® classes for core subjects. Foreign language will continue to be offered on-line. Students can also earn up to 25 hours college credit at Bluefield State College in engineering through classes provided at the Monroe County Vocational Center. The ROTC program at the high school was maintained with the partial use of levy funds. Art and physical education in the elementary schools will be taught by the elementary classroom teacher. No split grades were established in an effort to cut personnel. Levy funds provide an elementary counselor as well as for two custodians and a maintenance person. One nurse serves countywide and a nurse is located on each school campus. One-half of the cost of the nurse is funded by Health Center.
3. Cooks are assigned on the basis of meals served and custodians are assigned on basis of square footage of the facility. The number of aides is determined by the requirements for kindergarten, preschool, and special education programs.
4. Although this report includes several findings in the area of personnel, at no time did the Team find that those findings were due to knowing what to do and not doing it. For each finding, it appeared to be because the person responsible did not know...even those individuals who had been in the county a long time. When the mentor positions were first created several years ago, many counties did not initially post the positions, but were later told in personnel training sessions that all positions must be posted. See W.Va Code §18A-4-7a (o) (1). The director of the Beginning Teacher Internship program would not have attended those training sessions.

5. Other than the superintendent, there was no evidence that persons assigned or working in personnel had gone to any training on personnel, conferred with other county individuals who work in the same or similar positions or had worked “on their own” to learn more about their job responsibilities.

RECOMMENDATION.

Due to the financial crises in Monroe County, the personnel reduction, and the fact that the mentor is no longer available to the county superintendent, the Team recommended that the State Superintendent or State Board of Education provide the superintendent, a new mentor who has worked as an assistant superintendent of personnel or county superintendent, who will visit with him on a regular basis and provide both knowledge of W.Va. Code and State Board policies as well as assist him and his office staff in receiving training in areas of personnel, WVEIS, policy development, creating needed documents, etc. A mentor in close proximity to the county would be most helpful.

8.1.6. Regional Education Service Agency. The school district effectively utilizes Regional Education Service Agency programs and services or other regional services that may be initiated between and among county boards.

1. The Team reviewed an extensive list of services provided by RESA 1 to Monroe County and interviewed the superintendent of schools and determined Monroe County Schools participated in all the State mandated programs and services offered by RESA 1.
2. Monroe County participated in other RESA 1 programs, such as cooperative purchasing for all RESA counties, offered by RESA 1.
3. The RESA 1 staff provided assistance for low performing students at Mountain View Elementary and Middle School in the after school tutoring programs designed to improve student achievement.

CAPACITY BUILDING

18.1. Capacity building is a process for targeting resources strategically to improve the teaching and learning process. School and county electronic strategic improvement plan development is intended, in part, to provide mechanisms to target resources strategically to the teaching and learning process to improve student, school, and school system performance.

Monroe County School District needed to reorganize the evaluation policies and procedures for employees. A policy and implementing procedures needed to be developed for the evaluation of school service personnel and administrators needed to be trained in the policy and procedures. Employees also needed to be oriented to the evaluation system. Procedures needed to be developed and implemented for the evaluation of professional personnel and to fulfill the requirements of West Virginia Board of Education Policy 5310. The county needed to develop forms and procedures to ensure the requirements of Policy 5310 before the evaluation of school administrators are effectively implemented. The form needed to provide clear instructions on how mutually agreed upon goals are recorded, the mid-year conference are documented, and the end of year conference and evaluation narrative are documented.

From board meetings, it appeared that some LSICs were not strategically targeting the levy based school improvement funds to the teaching and learning process to improve student, school, and school system performance. Such purchases of school improvement included a golf cart, painting and graphics for a school's score board, and a trip to an amusement park (Carowinds). In view of the county's financial deficit and student performance, the LSICs need to exercise discretion in the budget and manage the budget more effectively to target resources strategically to the teaching and learning process to improve student, school, and school system performance. The superintendent and board will need to provide guidance regarding expenditures of school improvement public levy funds.

February 1, 2011, minutes of the board of education, contained a direction to the superintendent to list funding for a drug dog on the April 19, 2011, agenda for discussion and possible board action. This dog would be owned by the Sheriff's Department and also used for the school system. Under the present financial conditions of the Monroe County School District, this seemed not to be a prudent use of funds.

Monroe County developed a comprehensive plan to eliminate the county deficit and the plan was approved by the West Virginia Board of Education March 14, 2012. The Monroe County Board of Education will need to support the superintendent in following through with the plan.

Monroe County School District lacked the capacity in leadership and organization for targeting resources strategically to improve the teaching and learning process. Team interviews with the superintendent and board members supported by recent personnel action affirmed the board's desire to improve the financial and academic problems. Monroe County has a clear vision and plan for improvement. This will enable the county to develop the capacity for leadership and organization.

EARLY DETECTION AND INTERVENTION

One of the most important elements in the Education Performance Audit process is monitoring student progress through early detection and intervention programs.

The Monroe County Board of Education is at a critical stage in that the board of education can consciously determine to lead the county to financial solvency and concentrate attention on improving student, school, and county performance. The board has been off track in its meetings and regularly expended time and energy on discussions and deliberations that hindered meaningful decision-making.

During the Education Performance Audit, all board members expressed a clear understanding of how the financial deficit occurred and the difficult and challenging decisions necessary to eliminate the deficit. The board seemed postured to improve the board's effectiveness and follow the superintendent's recommendations in making difficult and informed decisions that will get the county back on track.

The county superintendent possesses the qualities and skills to lead the county. He has grasped the systemic sources of the impasse for the Monroe County School District. Through joined forces of the board, superintendent, the educators and personnel, the Team is of the opinion that Monroe County now has the will and commitment to improve school district effectiveness.

MONROE COUNTY RECOMMENDATIONS

It is the recommendation of the Office of Education Performance Audits that the Monroe County Superintendent of Schools receive renewed and continued support from a liaison of the State Superintendent of Schools who will be committed and accessible to the superintendent.

It is further recommended that the Monroe County Board of Education conduct meetings in accordance with the rules of conduct for public meetings. Monroe County Board of Education should contact Howard O’Cull, Executive Director of the West Virginia School Board Association, for training and guidance in facilitating productive board meetings.

It is recommended that Monroe County Schools follow their deficit reduction plan and show progress in reducing the budget deficit.

Finally, it is recommended that Monroe County Board of Education be given until the next accreditation cycle to correct the findings noted in this report.