



**Office of Education
Performance Audits**

**Draft Education Performance Audit Report
FOR
RANDOLPH COUNTY SCHOOL SYSTEM**

MAY 2008

WEST VIRGINIA BOARD OF EDUCATION

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INTRODUCTION

An announced (five days in advance) Education Performance Audit of the Randolph County School District was conducted on February 25-28, 2008. The review was conducted at the specific direction of the West Virginia Board of Education. The purpose of the review was to investigate the reasons the county had not achieved adequate yearly progress (AYP) during the past five years. The Team also reviewed 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 Randolph County Board of Education President, school district personnel including the superintendent, the Personnel Coordinator/Executive Secretary and other personnel staff, Finance official, Director of Secondary Education, Director of Elementary Education, and other county office personnel, as well as principals and teachers. The Team examined documents including the Randolph County Five-Year Strategic Plan; the Randolph County Board of Education agendas and minutes of meetings; personnel documents; personnel evaluations; the school system policy manual; regulatory agency reviews, i.e., financial audit, the Comprehensive Educational Facilities Plan (CEFP), etc.; and letters, faxes, and materials of interest to the Education Performance Audit.

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

EDUCATION PERFORMANCE AUDIT TEAM

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

NAME	TITLE	COUNTY	CATEGORY
Deborah Calhoun	Director of Instruction	Tucker County	AYP/Five-Year Strategic Plan/High-Quality Standards
Delores Ranson	Assistant Superintendent Retired	Jackson County	Personnel - Hiring/Licensure/ Internship
Whitni Kines	Treasurer/CSBO	Barbour County	Finance
Christopher Derico	Director of Services	Lewis County	Policy Implementation/ Administration
Ken Hughart	Coordinator	West Virginia Department of Education	Facilities
Skip Hackworth	Superintendent	Mineral County	Evaluation/Leadership

EDUCATION PERFORMANCE AUDIT

INITIATIVES FOR ACHIEVING ADEQUATE YEARLY PROGRESS

The Education Performance Audit Team reported that Randolph County had undertaken initiatives for achieving Adequate Yearly Progress (AYP). The prominent initiatives and activities included the following.

7.1.5. Instructional strategies. The Team commended the Randolph County School District for using a mathematics specialist/coach to develop teacher knowledge and improve instructional practices in mathematics. The coaching model provided sustained, ongoing, and school-based professional development. The Team also commended the Randolph County school District for using a curriculum/technology specialist to develop teacher knowledge and improve instructional practices in technology. This model supports sustained and ongoing staff development in technology and focused countywide staff development activities that support the Five-Year Strategic Plan.

Due to the academic performance of students with disabilities, all special education teachers were included in all professional development designed to improve student achievement. Teachers also received training in the inclusion of special education students in the general education classroom, differentiated instruction and in co-teaching models.

Randolph County School system has implemented online prioritized West Virginia Content Standards and (CSOs) that are accessible by all teachers.

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 2006-2007 school year identified that Randolph County did not make adequate yearly progress (AYP). Furthermore, Randolph County failed to achieve AYP for the last five consecutive years. The county has been on corrective action for the past two years. The grade span/assessment and subgroup(s) that did not make AYP are shown in Chart 1. It also shows the percent proficient for each grade span/assessment and subgroup. It should also be noted that Randolph County made AYP for the economically disadvantaged (SES) subgroup at the elementary and middle levels in both mathematics and reading/language arts and at the high school level in reading/language arts through application of the confidence interval.

Chart 1

WESTEST			
GRADE SPAN/ASSESSMENT	SUBGROUP	2007 PERCENT PROFICIENT	2006 PERCENT PROFICIENT
Mathematics – Elementary	Special Education (SE)	57.1%	53.4%
Mathematics – Middle	Special Education (SE)	34.4%	39.4%
Mathematics – Secondary	Special Education (SE)	24.4%	27.9%
Reading – Elementary	Special Education (SE)	47.4%	46.0%
Reading – Middle	Special Education (SE)	38.1%	41.8%
Reading - Secondary	Special Education (SE)	29.8%	36.5%

The Team noted that when the performance of the subgroups listed in Chart 1 was compared with the previous year (2005-2006) No Child Left Behind (NCLB) county data, both mathematics and reading at the middle and secondary levels of percent proficient decreased in academic performance. The elementary percent proficient increased by 3.7 percent in mathematics and increased by 1.4 percent in reading.

Chart 2 shows the number of Randolph County's schools identified for not achieving adequate yearly progress (AYP) during the last five years.

Chart 2

NUMBER OF SCHOOLS NOT ACHIEVING AYP	
Year	Number of Schools
2002-2003	4
2003-2004	1
2004-2005	1
2005-2006	2
2006-2007	3

An examination of the achievement gap between subgroups in Randolph County for the 2006-2007 assessment school year revealed a measurable achievement gap between the special education (SE) and economically disadvantaged (SES) subgroups when compared to the academic performance of the all students (AS) and racial ethnicity/white (W) subgroups (Charts 3-8).

Charts 3 through 5 provide a comparison of the 2006-2007 Randolph County School District student performance in mathematics to the State percent proficient. Randolph County School District's all students (AS) elementary mathematics score was below the State average by 2.4 percentage points; however, the special education (SE) mathematics score was above the State's average by 2.2 percentage points. Randolph County's middle school mathematics scores were above the state mathematics percent proficient in all subgroups except for the SE subgroup which was below the State average by 2.6 percentage points. At the high school level, all subgroups with the exception of SE fell below the State mathematics averages.

Randolph County School District's elementary level percent proficient in reading/language arts (Chart 6) fell below the 2006-2007 State percent proficient in all subgroups. Randolph County's middle school level percent proficient indicated the all students (AS), racial ethnicity/white (W), and economically disadvantaged (SES) subgroups were above the State's percent proficient while the special education (SE) subgroup fell below the State by 1.8 percent proficient (Chart 7). Randolph County's high school level percent proficient was above the State percent proficient in all subgroups (Chart 8).

Chart 3

ELEMENTARY MATHEMATICS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	77.3%	79.7%
White (W)	77.3%	80.2%
Special Education (SE)	57.1%	54.9%
Economically Disadvantaged (SES)	69.3%	72.7%

Chart 4

MIDDLE MATHEMATICS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS) %	76.5%	75.4%
White (W)	76.3%	75.9%
Special Education (SE)	34.4%	37.0%
Economically Disadvantaged (SES)	69.1%	66.7%

Chart 5

HIGH SCHOOL MATHEMATICS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	67.3%	68.5%
White (W)	67.4%	69.2%
Special Education (SE)	24.4%	24.1%
Economically Disadvantaged (SES)	57.8%	58.6%

Chart 6

ELEMENTARY READING/LANGUAGE ARTS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	80.7%	81.3%
White (W)	80.7%	81.7%
Special Education (SE)	47.4%	48.4%
Economically Disadvantaged (SES)	73.6%	74.4%

Chart 7

MIDDLE READING/LANGUAGE ARTS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	82.6%	81.4%
White (W)	82.4%	81.7%
Special Education (SE)	38.1%	39.9%
Economically Disadvantaged (SES)	75.5%	73.9%

Chart 8

HIGH SCHOOL READING/LANGUAGE ARTS 2006-2007		
Subgroup	District Percent Proficient	State Percent Proficient
All Students (AS)	76.1%	75.1%
White (W)	76.1%	75.7%
Special Education (SE)	29.8%	28.1%
Economically Disadvantaged (SES)	69.6%	66.0%

Writing Assessment

Randolph County School District's Statewide Writing Assessment performance depicted in Chart 9 was below the State percent of students scoring at or above mastery for Grades 4 and 7. Randolph County's grades 4 and 7 student writing scores have been below the State percent of students scoring at or above mastery for the past three years. However, the grade 10 students scored above the State averages in 2005 and 2006 but failed to achieve the State percent of students at or above mastery in 2007 signifying that all three grades tested failed to achieve State averages on the writing assessments. This indicated a need for improvement in writing instruction at all levels.

Chart 9

WRITING ASSESSMENT RESULTS			
Percent Of Students At Or Above Mastery			
	2005	2006	2007
WV Grade 4	74%	75%	70%
Randolph Grade 4	67%	71%	67%
WV Grade 7	73%	75%	76%
Randolph Grade 7	72%	71%	71%
WV Grade 10	86%	79%	87%
Randolph Grade 10	90%	80%	86%

SAT/ACT Assessment Results

Chart 10 shows the Randolph County Scholastic Aptitude Test (SAT) and American College Testing (ACT) results. The SAT math mean score decreased from 517 in 2002-2003 to 487 in 2005-2006. The SAT verbal mean score also decreased from 536 to 488 during the time period. The percent of test takers increased from 13.9 percent in 2002-2003 to 18.1 percent in 2005-2006.

ACT trend data exhibited a decrease in the ACT composite score by 0.8 percent from 2002-2003 to 2005-2006. The percentage of students taking the ACT decreased from 63.9 percent in 2002-2003 to 56.4 percent in 2005-2006.

Chart 10

SCHOLASTIC APTITUDE TEST (SAT)				
County	2002- 2003	2003-2004	2004-2005	2005-2006
SAT Takers (%)	13.9	17.6	16.3	18.1
SAT Math Mean Score	517	492	473	487
SAT Verbal Mean Score	536	523	498	488
AMERICAN COLLEGE TESTING (ACT)				
ACT Takers (%)	63.9	72.5	71.7	56.4
ACT Composite	20.6	20.6	19.7	19.8

Source: State, County and School Data, 2005-2006 West Virginia Report Cards, West Virginia Department of Education

Chart 11

ACT ASSESSMENT RESULTS (FIVE-YEAR TREND)					
	2003	2004	2005	2006	2007
English WV	20.3	20.6	20.5	20.8	20.8
English Randolph	20.6	20.8	20.3	20.4	21.5
Mathematics WV	19.2	19.4	19.3	19.6	19.5
Mathematics Randolph	18.7	19.2	19.0	19.2	20.1
Reading WV	20.9	21.1	20.9	21.2	21.2
Reading Randolph	21.1	21.9	20.8	20.8	22.0
Science WV	20.3	20.3	20.4	20.5	20.5
Science Randolph	20.4	20.8	20.1	20.3	21.1
Composite WV	20.3	20.5	20.4	20.6	20.6
Composite Randolph	20.3	20.8	20.2	20.3	21.3

Based on Chart 11, Randolph County ACT assessment results showed an increase in all the subjects from 2003 to 2007 and exceeded the State results in 2007. The Team compared the deficiencies noted on ACT EXPLORE and ACT PLAN with the ACT results and found it commendable that Randolph County carefully analyzed the ACT PLAN and EXPLORE results when assisting students prepare for their ACT assessments.

ACT EXPLORE Assessment Results

According to the Grade 8 ACT EXPLORE results in Chart 12, Randolph County students revealed a slight decreasing trend in the English scores from 2004-2007 and scored below the state averages. Math score results are below the state averages every year from 2004-2005 through 2006-2007. Randolph County science scores were higher than the state averages. Overall Randolph County's composite scores on the grade 8 ACT EXPLORE were slightly below (0.2 percent) in 2005 and (0.3 percent) in 2006; while slightly above in 2004 (0.1 percent); therefore, indicating a lack of growth in the ACT EXPLORE assessments results.

Chart 12

ACT EXPLORE RESULTS				
Grade 8				
	2004-2005	2005-2006	2006-2007	2007-2008
English WV	14.2	14.3	14.2	14.3
English Randolph	14.1	13.9	13.8	13.8
Mathematics WV	14.2	14.5	14.5	14.7
Mathematics Randolph	14.1	13.9	14.0	14.1
Reading WV	13.8	13.9	13.9	13.9
Reading Randolph	13.9	13.6	13.7	13.5
Science WV	15.8	15.9	15.9	16.0
Science Randolph	16.1	16.5	16.1	16.1
Composite WV	14.6	14.8	14.8	14.9
Composite Randolph	14.7	14.6	14.5	14.5

ACT PLAN Assessment Results

Based on the 2004-2005 to 2006-2007 Grade 10 ACT PLAN results in Chart 13, Randolph County test takers showed a range in English from 0.3 to 0.2 percentage points above the State average; however, Randolph County's scores in mathematics ranged from 0.3 to 0.4 percent below the State average and in 2004-2005 equaled the State average. Randolph County students taking the ACT PLAN resulted in above State averages in reading from 0.4 percent to 0.1 percent; however, 2006-2007 student results fell below the State average by 0.3 percent. The science subtest results indicated that Randolph County students scored above the State averages from 0.3 percent to 0.1 percent; however, the results fell below the State average by 0.2 percent in 2006-2007. The composite score trend indicated a slight decrease from 2004-2005 to 2006-2007; therefore, the declining scores indicated an area for improvement in the effort to target students taking the American College Test (ACT) entrance examination.

Chart 13

ACT PLAN RESULTS				
Grade 10				
	2004-2005	2005-2006	2006-2007	2007-2008
English WV	16.7	16.8	16.7	16.3
English Randolph	17.0	16.9	16.9	16.2
Mathematics WV	16.4	16.5	16.6	16.3
Mathematics Randolph	16.4	16.2	16.2	15.9
Reading WV	16.5	16.6	16.5	16.5
Reading Randolph	16.9	16.7	16.2	16.6
Science WV	17.7	17.8	17.7	17.5
Science Randolph	18.0	17.9	17.5	17.4
Composite WV	17.0	17.1	17.0	16.8
Composite Randolph	17.2	17.1	16.8	16.6

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)

All schools in Randolph County met the minimum 95 percent of students participating on all required statewide assessments.

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 14A indicated the Randolph County School District attendance rate has remained above the State requirement of 90 percent for the last four reporting years.

Chart 14A

ATTENDANCE RATE	
Year	Attendance Rate
2003-2004	95.9%
2004-2005	96.8%
2005-2006	94.9%
2006-2007	95.0%

Source: 2006-2007 and 2005-2006 data from WV Achieves
2004-2005 and 2003-2004 data from

Chart 14B presents the attendance rates for each school in Randolph County as provided by the county.

Chart 14B

SCHOOLS	2003-2004	2004-2005	2005-2006	2006-2007
Beverly Elementary	95.4%	97.9%	98.7%	98.7%
Jennings Randolph Elementary	99.2%	100%	95.2%	94.5%
Third Ward Elementary	95.3%	95.6%	95.5%	95.4%
George Ward Elementary	93.7%	94.2%	94%	94.2%
Pickens Elementary/High School	100%	100%	100%	100%
Homestead Elementary	96.4%	96.1%	95.6%	97.1%
Midland Elementary	100%	99.4%	97.1%	96.4%
North Elementary	100%	94.8%	95.8%	97.5%
Valley Head Elementary	93.4%	100%	100%	97.8%
Elkins High	92.8%	92.8%	96.4%	92.8%
Tygarts Valley High	83.5%	92.4%	78.7%	82.4%
Coalton Elementary	96.4%	95.4%	95.1%	94.8%
Harman Elementary/High	96.4%	95.2%	100%	95.0%
Valley Head Elementary	93.4%	100%	100%	97.8%

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 15A showed that the Randolph County School District graduation rate met the State requirement of 80 percent for the last four reporting years.

Chart 15A

GRADUATION RATE	
Year	Graduation Rate
2003-2004	87.9%
2004-2005	89.9%
2005-2006	87.0%
2006-2007	86.4%

Source: 2006-2007 and 2005-2006 data provided by WV Achieves
2004-2005 and 2003-2004 data provided by Randolph County

Four year graduate rate trend data for the Randolph County School District's high schools are presented in Chart 15B. Graduation rate data were provided by the county.

Chart 15B

SCHOOLS	2003-2004	2004-2005	2005-2006	2006-2007
Harman Elementary/High School	95.0%	100.0%	95.2%	95.5%
Tygarts Valley Middle/High School	82.4%	78.7%	92.4%	83.5%
Elkins High School	86.9%	88.6%	88.5%	88.6%
Pickens Elementary/High School	100.0%	100.0%	100.0%	100.0%

SECTION II
HIGH QUALITY STANDARDS

7.1. CURRICULUM

7.1.9. Programs of study. Programs of study are provided in grades K-12 as listed in Policy 2510 for elementary, middle, and high school levels, including career clusters and majors and an opportunity to examine a system of career clusters in grades 5-8 and to select a career cluster to explore in grades 9 and 10. (Policy 2510; Policy 2520)

Chart 16

NUMBER OF ADVANCED PLACEMENT (AP), HONORS, AND COLLEGE COURSES OFFERED 2007-2008			
High School	Number of AP Courses Offered	Number of Honors Courses Offered	Number of College Credit Courses Offered
Harman Elementary/High School	0	0	0
Pickens Elementary/High School	0	0	0
Tygarts Valley Middle/High School	0	0	0
Elkins High School	5	10	6

Chart 16 demonstrated the number of Advanced Placement (AP), honors courses, and college credit courses offered in one of Randolph County's high schools verified through data provided by Elkins High School. However, the Team noted that students in schools in the outlying areas were offered the AP, honors, and college classes through the concept of a magnet school at Elkins High School. Policy 2510 requires that high schools offer AP classes; however, the Team recognized the challenge with scheduling and the concern for these students that would be transported from their home school.

Chart 17

ADVANCED PLACEMENT TEST (APT) (COLLEGE BOARD)				
Randolph County	2002-2003	2003-2004	2004-2005	2005-2006
10 th Grade Test Takers (%)	0.0	0.00	0.0	0.0
11 th Grade Test Takers (%)	0.0	0.30	0.0	0.0
12 th Grade Test Takers (%)	1.0	7.10	8.3	0.7
10 th Grade Test Takers (%) with a score of 3 or higher	0.0	0.0	0.0	0.0
11 th Grade Test Takers (%) with a score of 3 or higher	0.0	100.0	0.0	0.0
12 th Grade Test Takers (%) with a score of 3 or higher	100.0	52.60	36.4	100.0

Chart 17 shows the percent of Advanced Placement (AP) test takers and the percent with a score of 3 or higher on the AP examination. The percent of test takers showed a sharp increase from 1.0 percent in 2002-2003 to 7.10 percent in 2003-2004 and increased to 8.3 percent in 2004-2005, then decreased to 0.7 percent in 2005-2006. During the 2005-2006 year, 100 percent of Randolph County's students taking the AP examination scored 3 or higher.

Chart 18

ESTIMATED COLLEGE GOING RATE FALL 2006		
	Number of High School Graduates 2005-06	Overall College Going Rate Percentage
State	17,441	58.3%
Randolph	261	60.2%

Source: West Virginia College Going Rates By County and High School Fall 2006, West Virginia Higher Education Policy Commission.

The high school graduate overall college going rate for Randolph County was 60.2 percent. When compared to the State's overall college going rate of 58.3 percent, Randolph County was 1.9 percentage points above the State as presented in Chart 18.

Chart 19

HIGH SCHOOL GRADUATES ENROLLED IN WV PUBLIC COLLEGES FALL 2005			
	% in Developmental Mathematics	% in Developmental English	% in Any Developmental Course(s)
State	30.3%	15.6%	34.1%
Randolph	20.9%	3.3%	23.1%

Source: Performance of High School Graduates Enrolled in Public Colleges and Universities, Fall 2005. (December 2006) West Virginia Higher Education Policy Commission.

Randolph County's percent of students enrolled in West Virginia Public colleges in developmental courses was below the State's percentage of students taking developmental courses (Chart 19). The percent of Randolph County's high school graduates enrolled in Developmental Mathematics in WV public colleges (Fall 2005) was 20.9 percent compared to 30.3 percent for West Virginia. The percent of Randolph County's graduates enrolled in Developmental English at 3.3 percent was measurably lower than the State's percentage at 15.6 percent.

Randolph County also had a 23.1 percent of students enrolled in developmental courses compared to the State average of 34.1 percent.

7.2. STUDENT AND SCHOOL PERFORMANCE.

7.2.1. Five-year county and school electronic strategic improvement plans. An electronic county strategic improvement plan and an electronic school strategic improvement plan are established, implemented, and reviewed annually. Each respective plan shall be a five-year plan that includes the mission and goals of the school or school system to improve student or school system performance or progress. The plan shall be revised annually in each area in which the school or system is below the standard on the annual performance measures.

The Randolph County Five-Year Strategic Plan did an adequate job of analyzing data and identified some areas of need; however, many of the strategies presented were basic requirements of State Code and West Virginia Board of Education policies rather than strategies based on data analysis and identified county needs.

The county Five-Year Strategic Plan was not a guiding plan for the Randolph County School District. On the other hand, the professional development plan was well developed and planned professional development included areas specific to county and school improvement needs. The county plan should have provided the structure and identified needs for the professional development plan

Randolph County School District had not monitored their Five-Year Strategic Plan to assess effectiveness of professional development, programs, or strategies. Central Office staff brought in each school team and used a rubric and reviewed school strategic plans. The schools were using the local school improvement councils (LSICs) and a check sheet to monitor the progress on their plans. However, the central office has not requested for that monitoring.

Findings.

- 1. Strategies to increase the percent of students with disabilities achieving proficiency in mathematics and reading/language arts were not adequately addressed in the Randolph County Five-Year Strategic Plan.**
- 2. The implemented professional development and research-based instructional strategies did not adequately address the need to improve mathematics at the high school level.**
- 3. The implemented professional development and research-based instructional strategies did not adequately address the need to improve writing at all grade levels.**
- 4. The Randolph County Central Office had not monitored their Five-Year Strategic Plan to assess its implementation.**

5. **The Randolph County Five-Year Strategic Plan was not a guide for school system improvement.**
6. **Equitable access to Advanced Placement (AP), honors, or college classes was not available to students at all Randolph County High Schools. The number and diversity of these courses also severely limited opportunities for Randolph County School District's students.**
7. **Strategies to increase the percent of students taking Advanced Placement (AP) courses needed to be implemented.**
8. **Career/technical and fine arts offerings were not available at Pickens Elementary/High School.**
9. **Advanced Placement (AP) courses not available at the three secondary schools were not offered by Virtual School.**

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

The following items have been summarized from the June 30, 2006 audited financial statements prepared by Tetrick & Bartlett, PLLC dated March 9, 2007. In the annual financial audit of Randolph County Schools, the independent auditors noted the following conditions.

The auditors issued a qualified opinion on the financial statements for the listed reasons:

1. Financial Statements prepared on the regulatory basis of accounting in accordance with West Virginia Department of Education regulations (Not generally accepted accounting principles).
2. The fixed assets (land, buildings, equipment, etc.) have been included in the financial statements at estimated insurable value instead of the required historical cost or estimated historical cost as required by the West Virginia Department of Education.

The auditors discovered reportable conditions in the internal control structure which could affect the Randolph County Board of Education financial reporting and/or operations. In addition, the auditors indicated the reportable conditions were also considered to be material weaknesses. A material weakness in the internal control structure are items which could not reduce to a relatively low level that risk of misstatements caused by error or fraud that would be material to the financial statements could occur and not be detected in a timely period by employees during the performance of their normal assigned functions.

1. Detailed Fixed Asset Listing with Historical or Estimated Historical Costs

A detailed listing of fixed assets (land, buildings, equipment and vehicles) had been maintained utilizing estimated insurance appraisal values instead of the West Virginia Department of Education required historical or

estimated historical costs. As a result of this weakness, the fixed assets may not be properly safeguarded which increases the risk of loss.

Auditors recommendation: Randolph County Board of Education accumulate information and prepare a detailed listing of fixed assets with historical or estimated historical cost to be accurately reflected in the financial statements. This listing should further be updated at least annually to reflect acquisitions and retirements.

The Office of Education Performance Audit Team reported that the Randolph County Board of Education had made a good faith effort to establish and maintain the fixed assets on the West Virginia Educational Information System (WVEIS) as of June 30, 2007.

The procedures followed included:

- a. Began with last insurance appraisal (four years ago) reviewed the appraisal and removed items that were clearly not fixed assets such as library books. In addition, individual items recorded at less than the fixed assets cut off of \$5000 were removed.
- b. Transaction reports were generated through the WVEIS accounting system to determine asset purchases during the last four years. From these reports, the actual invoices were pulled to determine if items purchased met the individual accounting threshold of \$5000.
- c. Bus and other vehicle titles are maintained in the safe. These titles were pulled and invoices and/or other documentation was found to establish historical or estimated historical cost.
- d. Randolph County Board of Education attorney assisted in determining what land was owned by the Randolph County Board of Education and assisted in determining the historical or estimated historical cost.

The Randolph County Board of Education anticipates completing additional work on the buildings to verify the carrying amounts on the fixed asset listing.

2. Depository Bonds

The Randolph County Board of Education (RCBE) bank accounts were not entirely covered by Federal Deposit Insurance Corporation (FDIC) coverage or securities pledged by the financial institution on behalf of the Board. Therefore, the RCBE bank accounts were not fully insured and collateralized. As a result of the failure to have all bank accounts properly secured, the risk of loss of RCBE funds has not been reduced to a relatively low level as well as the RCBE was not in compliance with West Virginia State Code.

Auditors recommendation: Ensure that all bank accounts are properly insured and/or collateralized at all times.

	<u>Average Bank Ledger Balance</u>	<u>Collateralized Amount</u>
Oct 2006	\$6,302,937.57	\$ 3,935,745.50
Jan 2007	4,462,359.29	3,932,976.00
April 2007	4,969,890.55	4,452,442.00
May 2007	5,047,044.36	4,436,412.00
June 2007	5,055,763.79	4,433,231.50
Oct 2007	7,017,365.08	5,492,771.00
Jan 2008	5,138,332.65	5,063,913.50

Although the bank has increased the amount of collateral for securing the Randolph County Board of Education cash accounts, the collateralization throughout the years 2006-08 has been insufficient for the deposits on hand. This issue appeared to have been remedied in the most recent month (January 2008) since the collateralized balances plus FDIC insurance covered the entire average bank ledger balance.

In addition to the material weaknesses, the auditors noted the following matters:

3. Purchasing Policies for Child Nutrition Department

No documentation was available to ensure that the Child Nutrition Department's beverage and snack contracts were competitively bid and approved by the Randolph County Board of Education as required. Policy 8200, *Purchasing and Procedures Manual for Local Educational Agencies*, (12-202-29.2) states in part, "All contracts must be approved and signed by the county board or the superintendent, if approval authority has been delegated to the superintendent."

Auditors recommendation: Necessary steps should be taken to ensure that all contracts are competitively bid and that all contracts are approved by the county board of education or the county superintendent.

The Office of Education Performance Audit Team reported that the Randolph County Board of Education properly solicited competitive bids for their beverage and snack contracts for the FY 2007 school year. The bid summary and recommendation were taken before the Randolph County Board of Education on August 7, 2006. The contracts were unanimously approved.

However, for the FY 2008 school year, currently in progress, the contracts were verbally extended without official action by the Randolph County Board of Education or county superintendent. Such renewals should be approved by the Board in the future.

4. Publishing Annual Financial Statement

Annual financial statements were not published within the required 90 days in accordance with W.Va. Code §18-9-3.

Auditors recommendation: Randolph County Board of Education take necessary steps to ensure that the annual financial statements are published within 90 days after the end of the fiscal year.

The Office of Education Performance Audit Team reported that the June 30, 2007 financial statement was published in the newspaper in January 2008. This is in direct violation of West Virginia Code referenced above.

FY2007 was a transition year, whereby, the accounting methodology was changed to generally accepted accounting principals including the conversion of all accounting data to be compliant with GASB (Governmental Accounting Standards Board) 34.

Other financial issues noticed during the Office of Education Performance Audit.

1. The Randolph County Board of Education had no excess levy. It is the intent of the Board to place an excess levy on the ballot in May 2008 to assist with operational and facilities maintenance issues.
2. Annually the Board must submit to the West Virginia Department of Education a "Certified List" detailing all personnel employed, position codes, location and funding source. This information along with the "Second Month Enrollment" of students is used in determining the amount of State Aid provided to the school district. Using the state aid formula the funding for personnel is limited by the number of students enrolled at the end of the "Second Month". Based upon the information supplied by the Office of School Finance on 11/28/2007, the Board will be carrying 3.71 extra Professional Educators and 8.378 extra Service Personnel over and above the state aid formula for the FY2009 school year. The treasurer indicated that the Randolph County Board of Education plans to reduce staffing through attrition (retirements) and or reductions in force (RIF) during this personnel season. The Board is fortunate to receive National Forest Funds approximating \$300,000 annually that could be utilized to offset a few personnel positions.

3. Since credit cards are very susceptible to misuse and abuse the Office of Education Performance Audit Team investigated the authorization and use of credit cards. Randolph County Board of Education utilizes credit cards. All county directors have a credit card. The Randolph County Board of Education has an established written policy. According to the policy, all purchasing policies must be followed including obtaining purchase orders for all charges prior to incurring the cost.
 - Credit card charges were initiated in December 2007 without proper purchase orders. Total amount paid with check #73141 on 12/21/07 was \$4,980.78. Total invoices with confirming purchase orders \$389.76 for meals are detailed below:
 - Meals were charged in excess of \$25/day which is in excess of Randolph County Board of Education acceptable practice. Charges in question included the following:

12/3/07	Tidewater	meals	\$246.60	-- Invoice not itemized
				No listing of attendees
12/2/07	Bennigans	meals	\$143.16	-- Invoice not itemized
				No listing of attendees
4. The OEPA Team inquired about the purchasing policies and procedures. The Randolph County Board of Education personnel stated that the State purchasing policies and procedures manual is followed. The Team randomly tested a few vendors paid in December 2007 which reveal that that was not always the case. The following items were noted.

Confirming Purchase Orders:

#20081698	Wal-Mart	Title I funds (Wal-Mart credit card)
#20081699	Wal-Mart	Title I funds (Wal-Mart credit card)

These purchases were made before the purchase orders had been approved.

The Team recommended that the Randolph County Board of Education:

1. Adopt a formal written travel reimbursement policy.
2. Develop procedures to ensure that purchasing policies and procedures are followed for all vendors.
3. Exercise additional care regarding the use of credit cards as established by the written policy #6430.

Based upon the Team's discussions with the Treasurer, the Randolph County Board of Education appears to be taking a proactive approach to improving the financial accountability of the system; however, it was reported that resistance was forthcoming from some county staff.

Facilities

The Education Performance Audit Team visited the schools in Randolph County. A narrative of the Team's observations follows.

Beverly Elementary School (Grades K- 5)

Year of Construction : 1953, 1976, 1982
Total Square Feet : 30,416 Sq. Ft.
Site Acreage : 4.2 Acres
% Site In Flood Plain : 0

This facility was constructed in 1953 with additions in 1976 and 1982. The building was not air-conditioned; however, a few classrooms had window units installed. The exterior of the building needed to be cleaned and painted. Water was not adequately being channeled away from the building. The mechanical system had means to introduce outside air, but did not meet current ventilation requirements. Many of the outside air intake covers were damaged. The classroom units did not appear to have been cleaned or serviced for an extended period of time. The rest rooms inside the facility needed to be cleaned and maintained. The multi-purpose room had tables and freezers along the wall, limiting the amount of usable space. The kitchen was small.

The electrical panels in the Music Room were not locked and these boxes were of the older type with exposed wiring and needed to be locked at all times. The principal was instructed of the danger and placed a maintenance request to have the panels locked. An electrical panel in the copy room was missing a safety blank, but students did not utilize this area. The Team instructed the principal of the danger and the principal initiated a maintenance request to resolve the issue.

Stained ceiling tiles were prevalent throughout the facility. The kindergarten room, in particular, had evidence of active heavy water infiltration and the ceiling tiles along the wall in this room were all heavily stained. The piping insulation was also stained and compromised. Both the interior and exterior of Beverly Elementary needed maintenance. The need existed to upgrade building components to improve the learning environment, build aesthetics, and improve operational efficiencies.

Coalton K – 5 School (Grades K-5)

Year of Construction : 1953, 1975, 1976
Total Square Feet : 40,014 Sq. Ft.
Site Acreage : 5.8Acres
% Site In Flood Plain : 0

This facility was constructed in 1953 with additions in 1975 and 1976. Some areas on this site were not well drained. The Art Room lacked the following equipment: Two deep sinks, hot and cold water, mechanical ventilation, a ceramic kiln and blackout areas. The food service area did not have a locker/dressing room. An area was not dedicated for a health services unit. This site is not handicapped accessible. The heating, ventilation, and air conditioning (HVAC) system at this facility did not have outside air capabilities and therefore did not meet the ventilation codes. The exterior wooden surfaces of this structure need to be painted. Many of the exterior exit doors were badly corroded and needed to be replaced. The exit doors in classrooms 18 and 21 were jammed and could not be opened by smaller students. The motor for the supply air fan in the gymnasium was very noisy due to a bad bearing. Stained ceiling tiles were prevalent throughout the facility. There were several significant water leaks in the hot water heating loop in the Boiler Room.

Elkins High School (Grades 9-12)

Year of Construction : 1994
Total Square Feet : 162,300 Sq. Ft.
Site Acreage : Not Available
% Site In Flood Plain : 0

This facility was built in 1994. The heating and cooling were provided by water source heat pumps. The mechanical system was original to the building and was approaching the end of its expected life. Elevated levels of carbon dioxide were measured during the Team visit. Numerous stained ceiling tiles existed throughout the facility.

The fire alarm system was inoperable during the visit. Staff indicated the maintenance company was having trouble sourcing repair parts. The rest rooms needed to be cleaned and painted. Evidence of routine tobacco usage was apparent in the rest rooms. The exterior of the ductwork in the cafeteria needed to be cleaned. The exterior of the building was heavily stained and efflorescence was present. The need existed to improve the building aesthetics, educational environment, and operational efficiencies.

Elkins Middle School (Grades 6-8)

Year of Construction : 1954,1970,1976, 1984, 1991
Total Square Feet : 73,070 Sq. Ft.
Site Acreage : 6.0 Acres
% Site In Flood Plain : 0

This facility was constructed in 1954 with additions in 1970, 1976, 1984, and 1991. The majority of the building was not air-conditioned. A few select areas had local air conditioning. Two new boilers had been installed. There was no mechanical ventilation.

Staff reported ongoing issues with the fire alarm system. Numerous areas of water infiltration were prevalent; numerous stained ceiling tiles existed throughout the facility. This facility needed a more aggressive housekeeping program. The housekeeping program should include replacing wet and damaged ceiling tiles. The interior of this facility needed to be painted. The interior and exterior of the facility indicated a lack of maintenance. Two portable units housed at the rear of the main facility contained four classrooms. These units were old and needed maintenance. Students must travel to the portables and Room 214 via a walkway that is not covered. A few rooms in the basement of the main facility were small; one room had eight desks and the other had ten desks. Several opportunities existed to improve the building aesthetics, educational environment, and operational efficiencies.

Elkins Third Ward Elementary School (Grades K-5)

This facility was constructed in 1976 with an addition in 1986. The mechanical equipment was original to the building. The current mechanical system did not provide ventilation to meet current requirements. The mechanical equipment was at the end of its expected life. A few of the fresh air vents on the side of the building were damaged. The sidewalk needed to be sealed to prevent further degradation. The interior of this building had been well maintained with fresh paint throughout. Some of the carpeting was very old, but had been well maintained. The carpet will need to be replaced in the near future. The facility was organized and very clean. The school principal assumed an active role in maintaining the facility. The principal also indicated that the school benefits from an active parent/volunteer group.

George Ward Elementary School (Grades K-5)

Year of Construction	: 1976
Total Square Feet	: 30,897 Sq. Ft.
Site Acreage	: 3 Acres
% Site In Flood Plain	: 0

This facility was constructed in 1976. The site area of three acres did not meet the minimum size requirement for elementary school sites and the site was not large enough for future expansion. This site was not located away from undesirable noise and traffic. This site did not have adequate parking for staff and visitors. The teachers' workroom did not have access to communications technology. The food service area did not have locker/dressing rooms. An area was not dedicated for a health services unit; the counselor's office was used for this purpose. No areas were dedicated for an art class. The Music Room was not located away from quiet areas of the building and music storage was not adequate and the room did not have acoustical treatment. The physical education facilities were not located away from quiet areas of the building. The following equipment was not available for the physical education area; Provisions for two or more teaching stations, available seating, and audio devices. Space was not dedicated for a media center.

Lighting levels in Classroom U6 were too low for reading activities. The heating, ventilation, and air conditioning (HVAC) system was 32 years old and in very poor condition. Most classrooms had elevated carbon dioxide levels, indicating poor outside air ventilation. The HVAC system could not meet the current requirements for outside air ventilation. Ceiling tiles throughout the facility were stained. Several energy savings opportunities were needed at this site.

Harman K – 12 School (Grades K-12)

Year of Construction	: 1950, 1970, 1980
Total Square Feet	: 30,560 Sq. Ft.
Site Acreage	: 4.5 Acres
% Site In Flood Plain	: 25

This facility was constructed in 1950 with additions in 1970 and 1980. The site area of 4.5 acres did not meet the minimum size requirement for elementary, middle, or high school sites. This site was not large enough for future expansion or located away from undesirable noise and traffic. This site did not have adequate parking for staff and visitors and was not handicapped accessible. This site did not have a media center; the local library was used for this purpose. The Art Room lacked the following equipment: Two deep sinks, mechanical ventilation, ceramic kiln and blackout areas. The Music Room was not located away from quiet areas of the building. Storage was not adequate in the Vocational/Agricultural shop.

Most classrooms had elevated carbon dioxide levels, indicating poor outside air ventilation. The heating, ventilation, and air conditioning (HVAC) system could not meet the current requirements for outside air ventilation. Thirteen of nineteen attic ventilators were inoperable. Carpeting in Classrooms 6 and 7 were badly worn and wrinkled, posing a tripping hazard. The custodians maintained the Boiler Room in a very clean and neat order.

Homestead Elementary School (Grades K-5)

Year of Construction : 1939
Total Square Feet : 30,924 Sq. Ft.
Site Acreage : 19.2 Acres
% Site In Flood Plain : 0

This facility was constructed in 1936. The facility had a newer boiler that was approximately five years old. The plumbing appeared to be original to the building. The building was not air-conditioned and had no means of mechanical ventilation for the classroom spaces. The carpet in several classrooms was near the end of its useful life. Water infiltration was occurring in the Mechanical Room. Some efflorescence existed in the stairwells. These areas needed to be cleaned and painted.

The second floor of the building was currently not in use by order of the Fire Marshal because the path of egress did not meet current code. Six classrooms were not being utilized on the second floor.

The Team found the electrical box in the Computer Room unlocked with several safety blanks missing. The Team instructed staff not to use the classroom until the electrical box had safety blanks installed. A follow up visit the following day showed that temporary safety blanks had been installed in the electrical box. Both the interior and exterior of the building needed to be maintained. The need existed to upgrade building components to improve the learning environment, build aesthetics, and improve operational efficiencies.

Jennings Randolph Elementary School (Grades K-5)

Year of Construction : 1976
Total Square Feet : 34,240 Sq. Ft.
Site Acreage : 3 Acres
% Site In Flood Plain : 0

This facility was constructed in 1976. The mechanical equipment was original to the building. The current mechanical system did not provide ventilation to meet current requirements. The mechanical equipment was at the end of its expected life. A few stained ceiling tiles were apparent due to ongoing roof leaks. The

sidewalk needed to be sealed to prevent further degradation. The rest rooms needed to be painted and cleaned.

Midland Elementary School (Grades K-5)

Year of Construction : 1976
Total Square Feet : 36,135 Sq. Ft.
Site Acreage : 10 Acres
% Site In Flood Plain : 0

This facility was constructed in 1976. The mechanical equipment was original to the building. The current mechanical system did not provide ventilation to meet current requirements. The mechanical equipment was at the end of its expected life. A few stained ceiling tiles were apparent due to ongoing roof leaks. Overall the facility appeared clean and well maintained. The interior had new paint in the rest rooms, etc., through the efforts of school administration and volunteers.

North Elementary School (Grades K-5)

Year of Construction : 1976
Total Square Feet : 30,337 Sq. Ft.
Site Acreage : 5 Acres
% Site In Flood Plain : 0

This facility was constructed in 1976. The mechanical equipment was original to the building. The current mechanical system did not provide ventilation to meet current requirements. The exterior of the rooftop equipment was rusty. The sidewalks around the building had a few areas of concern where they were cracked and had not been sealed. A few stained tiles and dirty diffusers were apparent in the building. The need existed to upgrade building components to improve the learning environment, build aesthetics, and improve operational efficiencies.

Pickens Elementary/High School (Grades K-12)

Year of Construction : 1976, 1982, 2006
Total Square Feet : Not Available
Site Acreage : 3 Acres
% Site In Flood Plain : 0

This facility was constructed in 1976 with an addition in 1976 and a complete renovation/addition in 2006. The site area of three acres did not meet the minimum size requirement for elementary, middle, or high school sites. There was no room specifically for a counselor's office; the main office area was used for this purpose. The computer laboratory had only a shared printer instead of the required four shared printers or networked printer. A room was not dedicated

for K – 12 remedial classes. A room was not dedicated for art. An area was not dedicated for an auditorium or stage; the gymnasium was being used for these purposes. Vocational classrooms were not available at this site. A room was not dedicated for health services; the administrative offices were used for this purpose. The following facilities were not provided: Agricultural Education, Agricultural Mechanics, Marketing Education, Diversified Cooperative, Vocational Health, Home Economics, Vocational Industrial and Technical, Business Education and Technology Education.

Tygarts Valley Middle/High School (Grades 6-12)

Year of Construction : 1923, 1951, 1976, 1979, 2001
Total Square Feet : 66,050 Sq. Ft.
Site Acreage : 3.5 Acres
% Site In Flood Plain : 0

This facility was constructed in 1923 with additions in 1951, 1976, 1979, and major renovations in 2001. The site area of 3.5 acres did not meet the minimum size requirement for middle or high school sites. The computer laboratory had only one shared printer instead of the required four printers or networked printer. Classrooms 212 and 213 were inadequate in size for the number of students present. The Art Room lacked the following equipment: Mechanical ventilation, ceramic kiln, and blackout areas. The music area did not have acoustical treatment. Science Rooms 201 and 202 were not located with easy access to outdoor activities or isolated to keep odors from the rest of the building. These science rooms lacked the following equipment: DC current, air vacuums, and adequate storage areas. There was no space dedicated to an auditorium, the gymnasium was used for this purpose. The gymnasium did not have the following equipment otherwise required for an auditorium: Acoustical panels, film screens, and distance learning capabilities. The classroom and laboratory space in each vocational area of agricultural education and agricultural mechanics were not adequate to meet curriculum needs.

Several exterior doors at this site did not latch and were not secured. The gymnasium was not handicapped accessible. The middle school was not handicapped accessible. Stained ceiling tiles existed throughout the facility. An excessive number of light lenses were damaged or missing in the middle school area. The damper actuator linkage was slipping on the combustion air damper in the Mechanical Room of the high school. Elevated carbon dioxide levels in several of the classrooms indicated that outside air ventilation was inadequate. Several stairwell and fire doors were propped open.

Valley Head Elementary School (Grades K-5)

Year of Construction : 1939, 1967, 1976
Total Square Feet : 20,670 Sq. Ft.
Site Acreage : 2.2 Acres
% Site In Flood Plain : 0

This facility was constructed in 1939 with additions in 1967 and 1976. A coal-fired boiler that appeared to be original to the structure provided heat. There was no air conditioning or mechanical ventilation. The building was currently under construction. On the OEPA facilities check sheet the principal marked the following as inadequate: Administrative facilities, teacher's workroom, counselor's office, and health service unit. The facilities may be adequate when the interior renovation is completed. The entire interior of this facility was being renovated and appeared to be near completion. This work has made a significant improvement regarding the interior aesthetics and building safety.

This school did not have a library. However, the local community public library was on the school property and students have access to this facility. The preschool classrooms were housed in two portable units. The portables were deteriorating and should be replaced in the near future.

Countywide

The energy efficiencies and indoor air quality of each of the Randolph County schools could be greatly enhanced with the addition of new heating, ventilation, and air conditioning (HVAC) systems and building automation controls. Performance contracting should be considered to achieve these goals more cost effectively. Other structures such as bus garages, maintenance shops and the administration offices would also benefit from the improvements that could be made in performance contracting.

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)

The Team checked the Randolph County hiring practices through reviewing personnel documents and interviewing county staff.

The county retained its postings in a notebook filed by date of posting. Letters of recommendations made to the Randolph County Board of Education for board action were retained in a separate notebook. A file folder for each separate posting was maintained which contained the applications for a job posting, interview questions and responses, if applicable, and score sheets for professional personnel (not present in all folders). There was no matrix in the file to show the comparison of applicants. The front of the file folder contained a list of individuals who applied for the vacant position along with the seniority date of regular employees. The individual's name who was recommended for the position was highlighted. The Office of Education Performance Audit Team reviewed all postings in the notebook and reviewed file folders for specific vacancies. Additionally, the Team interviewed the following individuals responsible for personnel: Superintendent of Randolph County Schools; Assistant Superintendent of Elementary Education; Coordinator of Personnel/Executive Secretary; and Certification Officer/Executive Secretary.

Noncompliances (Professional Personnel).

The following noncompliances concern the statutory factors being properly applied per W.Va. Code §18A-4-7a in evaluating the qualifications of professional applicants. Failure to follow the statutory factors can result in the "wrong" applicant being recommended for employment or transfer.

1. When evaluating the qualifications of a regular employee using the second set of criteria in W.Va. Code §18A-4-7a, the law states for criterion #5, "Specialized training directly related to the performance of the job as stated in the job description." However, Randolph County does not list or state the specialized training on its postings or in its job descriptions.

Randolph County gives "points and/or wins" to its applicants for any or all relevant specialized training the applicants list on their applications. However, based on Level IV grievance decisions (Walker v. Harrison County Board of Education April 2000 and Mitchell v. Wetzel County Board of Education May 2002), specialized training cannot be used as the fifth criteria in its evaluation of qualifications if not stated in the job description.

2. W.Va. Code §18A-4-7a (c) (6) states, "Past performance evaluations conducted pursuant to section twelve [§18A-2-12], article two of this chapter". In §18A-4-7a (d) (6), it states, "Receiving an overall rating of satisfactory in the previous two

evaluations conducted pursuant to section twelve [§18A-2-12], article two of this chapter.”

Randolph County did not follow the requirements of using only evaluations that had been conducted pursuant to W.Va. Code §18A-2-12 in evaluating the qualification of applicants. The county used any previous evaluation, including substitute teacher evaluations and student teacher evaluation if the applicant was a new graduate. These evaluations were not conducted as per §18A-2-12.

3. Seniority is the 7th criterion in the 2nd set of criteria used for determining the qualification of classroom teachers.

According to the coordinator of personnel, seniority acquired by substitute teachers is not considered when a substitute teacher applies for a posted position in which a regular employee applies. W.Va. Code §18A-4-7a (g) states, “. . . substitutes shall accrue seniority exclusively for the purpose of applying for employment as a permanent, full-time teacher.”

The coordinator of personnel indicated that regularly employed personnel are hired over all new applicants, even if the new applicant wins in the overall qualifications. It appears that when a regular employee applies for a posted position, applications of new personnel are not considered; therefore, no one would know if a new applicant is more qualified than a regular employee.

As per the coordinator of personnel, no applicant has been chosen who had less seniority than other applicants; therefore, no request has been made for a written reason why an individual with less seniority was selected over a more senior applicant.

4. The 1st criterion listed in the qualifications of classroom teachers W.Va. Code §18A-4-7a (c) (1) and (d) (1) is, “Appropriate certification, licensure or both.” Randolph County Schools does not list any certification requirements on their postings, nor is the required certification listed on the job description. Sample Posting: Math teacher, “EHS”.

1. If the county wishes to consider/count specialize training as a part of the applicant’s qualifications, the specialized training needs to be listed on the posting. 2. Evaluations should be considered only if they are conducted according to §18A-2-12; 3. Accrued seniority as a substitute teacher should be considered when an applicant is applying for a job. 4. The required certification for the vacant position should be listed on the posting, and the location should be spelled out: Elkins High School, not EHS.

5. Posting on West Virginia Department of Education Job Bank K-12.

Professional Personnel: The coordinator of personnel stated that only a few vacancies had been posted on the West Virginia Department of Education Job Bank. Professional personnel vacancies were not posted on the county Website; however, they were posted in all schools, the board office, and were placed on a county personnel hotline.

All vacant positions be posted on West Virginia Department of Education Job Bank and the County's Website.

6. Matrix to show the qualifications of applications.

Although the law does not state that there shall be a matrix to determine the comparison of applicants, a matrix provides a clear picture in comparing applicants. Randolph County Schools has a matrix listing the applicants for a vacant position and their total points. However, it did not use a matrix in comparing the qualifications of applicants in each of the criterion areas. The county used score sheets for some positions; however, the scores, for each criterion, were not recorded in a format to make it easy to compare and determine the most qualified applicant. Some sheets were not included in several files the Team reviewed. Such files included: First Grade Teacher August 10 – 16, 2007, Kindergarten Teacher, North School, July 17-23, and Title I Teacher, North Elem. July 17-23, 2007.

The Team recommended that a matrix or consistent system be prepared and used to compare the qualifications of candidates in each of the criterion listed in W.Va. Code §18A-4-7a.

7. W.Va. Code §18A-2-1 states that, “. . . the superintendent shall provide the principal at the school at which the professional educator or paraprofessional employee is to be employed an opportunity to interview all qualified applicants and make recommendations to the county superintendent regarding their employment.” In speaking with the principal, Elkins Middle School, he stated that if there were several candidates for a position and some question as to who was the most qualified, he would be invited to interview the candidates. However, if it appeared to be “black and white” as to who was the most qualified, he was not contacted to participate in an interview process.

The Team recommended that all principals be given an opportunity to interview applicants for all positions. Regardless if it is “black and white” on who will be selected for the position, an interview gives the principal an opportunity to set expectations of a new employee. An applicant may decide that he/she does not wish to accept the job once those expectations are known.

8. Principal, Pickens Elementary/High School. W.Va. Code §18A-2-9 specifies that a certified principal shall be assigned to each school. As per the superintendent, there were no certified applicants for the vacant principal position at Pickens Elementary/High School; therefore, the Assistant Superintendent of Elementary Education was named as principal of the school and a teacher in the school was named "Lead Teacher." There was no job description on the posting "Lead Teacher". There was no board action to place the Assistant Superintendent of Elementary Education as principal at the school and it was not listed in the assistant superintendent's job description. Essentially, the Lead Teacher serves as the administrative leader of the school.

It appears that the lead teacher, Pickens Elementary/High School, has completed the majority of the course work for principal licensure. It also appears that the individual is eligible at this time for a permit for principal. The Team recommended, that she apply for the vacant position and be considered for such employment on a permit.

9. Postings that were not filled, (Spanish, math, BD/MI/SLD/Visually Impaired) were posted several times (each as a new posting) during the school year. There was no evidence that these postings were continuously posted or that they were placed at each posting on the county's Website or on the West Virginia Department of Education Job Bank.

The Team recommended that Randolph County develop a system for posting vacancies and keep a record of the process during the posting period. The Team further recommended that beginning with vacancies for the 2008-2009 school year, all posting be numbered and that professional, service, and extracurricular positions be separated.

10. Recruiting of Professional Personnel. Randolph County did not do any recruiting of professional personnel outside of regular posting positions at schools and on the hotline.

Noncompliances (Service Personnel).

Noncompliance of the statutory factors being properly applied according to W.Va. Code §18A-4-8b in the selection of a service personnel for vacant position.

11. W.Va. Code §18A-4-8b (b) outlines the order in which applicants are to be considered for posted positions. Regularly employed service personnel are to be considered before service personnel whose employment has been discontinued, Reduction in Force (RIF) list. However, it appeared that in an August 2007 posting for an aide position, RIF aide, as stated on her application, was selected for an aide's position over a regular cook at George Ward Elementary. As per the personnel coordinator, the county always hires individuals who hold the classification, including those on the RIF list, over those who do not hold

classification. When asked why she was not selected for the aide position, the coordinator stated that the cook, told her that she didn't want to take the competency test for aide. There was no such written documentation in file.

In talking with the individual by phone on February 26, 2007, she said she was never contacted about the aide position posted August 17, 2007, and never said that she didn't want to take the competency test. Although the coordinator of personnel stated that she sent by certified mail postings of all service personnel position to those individuals on the RIF list, the Team was unable to get a copy of such notice sent to the individual.

The individual said that she did pass up an aide position later in the school year, after she had been injured on the job.

The Team recommended that applicants who withdraw their applications for consideration be required to make that request in writing. If he/she does not, the coordinator of personnel needs to clearly document the applicant's request to withdraw, refusal to take competency test, etc., showing date, time, of notification, etc.

12. W.Va. Code §18A-4-15 (a) (B): Posting of Service Personnel on Workers Compensation. Two individuals had been on Workers Compensation more than 30 working days (perhaps since the beginning of the school year). As per W.Va. Code §18A-4-15 (a) (B), these positions must be posted if the absence is to extend beyond 30 working days.

Individuals filling these positions acquire regular employment status with the exception of regular employee job bidding rights (does not accrue regular seniority) but is accorded all other rights, privileges and benefits pertaining to the position. By failing to post the positions, substitute employees may have been deprived of long-term employment. There appeared to be no process in place whereby the coordinator of personnel, who is responsible for posting vacant positions, receives information concerning employees on workers compensation (days absent, when there is a need to post temporary position, etc). It appeared that this information is known by the employee benefit specialist and the individual who calls substitute personnel to work.

13. Posting of Aide positions. All aide positions are posted as Aide II.

Aide vacancies should be posted as Aide. The classification of an Aide as Aide II, III, IV is determined as per W.Va. Code 18A-4-8 (8) – (11).

14. Posting on WV Job Bank (18A-4-8b (g) (1)).

Service Personnel postings were not listed on the West Virginia Department of Education Job Bank, a Website available for the use of the county board. W.Va. Code §18A-4-8b (g) (1) states, "Posting locations shall include any Website maintained by or available for the use of the county board."

Randolph County Schools posts its service personnel vacancies on its County Website; however, the posting does not include that required in W.Va. Code §18A-4-8b (job description, the period of employment, the amount of pay and benefits prospective applicants to understand the particulars of the job), but only lists the position and location. Example: Cook, Elkins High School.

15. Service Personnel Job Descriptions.

There was only one posting (cafeteria manager) reviewed, whereby, the job description listed the qualifications for the position included passage of the State Competency Test. Other postings such as Sub Cooks, Posted February 20-26, 2007, RCS (Randolph County Schools) did not have passage of the competency test listed as a qualification. Neither was it listed on a Special Education Aide II, Itinerant, August 23-31, 2007.

The Team recommended that service job descriptions be reviewed and Passage of the State Competency Test, where applicable, be included in all qualifications listed on the job description.

16. Extracurricular.

Coaches' Postings. All postings, including coaches, had a page attached to the posting that states, "Unless otherwise noted, all professional positions will receive the salary noted in the state code 18A-4-2 with consideration for years of service and amount of college training. All service personnel positions will receive salaries according to 18A-4-8a and with regard for experience and training. Benefits afforded successful candidates include optional health and life insurance, retirement, and sick leave (1 ½ days per month worked)."

This attachment to extracurricular postings was not appropriate for coaches or other extra-curricular positions. This appeared to be the result of not having someone, such as a personnel director to review/proof-read the work done in the Personnel Office.

17. Coach. The job description requires a West Virginia Teacher Certificate. Individuals can also coach with a coaching authorization; however, that is not listed on the job description.

The Team recommended that all job description be revised and updated in the area of qualifications.

The Team concluded that personnel files were not maintained appropriately and that hiring procedures were not consistent with West Virginia Code.

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)

The Team found numerous violations of (W.Va. Code §18A-3-2 and WVBE Policy 5202). Chart 20 explains the certification issues the Team observed through a detailed review of the certified list, WVEIS Master Course Schedule, and the West Virginia Department of Education Certification Database. Randolph County was provided the opportunity to correct coding errors, and corrected ones were removed from this report.

Chart 20

School Location	Educator	WVEIS Assignment	Current Certification	Correction Needed
075-701	Educator	1465 H	Business Journalism MR SLD	Not a valid course code check WVEIS Manual
075-504	Educator	6609-L Phys ED	Safety Health PE	For L in 6 th digit, needs endorsement code 4100, 4104 or 4109
075-503	Educator	4327-X	Health PE	Not a valid course code check WVEIS Manual
	Educator	7901	Multi-Categorical	Not a valid course code check WVEIS Manual
075-401	Educator	3008-J Pregeom/Alg 4008-REng. LA 4808- R Dev Rdg	Social Studies 5-Ad	Needs Math, English and Spec. Ed. endorsements
	Educator	5660 Spanish 5661 Spanish	Elem. K-6	Needs Spanish Endorsement
	Educator	8015-6 COLTCH 8015-7 COLTCH	SLD BD	Correct 6 th digit code to reflect correct exceptionality

School Location	Educator	WVEIS Assignment	Current Certification	Correction Needed
	Educator	8015-7 COLTCH	BD SLD MR	Correct 6 th digit code to reflect correct exceptionality
	Educator	8015-8	SLD Indust. Arts Woodshop Metals	Correct 6 th digit code to reflect correct exceptionality
	Educator	8015-6- COLTCH	SLD MI Elem k-6	Correct 6 th digit code to reflect correct exceptionality
	Educator	8015-7	SLD BD MI Autism	Correct 6 th digit code to reflect correct exceptionality
075-207	Educator	6600-K Phys Ed	Health/PE Safety	Correct 6 th digit or obtain proper special education endorsement Not certified to teach K or PK levels
	Educator	2615- F	Speech Lang Path	Needs endorsement 4120, 4121, 4122 or 4123 for this course number
075-204	Educator	2811 BASC CMPT 3005 Math 3205 Art 4005 Eng LA 4305 HDWT 4405 SPELL 4805 Dev. Rdg 6005 CATS 6905 Health 7005 Hist	NO CURENT TEACHING CERTIFICATE	Renew professional teaching cert. Expired 20070630
075-202	Educator	2610- Preschool	Multi Subjects K-8	Needs endorsement 3601, 3602, 3603 or 3606

School Location	Educator	WVEIS Assignment	Current Certification	Correction Needed
075-201	Educator	3001-I through 3005-I 4001-4005-I 4401-4405I 4801-4805-I	SLD Elem	Correct 6 th digit code to reflect correct exceptionality or apply for permit for that exceptionality
075-103	Educator	3606-3608 Gen Music	PE French Health	Needs Music or Elem. endorsement
	Educator	1451-0 PRSN FINANCE	Secretarial Studies English English LA	Needs endorsement 0400, 0419, 0600 or 0605
	Educator	6103 Adv Human Anat 6301 Chm Tch	Gen Sci Physics	Needs endorsements: 2600 AND 2700 or 2710 or 2800
075-102	Educator	4076-0 SPCH/ORL COM	English	Needs one of the following endorsement codes 0800, 1001, 3100 or 3700
	Educator	3006-3008 3021 3041 3044 3045	Biology Chemistry General Science	Needs Math Endorsement 5-AD
	Educator	3041-0 Alg	SLD MI BD	Add correct exceptionality code in 6 th digit

Non-Highly Qualified Teachers as shown on the Schools' WVEIS Report.
The following were listed in the school report on WVEIS as having not met the definition of highly qualified teachers (Chart 21).

Chart 21

School	Subject	Name
Beverly Elementary	MI/LD	Educator
Coalton Elementary	Self-contained. Reg. Ed.	Educator
Elkins High	Spanish	Educator
Elkins Middle	Spanish	Educator
	LD/MI	Educator
	Music	Educator
Harman Elementary	LD	Educator
	Spanish	Educator
	Math	Educator
Homestead Elementary	Reading/Lang. Arts	Educator
	Reading/Lang. Arts	Educator
Pickens Elementary/ High School	Reading/Lang. Arts (Yearbook)	Educator
	Music	Educator
Randolph County Alternate Center	Geography	Educator
	Social Studies	Educator
	Art	Educator
	Math	Educator
Tygarts Valley Middle/ High	LD/MI	Educator
	Spanish	Educator

Noncompliance per West Virginia Board of Education Policy 5202

Randolph County had one employee hired on out-of-field authorization this school year 2007-08. This was not approved by the board as required by State Policy 5202, as the personnel certification coordinator and county superintendent were unaware of the requirement. This was not listed on the West Virginia Department of Education Professional Personnel Database.

Noncompliance Long-Term Substitute

Six substitute teachers were listed on the WVEIS list. Two individuals, were in long terms assignments (Spanish and LD/BD/MI/Visually Impaired, respectively) for more than 30 working days for which they were not certified. No waiver was requested from the West Virginia Department of Education as required by State Board Policy 5202. The Certification Officer did not know that was still a requirement.

Coaches' Database

The Office of Education Performance Audits Training Manual states, "Using the Coaches' Database, check all coaches and athletic trainers to ensure they have been properly identified and hold the appropriate certification." The data base was created by the West Virginia Department of Education. However, as per the Randolph County personnel and certification coordinators, the county has never completed a Coaches' Database.

A random review of coaches and athletic trainers showed that they were certified. However, the county had five individuals whom they call "volunteer" coaches, who did not hold a valid coaching license. One individual recently completed the West Virginia Secondary Schools Athletics Commission (WVSSAC) training, but did not apply for a coaching authorization. A former coach held an expired coaching authorization (license). Others had taken and passed the SSAC training and held SSAC certificates. One "volunteer" coach had nothing on file. Both the personnel and certification coordinator believed that passing the SSAC training was all that was necessary to be a "volunteer" or non-paid coach. The certification coordinator stated that a "volunteer" could not get a coaching authorization from the West Virginia Department of Education because the position was not posted (The posting date is requested on the State application).

Note: The West Virginia Department of Education advises counties that they are not to have "volunteer" coaches and that any coach (paid or non-paid) must hold a valid license.

The following individuals, who hold an expired licenses or no license, have been approved by the Randolph County Board of Education. The coordinator of personnel stated the individuals have gone through the finger-print process.

5. An educator held an expired temporary authorization, which was effective 10-26-94 – 06-30-95.
6. The following successfully completed the WVSSAC Coaching Course:
 - An Individual - July 26, 2007
 - An Individual - March, 8, 2005
 - An Individual - August 8, 2005
 - An Individual - (Nothing on file for the individual)

Note: The Team reviewed the Educational Personnel Data Report, submitted to West Virginia Department of Education, in an effort to determine number of teachers hired on an out-of-field authorization, number of new teachers, positions not filled, etc. The report is to list the total positions posted for the year. However, the Randolph County's report only listed 16.5 of its postings. This appeared to be a misunderstanding of how to complete the report and is another example why a professional staff member should have the responsibility of personnel.

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)

Noncompliance

A review of personnel evaluations showed that signatures were often missing from forms and that timelines were not met according to W.Va. Code and West Virginia Board of Education policies.

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)

Noncompliance

According to the county's job description for the Mentor Teacher, the beginning teacher internship program did not meet the requirements of W.Va. Code and West Virginia Board of Education policy on beginning teacher internship program.

WV Code §18A-3-2b specifies that the beginning teacher internship program consist of several listed components including, §18A-3-2b (a) (4) "Mentor observation of the classroom teaching skills of the beginning teacher for at least one hour per week during the first half of the school year and which may be reduced at the discretion of the mentor to biweekly meetings during the second half of the school year" and §18A-3-2b (a) (5) states "Weekly meetings between the mentor and the beginning teacher to discuss the performance of the beginning teacher and any needed improvements, which meetings may be reduced at the discretion of the mentor to biweekly meetings during the second half of the school year."

The county submitted Policy 5900: Beginning Educator Internship Program as its county policy. In reference to components listed above, the county policy stated, "When possible, the mentor shall observe . . . at least one hour per week." The job description for the Mentor Teacher reads, "The Mentor Teacher will participate in weekly (1st semester) and bi-monthly (second semester) meetings with the newly assigned teacher(s). Five of these should be observations and two of the five will be classroom observations. A written summary of all meetings will be expected."

Randolph County must revise its county policy to comply with State Code and West Virginia Board of Education policy.

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

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)

Noncompliance

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."

Randolph County Schools has been working for approximately two years with a company to update their current policy manual.

The policy manual contained a cover sheet indicating the Randolph County Board of Education on April 2, 2007, rescinded all previous bylaws and policies. The Team met with the county superintendent and assistant superintendent and both reported they were still using policies from the "old" policy manual. If all previous policies were rescinded on April 2, 2007, then the "old policies" were no longer valid.

Missing or Incomplete Policies

The Team reviewed the new Randolph County Policy Manual and found that the following policies were missing.

1. West Virginia Board of Education Policy 4373, Student Code of Conduct, indicates the minimum components that a county Student Code of Conduct policy should contain. Randolph County Schools Policy 5500 addressed Student Code of Conduct and Randolph County Schools Policy 5600 addressed student discipline. Neither county policy addressed the different levels of violations, investigation procedures, or reporting of violation procedures. In speaking to the Superintendent and Assistant Superintendent, both indicated the levels of violations would be in all student handbooks. They also referenced their old policy manual, which as indicated above, has been rescinded. A review of the "old" policy did contain the necessary information. All student handbooks were not available for review. Some student handbooks did contain this information. This information regarding levels of student violations in student handbooks does not substitute for a county board approved policy.
2. West Virginia Board of Education Policy 5310 indicates that each county shall have at a minimum, administrative procedures for implementation of such policy, subject to approval by the State Board of Education. Randolph County Schools'

- Policy 3220 addressed professional staff evaluations, but lacked specific administrative guidelines.
3. Randolph County had not adopted a Leave Donation Policy as required by W.Va. Code §18A-4-10f. The superintendent indicated this policy was in the process in working with the company hired to update their policy manual.
 4. A Personal Leave Bank Policy was not located. According to W.Va. Code §18A-4-10, each county shall develop a personal leave bank. Randolph County Schools Policies 3320 and 4420 indicated that the county may create a personal leave bank.
 5. Federal Child Nutrition programs require each county to adopt a Wellness Policy. There did not seem to be a Wellness Policy in the Randolph County Policy Manual. The Child Nutrition Director was able to provide a copy of the Randolph County Wellness Policy. It was labeled Policy 8510. Another policy, Policy 8510, currently in the policy manual deals with the child nutrition standards. These inconsistencies created confusion and would be difficult for a county to apply/enforce.
 6. Randolph County School District Policies 3215, 4215, and 7434 addressed the use of tobacco on school grounds. Policy 3215 addressed use by professional personnel, Policy 4215 addressed use by service personnel, and Policy 7434 addressed tobacco use by outside agencies using school grounds. None of the policies addressed the appropriate interventions or enforcement steps. The Team recommended that the county develop a list of enforcement procedures to follow when an individual, especially school personnel, are caught using tobacco products. Also, there was no tobacco policy regarding student usage. The Team recommended that this policy be developed. Reference West Virginia Board of Education Policy 2422.5.
 7. A specific policy governing student substance abuse was located. The Randolph County School District Policy Manual Index indicated that Policy 5530 would be a policy on student drug prevention. Policy 5530 was not located in the policy manual.

The Team recommended that Randolph County conduct an audit of the new policy manual to include all statutory and West Virginia Board of Education policies. It may be beneficial to cross reference the previous policy manual to locate any missing or local policies that should be included in the new manual with someone assigned to oversee the process. The above list is not necessarily a complete list of policies that need to be added to the county policy manual.

Other Policy Concerns

8. Policy 5200. Attendance – The policy states, “At the beginning of each school year each school will submit a plan to encourage improved attendance to the County Attendance Director. This plan will include positive programs to be used

and alternative plans that may be needed for chronic attendance problems.” (p.10). In speaking with the attendance director, the Team found that she was aware of this provision; however, schools do not submit plans to her. She indicated this plan would be outlined in each school’s handbook, which has been approved by the Randolph County Board of Education on an annual basis. The Team reviewed Elkins High School student handbook, online, and found no mention of positive attendance programs.

9. Elkins High School Handbook - Policy 5200 – Attendance – This policy allows students to make up their work, regardless if the absence is excused or unexcused. Students will be given the opportunity to make up missed work due to absences. “The student will have the same number of days s/he was absent to make up missed assignments” (p. 7). In reviewing Elkins High School handbook, it clearly states, “Make-up work is for Excused absences only.” This violated West Virginia Board of Education Policy 4110.
10. Elkins High School Handbook – In the handbook under attendance, Randolph County Policy IB was referenced, which is one of the “old” rescinded policies.

The Team recommended that schools review their student handbook manuals/policies to be in compliance with the new county policy manual.

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 found several areas that indicated effective “leadership” could be perceived as a problem in Randolph County Schools. Examples included the following:

1. According to interviews with the President of the Board of Education and county staff, the dropout rate was high and the graduation rate needed to be improved. However, neither of these areas was addressed in the county’s strategic plan. If these areas are not made priorities in the strategic plan, then it is not likely that the county will place the appropriate resources and energy necessary to improve them. It should be noted that the county’s attendance director makes monthly presentations to the Randolph County Board of Education. Still, these problem areas were not included in the board’s priorities.
2. Budget is an issue. The county did not have an excess levy in effect at the time of the Education Performance Audit. Interviews and reviews of documents indicated a real need for additional instructional materials for classrooms and maintenance needs throughout the system. Examples of instructional materials included science textbooks at Elkins Middle School and courses available by technology at Harman Elementary/High, Tygarts Valley Middle/High, and Pickens Elementary/High School. Furthermore, technology at the outlying schools had not kept up with current technologies.

Regarding fiscal responsibility, the county board may need to consider staffing at the smaller schools and conduct an analysis to determine their feasibility. Without an excess levy the county has been forced to cut several positions. Many of these positions seem vital to the success of the school system. For example, there is no one professional administrator responsible for personnel. This fact has led to personnel practices that are not compliant with W.Va. Code and West Virginia Board of Education policy.

3. Another example of inadequate personnel administration is the issue of a certified principal at Pickens Elementary/High School. This year (2007-2008) there was a vacancy in the position and no one applied. The Assistant Superintendent of Elementary Education was named the principal without application or board approval. A position for “lead teacher” was advertised without eliminating the position of principal. Through questioning, the Team learned that the teacher who accepted the position of lead teacher was actually eligible for a professional administrative permit. The Team suggested that the position be re-advertised, if the lead teacher applied for and received the

- position, then the county should seek a permit for the person. This would provide the school a principal onsite.
4. Another example of the need for a professional administrator of personnel activities is that the matrix used to determine the most qualified applicant for a position was not completed or not completed accurately.
 5. A review of Randolph County Board of Education meeting minutes showed several areas of concern. For example, signatures of the superintendent and board president were often stamped and not signed by the respective individuals. The superintendent's secretary controls the signature stamps.
 6. It was noted that when meetings were held with the schools' local school improvement councils (LSICs), the LSIC reports were reportedly attached to the minutes. The Team member was unable to find them attached. Meetings were not conducted with each LSIC, rather the LSICs were grouped according to categories, i.e., community representatives, teachers, parents, etc., with each group meeting with one board member. After this meeting, each board member summarized the concerns of the particular group. This format did not satisfy the requirements of W.Va. Code §18-5-14.
 7. The Randolph County Board minutes indicated that several delegations made numerous appearances before the Randolph County Board of Education. Teachers at Elkins Middle Schools complained several times about the heat on the third floor of the school. It did not appear that the administration made any report back to the Randolph County Board of Education about the investigation into the problem or any relief that had been sought for the problem.
 8. Also, another issue that was brought before the Randolph County Board of Education several times was the schedule change at the Pickens Elementary/High School. Again, no response or report was brought back to the Randolph County Board of Education by the administration.
 9. During the interview with the Randolph County Board of Education President, the Team member left with impression that this position of leadership was not being used as a positive influence. He thought the dropout problem was a concern; however, it was not in the strategic plan. The Randolph County Board of Education President also stated that he thought the LSIC reports were just gripe sessions. Again, this is an opportunity to develop a positive influence to improve instruction and develop support for placing an excess levy on the ballot.
 10. The Board President also stated that he did not follow county policy when delegations appeared before the Randolph County Board of Education. He did not enforce Board policy and allowed delegations to seemingly talk without limit.
 11. The Team noted that the Randolph County Board of Education's decisions and lack of action concerning school closure, such as a recent recommendation by the county superintendent, were made based on the community's reaction rather than the students' needs, school's condition, and county's fiscal resources.

12. Randolph County Board of Education policies had been rescinded, but many were still being used. Schools policies that should have been aligned with the Randolph County Board of Education policy contained inconsistencies. This is a serious concern as policy making is the primary responsibility of the Randolph County Board of Education and ensuring that policies are carried out is the responsibility of the county superintendent.

8.1. INDICATORS OF EFFICIENCY.

8.1.3. Facilities. Schools are operated efficiently, economically, and without waste or duplication, and the number and location of schools efficiently serves the student population. (W.Va. Code §18-9D-15 and §18-9D-16 (d))

Randolph has numerous facility effective and efficiency issues as detailed in the narrative under Regulatory Agency Reviews. Although costly items are prevalent regarding facilities, basic maintenance and cleaning would improve the health, safety, and aesthetics in many of the schools.

A few of the schools have principals, staff, and volunteers who have initiated a proactive approach to improve the schools' appearance and safety.

8.1.4. Administrative practices. The school district assesses the assignment of administrative personnel to determine the degree managerial/administrative services provided schools establish and support high quality curriculum and instructional services.

Within the central office structure, it appeared that the areas of curriculum and instruction were sufficiently staffed by three administrators. One of these individuals also serves as the principal at Pickens Elementary/High School which is addressed in other areas of this report.

A supervision gap existed in the area of personnel administration. Currently a secretary receives the applications, gathers the information from the applications, and submits them to the superintendent. No one is actually in charge of personnel. Numerous documents could not be provided and one person would say that another person had them, but the documents were never produced upon request by the Office of Education Performance Audit Team.

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 instructional services.

Randolph County funds 9 professional and 3.86 service members with local funds outside the state aid formula. This does not include positions funded from Federal Funds, such as Title I and Title II. Two aides are funded through RESA VII, as well as two instructional coaches.

The loss of student enrollment in grades K-12 has been picked up with the addition of the Universal 4-Year Old Program resulting in little change in total student enrollment countywide.

All programs of study were offered in all schools according to the Assistant Superintendent of Secondary Education and “there is equity among schools.” The Team would disagree about courses provided in secondary schools other than Elkins High School in which Advanced Placement (AP), honors, Dual Credit, career/technical, and others were lacking on-site or not delivered by Virtual School. Music and the required physical education were provided in all schools.

Smaller schools have combined grades, sometimes three grade levels, which impeded curriculum delivery.

General Statement based on findings in the area of Personnel:

There is no professional staff member responsible for personnel in Randolph County. A service personnel member, is coordinator of personnel/executive secretary, and states that she has total responsibility for personnel. However, she indicated that she does not participate in the final selection of personnel. It was evident, based on observations of personnel actions, that several procedures did not meet the requirements of W.Va. Code, State Board Policy 5202, or follow grievance decisions which provide interpretations of school law.

As per the Superintendent and Assistant Superintendent of Elementary Education; they are ultimately responsible for personnel; however, the job description for Assistant Superintendent for Elementary Education, did not list “Personnel” as a job responsibility. They did not refer to the assistant superintendent of elementary education as a person in charge of personnel.

The Superintendent readily admitted that both coordinators of certification and the Assistant Superintendent of Elementary Education have little to no experience in personnel and have little to no knowledge of personnel laws and State Board of Education policies regarding personnel. Observations of the hiring and licensure procedures of personnel found that several individuals work with personnel and with no one individual who was totally responsible and could discuss comprehensively the “big picture.” The Team needed to see several individuals to find an answer that should be known by an individual responsible for personnel. Noncompliances discovered in personnel during the on-site review were for the school year (2007-2008). However, it was evident, in interviews with the personnel staff, that these errors have been taking place, most likely over a long period of time.

Based upon several noncompliances listed in this report, the Team recommended Randolph County Schools employ or reassign a current county professional administrator as Personnel Director, who can spend a majority of his/her time in that area. (This is not an “add-on” for someone who already has a full schedule of work and responsibilities.) A professional employee, (Personnel Director), would be in addition to a Certification Officer and Personnel Secretary.

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.

Randolph County School District has not demonstrated that resources have been targeted strategically to improve the learning process.

The county strategic plan failed to connect with the professional development plan, which was comprehensive, and the individual schools' plans. The county plan failed to consider specific systemwide weaknesses, specific schools, or grade levels.

A significant disparity in course opportunities existed in the outlying secondary schools. Distance learning and video conferencing equipment were absent in these schools to provide educational opportunities electronically. While funds for technology are provided by the State of West Virginia, most of these funds appeared to be concentrated in Elkins. According to the Digital Divide report, 48 percent of the computers were using still the Windows 98 operating systems. Technology is one way to equalize educational opportunities at the smaller secondary schools in Randolph County; however, the county has not utilized this resource to achieve curricular equity.

RANDOLPH COUNTY SUMMARY

The Education Performance Audit of the county school district practices in Randolph County revealed several issues directly related to student performance and providing a thorough system of education in an effective and efficient manner. The audit also revealed that several violations of W.Va. Code and West Virginia Board of Education policies have occurred.

Serious issues included:

1. Randolph County has not achieved AYP in five years.
2. Numerous schools in Randolph County exhibited health and safety issues, i.e., inoperable fire alarm systems, not handicapped accessible, general maintenance, deteriorating conditions, HVAC systems were long past their useful life, and many schools failed to provide facilities for 21st Century Learning Skills.
3. Finance audits noted some issues concerning Board fiscal procedures.
4. Personnel hiring, posting, and transfer practices were inconsistent with requirements.
5. Personnel certification requirements.
6. Lack of policy development that is consistent with West Virginia Board of Education policies and W.Va. statutory requirements.
7. Leadership. Role and functions of local board of education and superintendent leadership.

Section 14.2. of West Virginia Board of Education Policy 2320, *A Process For Improving Education: Performance Based Accreditation System* states,

Full approval shall be issued to a county board whose schools have all been issued full, conditional, or temporary accreditation status and which does not have any deficiencies which would endanger student health or safety or other extraordinary circumstances as defined by the West Virginia Board of Education. A fully approved school system in which such other deficiencies are discovered shall remain on full approval status for the remainder of the approval period and shall have an opportunity to correct those deficiencies, notwithstanding other provisions of this subsection.

Sections 17.10. through 17.12. describe the process for a county board that is found to be in noncompliance with one or more standards.

17.10. If, during an on-site review, a school or county board is found to be in noncompliance with one or more standards, the school and county electronic strategic improvement plans must be revised and shall be submitted to the West Virginia Board of

Education within 30 days of receipt of the draft written report. The plans shall include objectives, a time line, a plan for evaluation of the success of the improvements, a cost estimate and a date certain for achieving full accreditation and/or full approval status as applicable.

17.11. If an acceptable plan is presented to the West Virginia Board of Education, the county board and school(s) shall implement the plan(s) in accordance with the date certain.

17.12. If the plan submitted to the West Virginia Board of Education is not acceptable, the Director of the Office of Education Performance Audits may return the plan for modification or has discretion to modify the plan in consultation with the county board and resubmit the plan to the West Virginia Board of Education as modified.

It is the recommendation of the Office of Education Performance Audits that the West Virginia Board of Education continue Randolph County's Full Approval status and the county be given a May 31, 2009 Date Certain to correct the deficiencies in this report. If progress does not occur, as verified by a follow-up audit, the West Virginia Board of Education could issue Nonapproval status with the ensuring consequences pursuant to W.Va. Code §18-2E-5.