

# **H. B. 2387**

---

(BY DELEGATE(S) PASDON, STATLER, ROWAN,  
ROMINE, AMBLER AND ESPINOSA)

---

[Introduced January 27, 2015; referred to the  
Committee on Education.]

---

A BILL to amend the Code of West Virginia, 1931, as amended, by adding thereto a new section, designated §18-2-36, relating to a framework for initiating comprehensive transformation of school leadership; making legislative findings that provide a context for leadership that promotes instructional improvement; stating purpose of section as framework for development of needed statutory and policy changes; stating further purpose to initiate transformation through general statement of legislative intent; providing certain expectations; stating intent for process of broad

stakeholder input; requiring convening of stakeholders to assist state board; listing minimum issues to be considered for state recommendations; and requiring reports and recommendations to Legislature and Governor.

*Be it enacted by the Legislature of West Virginia:*

That the Code of West Virginia, 1931, as amended, be amended by adding thereto a new section, designated §18-2-36, to read as follows:

**ARTICLE 2. STATE BOARD OF EDUCATION.**

**§18-2-36. Framework for initiating comprehensive transformation of school leadership.**

1        (a) Legislative findings.

2        (1) The report and recommendations of Imagine West  
3        Virginia on Transforming School Leadership in West Virginia  
4        are clearly on point that school leadership and the essential role  
5        of the principal in achieving a high performing school are well  
6        documented, long studied and too often set aside. The report and  
7        recommendations also clearly recognize the value of providing  
8        teachers with authentic opportunities and resources to lead,  
9        influence professional practice, and assume shared responsibility  
10       for school and classroom improvement. The recommendations

11 related to school leadership, the role, preparation and selection  
12 of the principal and a career ladder for teacher leaders once again  
13 bring the importance of strong school-level instructional  
14 leadership, including mechanisms for career advancement for  
15 teachers in leadership roles, to the forefront of discussions on  
16 school improvement. The state board posted the report recom-  
17 mendations for comment with the intent of providing a starting  
18 point for deeper deliberation and stakeholder input.

19 (2) Among the general conclusions of the Education  
20 Efficiency Audit of West Virginia's Primary and Secondary  
21 Education System is the need to drive more educational  
22 decision-making down to the level closest to the students, to the  
23 classroom and building level, allowing principals to lead and  
24 teachers to deliver the most effective curriculum for their  
25 students, and then holding them accountable for student success.  
26 Such a system heightens the imperative for strong school  
27 leadership. The school climate and culture observed in high  
28 quality schools reflects strong leadership that develops shared  
29 beliefs and values among the staff, high expectations for all, and  
30 a safe, orderly and engaging environment. A key concept in

31 developing good school leadership and then holding schools  
32 accountable for student performance is that they have the  
33 authority, resources and flexibility to affect the outcome.

34 (3) An increasing body of knowledge concludes that unless  
35 teachers are collectively involved in the planning and implemen-  
36 tation of school improvement, it is unlikely to be sustained.  
37 Successful schools are distinguishable from unsuccessful ones  
38 by the frequency and extent to which teachers discuss profes-  
39 sional practices, collectively design materials and inform and  
40 critique one another. Even successful schools must be self-  
41 renewing systems, learning organizations marked by deliberate  
42 effort to identify helpful knowledge and spread its use within the  
43 organization. Again, leadership by the principal combined with  
44 authentic roles for teacher leaders are necessary ingredients.

45 (4) The school responsibilities for accreditation adopted by  
46 the state board to implement West Virginia's performance based  
47 accreditation system embodied in section five, article two-e of  
48 this chapter, the Process for Improving Education, include a  
49 collective and collaborative process for continuous school  
50 improvement led by the principal. The process includes data

51 analysis, goal setting, strategic planning, progress review and  
52 results analysis. It includes identifying what and where improve-  
53 ment is needed, establishing goals and a strategic plan for  
54 improved student learning, defining the roles and responsibilities  
55 of all team members, securing the professional development if  
56 needed to achieve the goals, and sharing the responsibility and  
57 rewards for the results. The principal must foster and develop  
58 distributed leadership in order to focus collective action for  
59 improved school performance. The school's faculty and mem-  
60 bers of the Local School Improvement Council must participate  
61 effectively in the self-assessment and annual and cyclical  
62 reviews of school performance to effect a process of continuous  
63 improvement.

64 (5) The prior studies and Imagine WV report in which they  
65 are cited recognize that the job of principal has become over-  
66 whelming. The report focuses on instructional leadership as the  
67 most important role of the principal, but notes that it has become  
68 a less prominent function in the overall job of being a principal.  
69 The diminished time devoted to instructional leadership has been  
70 a gradual crowding out by other necessary functions, rather than

71 a conscience choice. Just as important for high performing  
72 schools is the strong leadership role necessary for operations  
73 management, establishing the climate and culture of the school  
74 as a learning environment, and instructional leadership. All  
75 require strong leadership skills, but in a different context. They  
76 require different skill sets, all of which are needed to lead high  
77 quality schools. The reality, however, is that these many  
78 responsibilities inherent in the operation of high quality school  
79 compete for time and it is difficult for principals to do them all  
80 well. Various scenarios have been discussed for enabling a  
81 heightened focus on instructional leadership, including the  
82 introduction of school manager positions or the broader use of  
83 assistant principals in all schools to allow greater principal  
84 attention to instructional improvement. A further scenario builds  
85 upon the research that high quality schools are distinguishable by  
86 the collective and collaborative involvement of teachers in  
87 sustained school improvement. It brings a heightened focus on  
88 instructional leadership to assist, and under direction of, the  
89 principal by providing authentic opportunities for teacher leaders  
90 to participate and assume greater responsibility. This scenario

91 involves various approaches to reward excellent teaching,  
92 provide time necessary for excellent teachers to lead instruc-  
93 tional improvement, and enable excellent teachers to advance in  
94 their teaching careers and compensation in instructional leader-  
95 ship positions without leaving the classroom completely.

96 (6) Emerging research and policy direction toward distrib-  
97 uted leadership and shared responsibility for results as cited in  
98 these findings, elevate the focus for all teachers on instructional  
99 improvement, and particularly for excellent teachers to assume  
100 instructional leadership roles. In most schools today, excellent  
101 teachers rarely have authority, time, or sustained incentives to  
102 lead while teaching. Developing models for new teacher  
103 induction and mentoring for struggling teachers, and for teacher  
104 collaboration on instructional improvement all involve a role for  
105 teacher leaders. As professional educators, teachers should have  
106 an established structure through which they can advance their  
107 careers as instructional leaders without leaving classroom  
108 teaching completely. Like other professionals, teachers should  
109 be afforded an opportunity to take on more responsibility, share  
110 their expertise with other less experienced teachers and advance

111 their teaching career as teacher leaders. Like other professions,  
112 teaching should provide for a routine progression of continuing  
113 education for license maintenance and opportunities for salary  
114 advancement as additional knowledge, skill and expertise are  
115 acquired that directly affect student learning. Examples of the  
116 current leadership roles that may be performed by teachers  
117 include serving on the school leadership team, leading collective  
118 and collaborative processes for strategic improvement planning,  
119 leading teacher collaboration and establishing time for collabora-  
120 tion within the school day, leading the faculty senate, serving on  
121 the local school improvement council, supervising student  
122 teachers, serving as mentors and models for new and struggling  
123 teachers and teachers-in-residence, and helping arrange school  
124 level professional development. Ideally, in an opportunity  
125 culture for teachers, career paths and teacher pay will recognize  
126 and reward the value of excellent teaching and teacher leadership  
127 roles for extending excellent teaching to all students consis-  
128 tently.

129 (7) Education is a human resources intensive endeavor. It  
130 competes for talented professionals with other occupations with



131 higher levels of compensation, particularly in the STEM fields.  
132 While opportunities for career advancement and added compen-  
133 sation for teachers under career ladder type arrangements may  
134 improve the attractiveness of the profession for excellent  
135 teachers, it will not replace the need for general salary increases.  
136 In West Virginia and nationally, the enrollments in college and  
137 university teacher preparation programs are declining. For West  
138 Virginia particularly, the need to recruit and retain excellent  
139 teachers is exacerbated by the increasing numbers of retirements  
140 of a very senior teaching force. Increasingly important will be a  
141 variety of methods for encouraging and supporting an interest in  
142 the teaching profession, preparing the next generation of  
143 educators, actively recruiting top talent graduating from teacher  
144 preparation programs and supporting their development through  
145 the first years of their careers. In the human resources intensive  
146 business of education, human resource development should not  
147 be left to chance.

148 (b) *Legislative purpose, intent, process for stakeholder*  
149 *input; items for recommendation.*

150       (1) The purpose of this section is to provide a framework for  
151 development of the statutory and policy changes needed to  
152 support and sustain a comprehensive transformation of school  
153 leadership. A further purpose of this section is to initiate the  
154 comprehensive transformation of school leadership through a  
155 general statement of legislative intent to pursue this change in  
156 public policy and, thereby, provide assurances and parameters  
157 under which the work toward this change may proceed. It is  
158 expected that the transformation will affect both the public  
159 education system and the educator preparation programs at  
160 institutions of higher education to develop, prepare and creden-  
161 tial teacher, principal and administrative leaders to accomplish  
162 a systemic change in school leadership. It is expected that the  
163 transformation will involve multiple, and in some cases sequen-  
164 tial, steps that may require a period of years to accomplish to  
165 ensure that the necessary supports are in place to enable school  
166 leaders to meet the expectations of new roles and responsibilities  
167 and to finance the necessary improvements.

168       (2) It is further expected that the transformation will involve  
169 roles and responsibilities for leadership that may not match the

170 certification and training of all of those currently in leadership  
171 positions. Therefore, the options for implementation will need to  
172 take the existing legacy into account to minimizing cost and  
173 system disruption while bringing new models of leadership for  
174 instructional improvement to every school expeditiously.  
175 Finally, it is expected that district size and resources, school size  
176 and programmatic level, existing leadership positions, and  
177 differences in school performance may all be factors that will  
178 affect the transformation of school leadership within the various  
179 school systems and they should be afforded ample local flexibil-  
180 ity for establishing priorities and implementation within their  
181 schools.

182 (3) The findings set forth in subsection (a) of this section  
183 provide a context for considering a leadership framework that  
184 promotes instructional improvement and for determining the  
185 statutory and policy changes needed to enable it. It is the intent  
186 of the Legislature to begin this transformation through a process  
187 of broad stakeholder input to consider and make recommenda-  
188 tions to accomplish this task. Therefore, the state board shall  
189 convene the relevant stakeholders, including, but not limited to,

190 principals, teachers, superintendents, county board members,  
191 educator preparation program personnel, legislators or their  
192 designees and a Governor's designee to assist the state board in  
193 developing state board policies, practices and recommended  
194 statutory changes consistent with the findings of this section.

195 Among the issues the state board will consider are:

196 (A) Issues relating to principal leadership include, but are  
197 not limited to, the following:

198 (i) A clear definition of the role and responsibilities of  
199 principals and assistant principals in statute and policy that  
200 include leadership for instructional improvement;

201 (ii) The role and responsibilities of the principal as the  
202 legally responsible party in charge of the school with the added  
203 need for authority and flexibility to delegate responsibilities to  
204 accomplish a distributed leadership model for instructional  
205 improvement;

206 (iii) Leadership standards that include the essential role of  
207 the principal for leadership in developing a culture of collegiality  
208 and professionalism among the staff so that improving student  
209 learning is a shared responsibility;

210       (iv) The scope of topics to be covered in the preparation  
211 programs and certifications for principals and assistant princi-  
212 pals;

213       (v) A process of preparing new principals that may include  
214 clinical experiences and mentoring through a partnership  
215 between higher education and county boards. It may include a  
216 commitment of county board resources to assist in the training,  
217 as well as a commitment from the candidate to stay in the system  
218 for some period of time;

219       (vi) The additional school-level tools needed to give good  
220 principals the flexibility and authority necessary for success,  
221 including additional independent, school-level authority needed  
222 to adequately fulfill the responsibilities;

223       (vii) A method of implementation under which the capacity  
224 of the principal for leading is a condition precedent to implemen-  
225 tation of methods for distributed leadership;

226       (viii) Limitations on the employment of new principals to  
227 those candidates prepared and credentialed under the new  
228 standards, or some comparable standards approved by the state  
229 board, and limitations on the applicability of Master's degrees in

230 education administration for advanced salary classification if  
231 earned after a certain date following state board approval of a  
232 new preparation program; and

233 (ix) Differentiation and improvements in the salary sched-  
234 ules and increments for principals subject to the newly defined  
235 roles and responsibilities for school leadership.

236 (B) Issues relating to teacher leadership include, but are not  
237 limited to, the following:

238 (i) Various approaches that reward excellent teaching,  
239 provide authentic opportunities for excellent teachers to influ-  
240 ence professional practice and enable excellent teachers to  
241 advance in their teaching careers and compensation without  
242 leaving the classroom completely include, but are not limited to,  
243 incentive increments, career lattice steps and career ladder  
244 positions;

245 (ii) Incentive increments that provide additional increments  
246 in the salary scale for advanced degrees, approved course work  
247 or advanced certification in the teacher's area of certification and  
248 for excellent teaching;

249        (iii) Career lattice steps that provide extra pay and/or extra  
250 time for teachers for specific types of assignments made by the  
251 principal or, in some cases, by the faculty senate for instructional  
252 and school improvement. These will not be a permanent step and  
253 may change or involve different teachers and team members  
254 from time to time depending on the needs of the school and the  
255 ability of teachers to participate;

256        (iv) Career ladder steps that are permanent steps for master  
257 teachers who possess the appropriate leadership certification to  
258 progress in teacher leadership positions with additional compen-  
259 sation and reduced teaching load to assume duties under the  
260 direction of the principal without leaving the classroom com-  
261 pletely;

262        (v) A clear definition in statute and policy of the role and  
263 responsibilities of career ladder teacher leaders that includes  
264 leadership for instructional improvement;

265        (vi) Career ladder teacher leader standards that include the  
266 essential role of leadership in developing a culture of collegiality  
267 and professionalism among the staff so that improving student  
268 learning is a shared responsibility;

269        (vii) The scope of topics to be covered in the preparation  
270 programs and certifications for career ladder teacher leaders;

271        (viii) Limitations for the number of teachers in career lattice  
272 positions and for the number of teachers in career ladder  
273 positions, separately, for schools of different size and program-  
274 matic level; and

275        (ix) An additional incentive increment in the salary scale for  
276 excellent teachers and principals who accept transfer to a low  
277 performing school for a certain number of years.

278        (C) Issues relating to a leadership development pipeline  
279 include, but are not limited to, the following:

280        (i) A comprehensive leadership development process for  
281 school systems to identify, recruit and train outstanding leader-  
282 ship candidates consistent with numbers needed to meet the  
283 projected needs of the school system;

284        (ii) A method for school-level identification of those  
285 teachers who most clearly demonstrate budding leadership  
286 qualities as potential candidates for development into the career  
287 ladder teacher leaders, assistant principals and principals of the  
288 future;



289 (iii) Appropriate school district and higher education  
290 partnerships for preparation, support and credentialing at each  
291 step so the focus on instructional leadership will become  
292 pervasive; and

293 (iv) Allowances that may be necessary to fill positions  
294 during the transition to new leadership models.

295 (D) Issues related to local and state systems of support  
296 include, but are not limited to, the following:

297 (i) Information management tools that enhance the capacity  
298 of school leaders and leadership teams to quickly assemble  
299 performance information on student learning and other aspects  
300 of the school's learning environment into the actionable intelli-  
301 gence needed for strategic planning, adjusting instructional  
302 strategies and focusing on individual student needs;

303 (ii) School-level tools or resources that give principals a  
304 flexible, timely and targeted way to meet the professional  
305 development needs of teachers at their school;

306 (iii) Methods to help ensure the uniformity and inter-rater  
307 reliability of the portion of the professional personnel perfor-  
308 mance evaluation based on teaching standards;

309 (iv) Additional state-level infrastructure that may be needed  
310 to support the additional credentialing and monitoring of course  
311 work and degree attainment for salary progressions and new  
312 leadership positions;

313 (v) Methods to support, encourage and facilitate school-level  
314 leadership for instructional improvement, to endorse and  
315 encourage innovation to improve the success of all students  
316 rather than rely on top-down enforcement of one size fits all  
317 approaches to education; and

318 (vii) Methods to establish an emphasis on human resource  
319 management including, but not limited to, approaches to  
320 improve the position posting and recruitment of new graduates  
321 for shortage area positions, and improving the retention of new  
322 professional personnel.

323 (c) Reports and recommendations to Legislature and  
324 Governor.

325 (1) Not later than regular session of the Legislature, 2016,  
326 the state board shall make a report to the Joint Standing Commit-  
327 tee on Education and the Governor on transforming school  
328 leadership including, at a minimum:

329       (A) Recommendations on a general leadership structure and  
330 definitions of the roles and responsibilities for principals and  
331 teacher leaders;

332       (B) Identification of affected statutes and policies, including  
333 pending and completed policy revisions, and recommendations  
334 for statutory amendments, if any, needed to effectuate its  
335 recommendations;

336       (C) An outline of sequential implementation of the changes  
337 needed to transform school leadership, and recommendations for  
338 phased implementation, if any; and

339       (D) The estimated costs of implementation of the recommen-  
340 datations and statutory changes necessary to effectuate the  
341 recommendations.

NOTE: The purpose of this bill is to initiate a comprehensive transformation in school leadership through a process that includes broad stakeholder input under the State Board of Education to assist it in developing recommendations to the Legislature and the Governor.

To guide this work, the bill includes findings on the strong leadership observed in high quality schools that develop a climate and culture of shared beliefs and values among the staff, shared responsibility for results and high expectations for all. The findings also discuss various approaches to reward excellent teaching, provide time necessary for excellent teachers to lead instructional improvement, and enable excellent teachers to advance in their teaching careers and compensation in instructional leadership positions without leaving the classroom completely.

Areas for consideration for recommendations to the Governor and Legislature include the role and responsibilities of principals for instructional improvement with corresponding changes in preparation, support and tools needed to succeed; authentic opportunities for teachers to lead instructional improvement and receive additional compensation as teacher leaders; the pipeline for leadership development; and the support systems and school-level flexibility required under the new leadership model.

This section is new; therefore, it has been completely underscored.