



Report of the West Virginia Board of Education's Commission on School District Governance and Administration

**Balanced Governance:
Improving Educational Performance & Fiscal Efficiency**

October 23, 2014



**WEST VIRGINIA BOARD OF EDUCATION
2014-2015**

Gayle C. Manchin, President
Michael I. Green, Vice President
Tina H. Combs, Secretary

Thomas W. Campbell, Member
Robert W. Dunlevy, Member
Lloyd G. Jackson II, Member
L. Wade Linger Jr., Member
William M. White, Member

Paul L. Hill, Ex Officio
Chancellor
West Virginia Higher Education Policy Commission

James L. Skidmore, Ex Officio
Chancellor
West Virginia Council for Community and Technical College Education

Michael J. Martirano, Ex Officio
State Superintendent of Schools
West Virginia Department of Education

Acknowledgments

The Commission would like to acknowledge the hard work and dedication of the following Commission members, consultants and advisers who worked on behalf of the Commission and provided invaluable service over the past two years on behalf of the schools and students of West Virginia.

WVBE Commission on School District Governance and Administration

Members:

- Thomas W. Campbell, CPA, Member, West Virginia Board of Education, chair*
- Tina Combs, Member, West Virginia Board of Education
- Sallie Dalton, Greenbrier County Schools Superintendent, Lewisburg, West Virginia*
- Doug Lambert, Pendleton County Schools Superintendent, Franklin, West Virginia*
- Kathy Parker, President, Braxton County Board of Education, Sutton, West Virginia
- Karen Price, President (retired), West Virginia Manufacturers Association (retired during service on Commission), Charleston, West Virginia
- Jack Rossi, Immediate Past/Presiding Member, Arnett Foster Toothman PLLC (resigned August 2013/rejoined Commission June 2014), Charleston, West Virginia
- Harry “Chip” Shaffer III, Esq., Shaffer & Shaffer, Madison, West Virginia
- Bill Smith, Cabell County Schools Superintendent, Huntington, West Virginia
- Newton Thomas, ITT Carbon Resources (retired), Charleston, West Virginia*
- Dana Waldo, Senior Vice President/General Manager – West Virginia, Frontier Communications, Charleston, West Virginia

Persons appointed to advise the Commission:

- James B. Phares, Ed.D., Former State Superintendent of Schools (retired June 30, 2014)
- Charles K. “Chuck” Heinlein, Deputy Superintendent of Schools
- Heather Hutchens, Esq., General Counsel, Office of Legal Services, West Virginia Department of Education
- Joe Panetta, Assistant State Superintendent, Division of Student Support Services, West Virginia Department of Education
- Nick Zervos, Executive Director, Regional Education Service Agency 6, Wheeling, West Virginia

Persons providing expertise and logistical support to the Commission:

- Donna Peduto, West Virginia Board of Education Director of Operations
- Virginia Harris, Administrative Assistant/Secretary to the West Virginia Board of Education
- Sterling Beane Jr., Chief Technology Officer, West Virginia Department of Education as well as several members of the West Virginia Division of Technology Staff
- Members of the West Virginia Division of Technology staff

Finally, we most especially want to recognize the efforts of Sharon Harsh, Ed.D., director of the Appalachia Regional Comprehensive Center (ARCC) at ICF International, and Karen Larry, a member of the ARCC State Coordination Team for West Virginia. ARCC provided considerable support to the Commission and West Virginia Board of Education and is commended for its exemplary policy work and guidance to the West Virginia Board of Education.

Members of the Commission Facilitation Team, which, along with Dr. Thomas Alsbury, authored and vetted this report. Barbara L. Parsons, Ed.D., president of the Monongalia County Board of Education, was appointed by Chairman Campbell as an advisory member of the Facilitation Team. Howard M. O'Cull, Ed.D., West Virginia School Board Association executive director, also was appointed by Chairman Campbell as a member of the Facilitation Team and helped draft various segments of the report.

Report Consultant

Thomas L. Alsbury, Ed.D., is professor of educational leadership at Seattle Pacific University and a former teacher, principal and district administrator. He currently co-directs the national University Council for Educational Administration (UCEA) Center for Research on the Superintendency and District Governance. Dr. Alsbury is the founder and president of Balanced Governance Solutions™, an education consulting group focused on improving school governance. Dr. Alsbury is listed as the foremost expert on school governance by The Associated Press and has consulted on school governance issues in 12 countries and across the United States. He has produced more than 50 publications on school board and superintendent research. His 2008 book “The Future of School Board Governance: Relevance and Revelation” earned him the UCEA Culbertson Award for significant contributions to education leadership research. The latest contribution is the completion of an international school board survey in the U.S., Denmark, Sweden, Norway and Finland, and an upcoming book of board tools for effective practice is expected in 2015 from Harvard Press.



Dr. Alsbury's preferred contact information is 919-961-3496 or alsburyt@spu.edu.

Table of Contents

Executive Summary by Thomas Campbell, member, West Virginia Board of Education.....	4
Recommendations Summary	5
Foreword.....	7
Comments/Stakeholder Input	
County Boards of Education	8
County School Superintendents	12
School Principals	13
West Virginia Legislature.....	14
West Virginia Board of Education.....	15
West Virginia Department of Education/State Superintendent of Schools	16
Regional Education Service Agencies	17
Report Preamble.....	18
Focus on Student Achievement	18
County Board Focus on Instructional Improvement	18
The Need for Incremental Change	19
Report Overview	20
West Virginia Balanced Governance Model™	21
Research Support for Balanced Governance	22
Long-Term Recommendations by the Commission	23
Regional Education Service Agencies	
Focus on Innovation Rather Than Compliance	30
Short-Term Recommendations by the Commission.....	31
Improving Governance Efficacy	31
Service Cooperatives.....	32
Fiscal Flexibility	33
Consolidated Governance for At-Risk Districts.....	34
Recommendations Summary	35
References and Further Reading	37
Addendum A: West Virginia Balanced Governance Model™	39
Addendum B: District Governance Improvement Model	40
Addendum C: Sample External Board Evaluation Element	41
Appendix I: Commission on School District Governance and Administration Charter	43
Appendix II: County Board of Education Central Office Expenditures 2012-13.....	44
Appendix III: County Board Member Compensation 2012-13.....	45
Appendix IV: Number of County Administrative Personnel 2013-14.....	46
Appendix V: RESA Revenues and Expenditures 2012-13.....	47
Appendix VI: Number of Public Schools 2013-14.....	48

Executive Summary

As a West Virginia Board of Education member and chair of the WVBE's Commission on School District Governance and Administration, the Commission took its charter, as initiated by the governor and as established by the WVBE, very seriously.

Point 4 of that charter became the focal point of our deliberations. That point in the charter states, in part, "The Commission will make recommendations for restructuring or remaking the system of local boards of education in order to more efficiently provide students in all counties, particularly students in the smallest counties, with the same high-quality education."

Members of the Commission were heavily student- and classroom-focused and became more so as we heard from numerous presenters, public education stakeholders and educational researchers.

The Balanced Governance model expressed in the report became apparent to the Commission during our work. I don't think anyone had this in mind as we started our work. Various "all or nothing" options were considered such as consolidating the 55 districts into the eight Regional Education Service Agencies (RESAs) or eliminating the RESAs, thus expecting the 55 districts to do more.

In the end, with the wide disparity of needs and culture and geography in West Virginia, the Commission favors keeping the county school districts but changing their focus to be predominantly on improving student achievement.

In turn, the Commission favors keeping the RESA concept but changing these agencies so their focus is more on serving the needs of the 55 school districts as expressed by the districts themselves. This approach is coupled with an emphasis on eliminating administrative overhead at the district level and dealing with it more efficiently on the regional level.

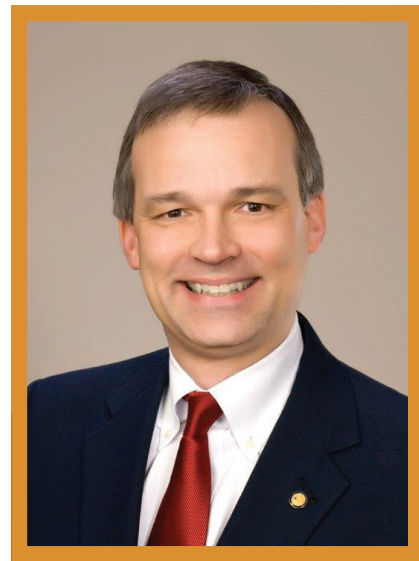
It should be noted that the above points were reiterated by 17 regional meetings the West Virginia School Board Association held in 2013 and 2014 as required by House Bill 2940, legislation directed to focusing county board attention to a shared-services approach both to effect efficiencies and to end duplication of central office administrative positions. Additionally, under the House Bill 2940 approach, some county boards will be able access high-quality curriculum and instructional positions or services.

In order to better accomplish these objectives, the Commission soon will recommend a realignment of RESA regions.

The fewer administrative centers left to administer should also lessen the need for staff at the department level for administrative oversight and increase the ability of the Department to support unique needs in each of our districts.

We strongly believe that our focus of governance throughout the system must move from compliance to fostering innovation.

Research from the Commission's consultant, Thomas L. Alsbury, Ed.D., and common sense tell us that education boards that positively influence student achievement gains are characterized by their use of a balanced approach to governance, and that is what we enthusiastically recommend to help our children succeed and for West Virginia to become a leader in education reform.



Please take the time to read the Commission report. To expedite your reading, a Recommendations Summary can be found on pages 5-7. Just reading this summary, however, does not provide the context for our deliberations since March 2013. Thus, please read the entire report.

— Thomas W. Campbell, member, West Virginia Board of Education/chair, West Virginia Board of Education Commission on School District Governance and Administration, October 2014

Recommendations Summary

The following is a summary of the recommendations to the West Virginia Commission on School Governance and Administration to move toward improved school governance effectiveness and efficiency.

Long-Term Recommendations

- The Commission recommends the restructuring of the state's Regional Education Service Agencies (RESAs) with changes to be developed, piloted and implemented over the next five years.
- Use of WVBE Policy 2320, A Process for Improving Education: Performance-Based Accreditation System, to allow school districts, as stipulated in the Policy, discretion in "...local decision-making on how to change school and classroom conditions in ways that improve student performance and well-being..." (§6.3.a.1, §6.3.a.3). The Commission has determined that the West Virginia Office of Education Performance Audits (OEPA) is best-equipped to catalog and disseminate best practices that will encourage county boards to both make these changes and to implement a Balanced Governance™ approach as described within the Commission's report. The West Virginia School Board Association and other similarly-situated entities, working in collaboration with OEPA and the WVBE, is encouraged to make recommendations to the Legislature regarding proposed statutory changes that will result in enhanced improvements in student performance. Innovation Zone (IZ) and Innovation School District practices having had exemplary results should be cataloged and disseminated to county boards and education constituency groups
- Use of WVBE Policy 3236, which authorizes the WVBE to establish "Innovation School Districts" to pilot the first steps of what is known as Balanced Governance™. Balanced Governance, as embraced by the Commission, is designed to provide greater focus, especially at the county board level, on improving student achievement, in large part by shifting appropriate managerial functions to the regional level over a five-year period. The Commission concludes that the result not only will be enhanced student achievement but also realization of various efficiencies, especially less duplication of central office administrative services between and among county boards, given the persistent declines in student enrollments most school districts face.
- In order to best effectuate efficiencies, the Commission recommends the restructuring of the RESAs, with changes to be developed and implemented over the next five years. While the Commission considered various alternatives to RESAs, in terms of regional service delivery, RESAs are extant and are best positioned to provide regional services. To effectuate these, RESA regions may need to be altered. The Commission also will make several reportage and accountability recommendations regarding RESAs. These are being finalized. Additionally, it is incumbent upon the WVBE to determine the ways and means, including timelines, for implementing various Commission Report RESA recommendations, including process and evaluative criteria.
- The WVBE, in conjunction with OEPA and such other entity or entities as the WVBE may determine, is encouraged to develop the necessary policy directives and/or to recommend required statutory changes that will address changes in county boards of education membership due to elections that could result in loss of sustained county board focus on student achievement. The Commission believes the other recommendations included in its report will address some of these concerns, but that more directed interventions may be necessary to ensure that county boards and/or county board leadership consistently focus on heightened student achievement objectives.

- Clarify Policy 2320 to ensure that the focus of accountability and control for reform processes resides with the local school site. This can be accomplished in large part by requiring all county boards to maintain a continuous Strategic District Innovation Team™ (Alsbury, 2015). This Team, in conjunction with the Local School Improvement Council and the Faculty Senate, will administer an Organizational System and Capacity Monitoring (OSCM) Instrument (Alsbury, 2015), and develop and implement an Organizational Capacity and Sustainability Action Plan (Alsbury, 2015). See the District Governance Improvement Model in (Appendix B).

Short-Term Recommendations

- Existing WVBE policy and, as applicable, State Code, should be modified to ensure adequate and continuous evaluation of county school boards to improve their effectiveness. The West Virginia School Board Association should develop evaluation instruments and ensure their implementation and effectiveness, subject to WVBE approval. Modified policy should include a required annual board self-assessment using an instrument of the boards own choosing, and a required biennial assessment by an outside evaluator approved by the West Virginia School Board Association.
- County boards should be provided greater flexibility for use of the Public School Support Program (PSSP) as articulated through enabling legislation and any resultant WVBE policies, rules and regulations needed to effectuate this legislation and to ensure accountability.
- The Commission also recommends that greater PSSP discretion be tied to districts' demonstrated commitment to embracing the efficiencies regional services can provide.
- WVBE policy 2320 should be modified to ensure local accountability at the district or school level for student improvement to require county boards to adopt an Organizational System and Capacity Monitoring (OSCM) Instrument™ and to develop and implement an Organizational Capacity and Sustainability Action Plan™ (See the District Governance Improvement Model in Appendix B).
- WVBE Policy 2510 should be modified to require each school district to establish a Strategic District Innovation Team™ to monitor and address organizational system barriers to innovation.
- County boards should be required to develop county-wide student achievement goals, objectives and means of accountability.
- School principals, in their efforts to effectuate heightened student achievement, are encouraged to involve Local School Improvement Councils (LSICs) and faculty senates in these efforts in a way that is meaningful and productive and which honors the strong, incumbent role of the principal as the site or school instructional leader.
- WVBE Policy 2320, A Process for Improving Education: Performance-Based Accreditation system should be amended, as necessary, to ensure focus of accountability and control for reform processes reside, to the degree appropriate, at the local school site. This may be accomplished, in part, by the use of the OSCM Instrument, including an LSIC.
- The Commission recommends establishment of a formalized induction program for persons who aspire to become county superintendents. Any such program and any resultant professional development for county schools superintendents must be typified by proper policy to require and provide quality controls, including an external governance of such a program similar in format to that of the County Board Member Training Standards Review Committee (TSRC), a statutory committee (§18-5-1a) that is responsible, under WVBE auspices, for county board training endeavors.
- The WVBE must ensure that training efforts both for county board members and county superintendents require joint school board/superintendent professional development. This is a key Commission recommendation and is central to the success of Balanced Governance™ elements.

Foreword

“Our report will result in efficiencies being pushed up and the organization and coordination of the activities of schooling pushed down to the classroom. This approach will create an environment where every student matters, where every student will succeed, and where every student will be prepared for lifelong learning, for the career of his or her choosing, and where persons involved in the educational system – the school bus operator, the classroom teacher, the school principal, the governor, county boards – contribute to a greater whole, advancing teaching and learning without apology as to societal factors working against students. Rather, we envision a school system whose focus is not measured solely by testing and assessments but rather by the contributions one, so educated, can and will be prepared to make in order to advance society.”

— Comments from a member of the West Virginia Board of Education’s Commission on School District Governance and Administration in regard to the Commission’s September 2014 report

In presenting this report of the WVBE’s Commission on School District Governance and Administration, we make the following acknowledgment: Since the Commission’s establishment in March 2013, we have met 19 times.

We discovered quite early in our deliberations the complexity of the questions that confronted the Commission.

Thus, our report is not comprehensive in the sense of addressing all the issues of greater magnitude facing the public education system in West Virginia. As a Commission, however, we narrowed our focus, concentrating on seven larger aspects of the system:

The Balanced Governance model expressed in the report became apparent to the Commission during our work. I don’t think anyone had this in mind as we started our work. Various “all or nothing” options were considered such as consolidating the 55 districts into the eight Regional Education Service Agencies (RESAs) or eliminating the RESAs, thus expecting the 55 districts to do more.

County boards of education

Comments from Commission members

"I am still questioning the caveat of declining student population as the sole criterion to designate a troubled school district. There are other factors that also contribute to a county's demise. I would respectfully request policymakers paying attention to the truer listing of factors — poor student enrollment, financial troubles, dysfunctional board of education, declining enrollment — there are too many factors that weigh on school-system efficiencies."

"The county board must set its agenda to reflect the governance of the system not the management of the system."

"Train [county board members] specifically, continually and effectively on all legal issues and boardsmanship. Monitor effectiveness of boards and provide direction and support to failing boards. Allow for regional trainings so that individual boards receive training that is specific to the unique needs of the local board. Large trainings with 55 boards are seldom effective, as they do not permit individualized study about specific issues that plague certain boards. Require boards to receive training annually when performance issues are identified, e.g., financial issues, high number of grievances, continual legal problems and poor board relationships between members."

In issuing this report, we readily acknowledge that county boards of education must adapt or be fitted into a future varying greatly from how boards operate currently. In a large sense, we believe county boards must embrace a more refined role, concentrating on leadership of the school district as emphasized by monitoring and oversight and securing the information to reach West Virginia Board of Education objectives in terms of student achievement ambitions or goals.

The transition of such a new, concentrated role will not be easy. Moreover, some county boards may not welcome such a role, given their position as locally elected political officials beholden to an electorate whose interests may not align with making the tough but essential decisions that must be made to advance their systems, including student achievement. Examples of such decisions are numerous — the need to provide fiscal stability, which may require reductions in personnel beyond that allowed by the state's Public School Support Program (PSSP); the need in many districts to reorder school boundaries — if not merge or consolidate schools even across county lines — due to persistent declines in student headcount; and the need to focus on student achievement instead of what are often the more tangible, managerial aspects of the position, the resolution of which may garner broad board support but also may lead to avoiding the very hard decisions.

Moreover, to "move" the county board focus from a greater concentration on management considerations to governance, WVBE policies, rules and regulations and state Code will require extensive review. Indeed, county boards must consider certain agenda items that are not necessarily related to student achievement. Lastly, county boards and county superintendents will need to receive considerable training and development to secure a student achievement-focused agenda.

In terms of its response to the *Education Efficiency Audit of West Virginia Primary and Secondary Education System* (Public Works LLC, January 3, 2012), the WVBE examined this issue:

“The system of 55 local county boards of education and all the associated administration has been the ‘third rail’ of educational politics, but the Board has determined that a meaningful dialogue surrounding this issue must occur. Currently in West Virginia, 28 county school districts have fewer than 4,000 students, 14 districts educate less than 2,000 pupils, and seven counties have fewer than 1,400 students, the approximate enrollment necessary to meet minimum fixed costs under the state aid formula. Most of the smaller counties also have smaller tax bases than the larger counties and some even lack the financial support that a robust excess levy provides. Nevertheless, these smaller counties must meet the same state and federal requirements, regardless of their total budgets and, more important, the students in these small counties are entitled to the same high-quality education as students in larger, more-affluent counties. These mandates make it necessary for smaller school systems to provide most of the same services as larger, more affluent county systems, whether by filling extra positions or tasking staff with multiple functions. The Legislature has made accommodations in the state aid formula and elsewhere to provide relief for the smaller counties, but at some point the shifting of resources this necessitates is not particularly just. In fairness, and in the spirit of providing an ‘efficient system of schools,’ the inefficiencies of replicating services 55 times in West Virginia must be addressed.

“The Board agrees that West Virginia Department of Education should establish an initiative to help small counties create job-sharing arrangements, wherever possible. We urge a broader view, however, and suggest changes to the context of the system of 55 local boards of education and the unique needs of their students.

“Citizens, especially parents of school-aged children, deserve to have a body where they can voice their concerns. Today, the 55 local school boards meet that need, but there is no constitutional mandate for that particular organization, and there are good reasons to search for more efficient ways to provide those forums without all the costs associated with their current administrative attachments.

“In no other area of education in West Virginia is there a clearer reason to put the needs of the students above the desires of the adults and to find a way to restructure or remake the system of local boards of education.”

(Emphasis by WVBE.)

Note: *The Education Efficiency Audit of West Virginia’s Primary and Secondary Education System* [Public Works LLC] and the West Virginia Board of Education’s “From Audit to Action,” are hereafter referred to as The Audit and The Audit Response, respectively. These documents can be accessed electronically, the links being: <http://www.governor.wv.gov/initiatives/satf/Documents/WVDE%20Report%20Appendix%20A%20Final.pdf> and <http://wvde.state.wv.us/policies/audit-response.html> respectively.

Additionally, Gov. Earl Ray Tomblin alluded to these concepts in his 2013 State of the State address, saying:

“Over the past 30 years, we have seen a 26 percent decrease in student population. I believe the community, especially parents, should always have access to locally elected officials who oversee their schools. But that does not mean we can and should provide all the current administrative overhead to each of our 55 county school boards. We must become more efficient...”

Refer to this electronic link: <http://www.governor.wv.gov/media/pressreleases/2013/Pages/GovernorTomblinDelivers2013StateoftheStateAddress.aspx>

Of course, several aspects of these issues must be placed in context, including fiscal matters concerning the 55 county boards of education:

Accordingly, based on West Virginia Board of Education information, a total of 609.44 central office administrators, are employed by the state's 55 county boards (FY14). The positions include:

- Superintendent
- Assistant superintendent
- Administrative assistant
- Director/manager of instructional programs
- Director/coordinator of support services
- Chief school business official
- Child nutrition director

The estimated salary and benefits costs for employing these persons total \$64.8 million.

In terms of county boards members, the state's 275 county board members received \$1.4 million in compensation in FY13.

Based on WVDE information, the state spends \$115.9 million on central office costs, based on FY13 figures. This includes \$54.7 million for general administration costs and \$61.1 million for central services.

According to WVDE methodology, general administration includes:

- Costs for the state's 275 county board members
- Executive administration, namely for the county schools superintendent and assistant superintendent offices

Central services include:

- Business office
- Purchasing, warehousing and distributing services,
- Planning, research, development and evaluation services
- Personnel services
- Administrative technology services

Note: The above costs do not include costs related to facilities.

Refer to the Appendix for more detailed information.

In terms of the state and condition of county boards in West Virginia, state policymakers often acknowledge the vigor with which the West Virginia School Board Association promotes exemplary county board service and accountability for such among its members, especially through efforts such as training and development. Let it be widely known, however: These measures will not usher the *kind* of county board leadership the Commission envisions.

Unless or until regional governance models emerge, the type county board leadership the Commission envisions will require reordered thinking throughout the public school system, including revised expectations for the county board position, heightened emphases on broader aspects of county board governance, lesser county board emphasis on day-to-day details that seemingly attract some members to seek or, more important, retain their positions, and greater reliance on structures such as oversight and monitoring as a county board emphasis or focus.

As alluded to, however, county board members are elected from among citizens in their districts and, as such, represent district will and thinking on issues. To separate county board members from this validation of their political role, turning these elected officials into educational governors immersed in a policy emphasis locally more so than addressing or seeking to address issues of concern to citizens of seemingly “smaller” magnitude, may have the effect of empowering non-elected but nevertheless organized, forceful groups.

As William Paley, English clergyman and utilitarian philosopher observed, “What is public history but a register of the successes and disappointments, the vices, the follies and the quarrels of those who engage in contention for power?”

Or, as Woodrow Wilson stated, “There must be, not a balance of power, but a community of power; not organized rivalries, but an organized peace.”

Philosophy and fancy quotes aside, and besides the issue of public representation, if we eliminate or remove county board decision-making, the county superintendents and school principals will face more public and politically driven issues and pressures, having no local governmental entity with which to refer these matters for local resolution.

Thus, any substantive changes in county board role and function that might occur must change over a span of time, as we say in this report, so the public education system as a whole and its constituents can adapt to these changes.

Last, various policy actors must assist in ushering in this change and those so “assisting” must be cognizant of the need for citizen inquiries — if not requests — to be addressed during this transition.

County superintendents

Comments from Commission members

“Local superintendents would be involved in the management of their faculty and would have authority to hire the most qualified, highly motivated staff available. It would be possible to dismiss faculty who underperform. This highly trained and effective faculty would be granted creative license to design curriculum and teaching strategies that maximize student achievement in their individual classrooms.”

“Superintendents must have the freedom to run as efficient a system as possible and be given the authority and mandate to cooperate with other superintendents across political boundaries.”

“There is no document by which boards and the superintendent set a true strategic plan for the system. This would require extensive development and training in order that a document would reflect well on the system and show a meaningful plan, not a compliance activity.”

No educational leadership role is in more need of examination than that of the county superintendent position. It is of paltry value to embrace new leadership roles for county boards without attending to the needs of county superintendent leadership.

While we recommend a statewide induction program for persons who aspire, at some point in their professional career, to become county superintendents, we recognize that the primary focus here should be on improving student achievement. As we say in this report, county superintendents, in fulfillment of their statutory role as the chief executive officer of the county board (§18-4-10[1]), must continue to focus on the role of district instructional leaders as well as to serve their school districts in terms of being the lead school administrator or manager, providing the informational or referent leadership necessary for the advancement of the county school system.

Just as with county boards, county superintendent professional development must be focused on role change and revision. Thus, as a matter of professional practice, county superintendents should endeavor to participate in a wide variety of training venues that concentrate on the advancement of student achievement.

School Principals

Comments from Commission Members

“Principals would monitor progress in the classroom and provide teachers with the support needed to achieve their goals.”

“[What are the consequences for teachers] who don’t meet standards with schools then failing to achieve academic progress. ... It falls on the administrator or the school principal. Of course, you can’t release all the teachers, and we are in a capacity to lead, but often our hands are tied against what is needed to be accomplished by outdated and antiquated rules and regulations. ... We cannot keep holding onto 20th-century personnel laws and then expect 21st-century assessment results. We must give principals as much freedom as possible to achieve their goals.”

“We must adequately compensate those in Leadership roles — the school systems today aren’t the ones you attended years/decades ago. Much more accountability, management and leadership is expected — far more than anyone could imagine.”

While this report does not delve greatly into the role of school principals, we do observe that principals play a pivotal role in terms of site or school curricular or instructional leadership — a feat accomplished amid other demands and duties that have been placed on the position over the last several years. Moreover, expectations for school principals vary among county boards and even within districts.

Finally, we note that the WVBE has considered a recent report regarding the principalship in West Virginia, “Transforming the School Principalship: A Framework of Promising Practices and Bold Actions,” as prepared for Imagine West Virginia by ICF International. This report holds promise in focusing needed attention on the role, including the transformative role school principals can have in West Virginia.

West Virginia Legislature

Comments from Commission members

“Provide adequate and equitable funding of school system. Create a framework where boards can cooperate to maximize efficiencies. Provide legislative framework within which professional educators can do their job.”

“Look for ways to reduce the amount of laws that have school systems in a stranglehold. For every piece of code added, take one away.”

“Lawmakers must quit pandering to those few that whine when their way is not embraced. Blanket statements without justifiable data are wrong and need to be addressed prior to jumping to conclusions. Government was made to work slowly and embrace change gradually — follow that standard.”

As the Commission report notes, legislative changes or endorsement will be necessary for the fulfillment of several of our recommendations. The Commission notes that the Legislature has several roles to play in public education, including constitutional duties regarding funding the public education system. We, however, concur that the Legislature can and must play other roles as well — even serving, at times, as a check on education policy, expressed via statute and/or funding.

While the Commission notes that legislators are often accused of pandering to organized interest groups, legislators may approach their education policy-making role in terms of seeking to ameliorate among various competing objectives and, in doing so, settle for legislative remedies attuned more to compromise than to policy objectives that appear to be narrower, thereby restricting local policy flexibility.

Moreover, as Theodore Lowi observed, classic liberalism and capitalism have vanished as public philosophy norms or referents and have been replaced by interest-group liberalism. In “The End of Liberalism: The Second Republic of the United States,” a book first published in 1969 and revised a decade later, Lowi suggests that rather than solving problems, American politics has become highly influenced by interest groups with which politicians associate. A similar point is made by West Virginia author and Duke University law professor Jedediah Purdy, who writes in the July 2014 issue of Salon magazine, “The real denial is structural, not rhetorical. It’s made up of policies that conceal difficulties and conflicts. This is the denial that we have to overcome in order to come to grips with the problems.” Indeed, these may be valued comments, reflecting on the state of contemporary representative governance.

West Virginia Board of Education

Comments from Commission members

“Make the state Board of Education an education policy board responsible for setting and monitoring academic standards and achievement throughout the school districts in West Virginia. They would also serve in a key advisory capacity to the Legislature and the governor for policies that further academic achievement, not administrative detail. They would actively seek information and recommendations from the districts with regard to removing roadblocks to achievement. They would monitor local board goals and objectives for progress and seek ways to support improvement. They would report aggregate progress to the public and the Legislature.”

“Allow flexibility in reaching the goals set forth without cumbersome reporting requirements. Local control with accountability will increase creativity. Thus, [the state Board of Education] should set academic expectations and standards for all levels of students appropriate to their unique needs, [delegating] achievement outcomes to the local school districts ... without the cumbersome paperwork that is currently required. ... Innovation Zones are a prime example of paperwork going amok.”

“Trust those in positions of leadership — but have a level of accountability that goes hand in hand with the trust...Stay the course in the implementation of programs, policies, etc. While change is inevitable and welcome, to implement such takes time and effort. Make sure what is expected has been juried and accepted. You can pull people much like pulling a chain — but try pushing them and see the results. Build the relationships that are needed to achieve the results we all want!”

These report recommendations squarely place the West Virginia Board of Education in the forefront of determining educational policy direction for the entirety of West Virginia’s school system. We, however, strive to illustrate that by setting broad policy direction, various actors in the school system, given discretion and flexibility but also held to high accountability standards, will achieve these objectives. The result is a West Virginia Board of Education focused more on broader aspects of policy and vision-framing than a board focused on compliance through policy aegis.

West Virginia Department of Education/ State Superintendent of Schools

Comments from Commission members

“The role of the state Department of Education is to provide support to county school districts in legal matters, personnel, finance and other non-instructional but required areas.”

“The state Department of Education should serve as resources to local districts through continuing education. The WVDE also should serve as consultants for problem-solving and conflict management and should offer consulting teams for developing ways to creatively address student achievement.”

“The role of the state Department of Education should be to supervise the public education system. The department should oversee professional development programs and should implement policies approved by the state Board of Education.”

(To) move” the county board focus from a greater concentration on management considerations to governance, WVBE policies, rules and regulations and state Code will require extensive review. Indeed, county boards must consider certain agenda items that are not necessarily related to student achievement. Lastly, county boards and county superintendents will need to receive considerable training and development to secure a student achievement-focused agenda.

In terms of the West Virginia Department of Education, we correctly note that this agency, as prescribed in statute, operates under the tutelage and direction of the state superintendent of schools. We note, of course, that the WVBE appoints the state superintendent of schools and that the board is responsible for holding that individual accountable for results as deemed warranted by the WVBE. Without entering the gates of questions regarding “right-sizing” the Department of Education, Commission conversation over our 18 months of operation place considerable emphasis on an agency manifest with a technical assistance operational emphasis rather than a compliance emphasis.

Regional Education Service Agencies

Comments from Commission members

“Realign RESAs to reflect similarities amongst counties. Wirt is not like Wood, Tucker is not like Marion, and Pocahontas is not like Nicholas. Each has needs and wants based on their geography and student enrollment.”

“I am not in disagreement with what [RESAs] are currently charged to do. I disagree with how they are held accountable. If the state Department of Education is restructured, it would change what RESAs may offer or even if they are needed to the extent they exist. It is possible that the WVDE could assume RESA roles, or vice versa. It would be nice to shorten the chain of command for purposes of accountability and clearer communication and less distortion. Having regional delivery of WVDE services is more efficient. Alignment might be more of a challenge.”

“RESAs should provide managerial support to eliminate duplication of services from county to county. They also should provide purchasing services, should provide legal services to counties, provide technology support for applications and remote services for technology repair, and provide some personnel functions/payroll functions/or functions that will eliminate the need for service positions at county central offices. We need to align RESA services needed that will benefit counties, including purchasing services, a warehouse for sharing services, professional development, and RESAs need to furnish services collectively that may not be available to individual counties.”

The Commission has spent no small amount of time discussing, as part of the administration of the West Virginia public education system, the role of RESAs. Elsewhere in this report you will see the Commission recommends restructuring the agencies to provide a fresh approach to providing regional services to county boards. Moreover, we provide the rationale used in making this recommendation, including more efficient fiscal and service delivery and more effective accountability oversight, while maintaining local voice in educational governance.

In terms of RESA revenues and expenditures, please refer to the Appendix. Based on figures for the fiscal year ending June 20, 2013, the eight RESAs had revenues totaling \$48.8 million and expenditures totaling \$49.3 million.

Report Preamble

Focus on Student Achievement

In approving this report of the West Virginia Board of Education's Commission on School District Governance and Administration, the Commission supports the principle that governance by county boards must be oriented, including any restructuring in roles and responsibilities, toward providing directly focused emphases on maximizing student achievement. County boards must emphasize their role of monitoring and oversight, whether internally or externally applied, that will support district schools, school staffs and communities to continuously improve levels of student achievement.

Moreover, as the governance structures in this report are articulated and implemented, county boards or schools should balance the efficiencies of services with the primary goal of improving equitable student achievement; including decisions to access various services that would be available at the regional level.

Thus, county boards should be responsible for ensuring that services are equitably distributed among schools, based on the unique needs of individual schools and ensuring quality and timely accessibility of services.

County Board Focus on Instructional Improvement

As the various models in this report are implemented, county boards will become less encumbered by management matters, although retaining statutory responsibilities as stipulated in various sections of State Code, including §18-5-13, which states, "Subject to the provisions of this chapter and the rules of the state board, each county board may: (a) Control and manage all of the schools and school interests for all school activities and upon all school property owned or leased by the county."

State Code and WVBE policies, rules and regulations necessarily delineate other resultant duties and responsibilities that can or will be displaced only upon legislative or WVBE actions.

Indeed, school management matters in particular will mostly reside at the school or site level. For example, personnel matters will be primarily managed by the county superintendent and district level administrators. As a result of implementing Balanced Governance™, county boards should become more focused and accountable for student achievement. Simultaneously, county superintendents will need to hone their role as chief instructional officer of the school district, extending the current statutory role of county superintendent, who acts as the chief executive officer of the county board (§18-4-10[1]), and who, under the direction of WVBE, executes all its education policies.

The governance models proposed in this report should result in greater school- or site-based responsibility for improving student achievement and are focused on classroom-level reforms. As defined and articulated over a span of time by the various policy actors involved, including those who administer and teach in the public schools, these locally developed innovations and reforms will necessitate increased school district flexibility, especially in terms of the creative use of funds and resources.

The Need for Incremental Change

The proposed approach for governance reform should be incremental, allowing the varied and complex components of the West Virginia's public school system to adapt to the change and to work toward the incontrovertible end of approving student achievement as may be augmented, as illustrated in this report, by significant focus on regional service delivery of services. Indeed, these recommendations will require various "change champions" to continuously support and promote these initiatives to realize the necessary system restructuring.

This consideration is critical because:

"Change champions design and manage change and need to be skilled at making things happen, demonstrate tangible progress and results, make sure commitments are kept, goals are achieved ... evaluate and monitor the change process ... keep people focused and motivated ... and remain strong and persevere until the change succeeds." — Warrick, D., [2009] Developing Organization Change Champions: A High Payoff Investment! OD Practitioner. 41(1), 14-19.

For purposes of this report, "change champions" include the West Virginia Board of Education and the West Virginia Department of Education, the state superintendent of schools, the Legislature, the governor, county boards and county superintendents. We readily acknowledge that "change champions" must and will also include those persons who administer and staff our state's 727 public schools. (That figure includes 34 career/technical schools, of which seven are multicounty career/technical centers and 10 alternative schools.) Indeed, these individuals are true education "change champions."

Our recommendations place the locus of change at the site or school level and in the hands of principals, teachers and other school personnel who are key leaders in the effective implementation of change. Often in reports such as these, the contributions of those at the site or school level to effect change and innovation are seemingly overlooked or diminished in favor of what established state-level or local officials prescribe in terms of direction and scope but without high deference to local engagement or policy "buy-in."

Given the forgoing observations, recommendations in this report, along with those reported to the WVBE in the December 2013 Commission Report, may require time to establish buy-in from the Legislature, county boards, school districts and the entirety of West Virginia's public education system.

Report Overview

The first section of this report concentrates on a broad and balanced alternative governance system. The purpose of this governance system is to move instructional improvement and service delivery to a more local level while shifting some management and contractual functions to a regional level in order to improve resource efficiencies. These efficiencies include district flexibility of service procurement and the flexible use of funds.

The second section of this report focuses on improving the efficiency and efficacy of existing school district governance structures.

The 2013 Commission Report provided a series of recommendations regarding improving school district efficiencies. While this 2014 report focuses on revising governance structures and improving governance efficacy, the Commission strongly supports initiatives that complement the governance revisions in this report.

These report recommendations squarely place the West Virginia Board of Education in the forefront of determining educational policy direction for the entirety of West Virginia's school system. We, however, strive to illustrate that by setting broad policy direction, various actors in the school system, given discretion and flexibility but also held to high accountability standards, will achieve these objectives. The result is a West Virginia Board of Education focused more on broader aspects of policy and vision-framing than a board focused on compliance through policy aegis.

West Virginia Balanced Governance Model™

The following represent a recommendation for a regional governance model that should allow movement forward toward the goal of improving efficiencies in the acquisition of services and the distribution of resources to West Virginia public schools, while maintaining and enhancing local voice in governing schools.

These recommendations and the proposed Balanced Governance Model™ for West Virginia are informed by a number of previous documents regarding the current effectiveness of RESAs. These include The Audit and The Audit Response. (Again, the electronic links to both documents are cited above.)

In keeping with the findings of governance research, the recommended governance model for West Virginia centers on a construct described as Balanced Governance (Alsbury & Gore, In Press). Balanced Governance is defined as any school board governance structure or process that discourages local boards from a focus on management while enhancing the school board's role in monitoring student educational outcomes more deeply.

Balanced Governance provides an alternative regional governance structure that allows for improved fiscal efficiencies through regionalized management while maintaining and improving local governing boards' focus on supporting local educational reforms to improve student achievement. Educational boards that positively influence student achievement gains are characterized by their use of a balanced approach to governance (Alsbury, 2008; Alsbury & Gore, 2015; Delagardelle, 2008; Walser, 2009).

This report recommends a governance system that supports local school districts retaining and expanding their leadership and management of schools, including the accountability to improve student performance. The revised governance structures recommended in this report requires policymakers, including the WVBE, to encourage and support state and local school district policy changes that not only should enhance more effective and efficient technical supports, but will refocus the responsibility of monitoring overall performance outcomes to regional and county levels (See the West Virginia Balanced Governance Model in Appendix A). This likely will require the West Virginia Department of Education to realign and repurpose their role as a technical assistance and innovation support agency rather than a compliance agent. A careful review of school governance approaches throughout the United States and internationally reveal some possible alternatives that balance traditional local governance with more centralized approaches. For example, the highest performing international governance school systems use an approach that provides a more centralized and efficient regional approach to setting outcomes and managing operational elements of schools. However, this governance system is only effective when simultaneously decentralizing other school functions such as localizing service delivery, increasing the local flexibility of fund use, and allowing school and community to develop and implement reform efforts. Indeed, international performance data trends on the PISA have now led analysts to recommend, "school systems that grant more autonomy to schools to define and elaborate their curriculum and assessments perform better than systems that don't..." They go on to note, "there is a positive correlation in school autonomy for resource allocation and improved student performance" (2012 PISA Report).

Research Support for Balanced Governance™

Development of a Balanced Governance Model™ occurs through several critical changes. These include structural changes and process changes. The Commission is recommending both structural changes (a long-term, second-order change goal) and process changes (an immediate first-order change goal).

There is indirect evidence in the United States supporting regionalized governance approaches for educational management tasks. Namely, the use of mayoral or city council control of schools has resulted in proven fiscal efficiencies (Shen, 2003; Wong & Shen 2008). Unfortunately, studies have also indicated little or no improvement in student performance and indicate a loss of local voice when these regional entities are used to govern all aspects of education (Alsbury, 2009; Ravitch, 2007). Simply centralizing governance through consolidation or mayoral takeover has resulted in isolating the local community from having a voice in their schooling, resulting in demands to return to elected school boards. Since 2002, the number of school districts using consolidated governance models has declined from 40 to 12. The loss of democratic voice is given as the primary concern with consolidated governance. Further, few educational gains have been demonstrated through centralized governance attempts. However, despite the general failure of appointed boards and mayoral takeover in regard to student improvement, evidence does support the fiscal efficiency of using of a regional educational agency for management functions.

This provides support for the development of a new form of governance known as Balanced Governance™. This new model maintains local voice and local educational reform through the elected school boards, while improving fiscal efficiencies through the development of a regionalized management entity. While this has never been attempted in the United States, the use of a regionalized governance agency in conjunction with a locally elected educational board has been successfully implemented in international educational settings such as Finland (Kuusilehto-Awale & Lahtero, 2012; Risku, 2011). In these international governance models, a regional entity provides management functions while a local elected school board provides educational oversight. This has provided the ability to provide resources more efficiently and yet maintain local voice in school governance. This is particularly effective in countries with high numbers of small rural school districts.

Commission Long-Term Recommendations

Structural Change in Governance

The governance system must engage in structural changes to allow the county board to focus on educational reform and avoid the natural tendency to focus on management issues. While superintendents can strive to refocus boards, the most successful governance models shift these management responsibilities to a regional entity.

Regional Education Service Agencies

The Commission's recommendation relative to restructuring Regional Educational Service Agencies (RESAs) is firmly rooted within the findings and recommendations of the Education Efficiency Audit of West Virginia's Primary and Secondary Education System (Public Works LLC).

The Audit Report well notes that Senate Bill 4319, enacted in 2002, established six areas of service concentration for RESAs:

- Providing technical assistance to low-performing schools;
- Planning for and conducting professional development activities;
- Facilitating cooperation and coordination among county boards;
- Providing computer repair and maintenance, especially related to 21st-century tools for 21st-century schools and West Virginia Education Information System;
- Receiving and administering grants; and
- Developing and implementing other programs and services to address the specific needs of counties within the region or required by the WVBE.

Additionally, The Audit notes that "opinions about the role, authority and actual services provided by RESAs vary widely." In providing our specific recommendations regarding RESAs, we first note that a few Commission members have stated a strong desire that RESAs simply be eliminated in favor of other regional service efforts.

Based on subsequent discussions with RESA officials and public education stakeholders, the Commission learned that the agencies must generate revenue to sustain their core-mission functions as articulated in State Code, and that current funding may not cover programmatic considerations such as grant acquisition, billing, cooperative purchasing, etc. This result is that RESAs often provide trainings or other services to organizations and functions outside the public education arena. These services are often referenced as RESA "entrepreneurial services."

(Note: The Public School Support Program allowance for the RESAs is included in §18-9A-8a. The amount is specified to be 0.63 percent of the allowance for PSSP Step 1, which is the allowance for professional educator salaries. According to the Code section, the amount is not to exceed \$3,690,750.)

During the past several years, RESA executive directors have provided considerable detail regarding services provided despite calls for increasing basal funding.

Based on information regarding the history and evolution of the RESAs, The Audit, reports provided to the WVBE and firsthand knowledge of some of the Commission members, the Commission used the following two sections of The Audit to help guide the development of their recommendations:

- “The lack of a statewide, coordinated planning process for the RESAs creates a system that fosters independence but also allows the RESAs to work in isolation, sometimes to the detriment of the entire system. There are opportunities to reduce duplication of effort and increase efficiencies if WVDE establishes a comprehensive planning process, helps RESAs identify core services to be provided by all RESAs and works to establish shared services across RESAs. For example, some RESAs have developed expertise in cooperative purchasing, others excel at technology, still others provide superior services to districts for students with special needs, and some provide specialized services such as audiology screening. In all of these examples, and more, resource sharing among RESAs should be more fully explored” (p. 71).
- “Finally, the provision of services such as training for emergency medical technicians provided by some RESAs should be reviewed. While there are historical and practical reasons for why these services are provided through the RESAs, they are not part of the core mission of the Department of Education or school districts. They should, therefore, be carefully reconsidered. Anything that may cause a distraction from the core mission should be eliminated. At the very least, as discussed in the RESA funding section below, the reporting and tracking of funds should be separated so that there is an accurate picture of spending on services for the K-12 system” (p. 76).

Discussions among the members and others participating in the process led the Commission to the following additional realizations:

- County board acquisition of regional services from RESAs — through sharing arrangements made between and among county boards or by other means that improve county boards’ fiscal and administrative efficiencies — must have, as a central focus, the enhanced ability to allow county boards, county superintendents and county personnel to focus on advancing teaching and learning — it is hoped with appropriate rather than undue concentration on district and school management. Certainly, improving student achievement serves as a primary goal of public elementary and secondary education, as articulated by the WVBE, the Legislature, the governor and county boards and superintendents.
- It is prudent to remember that many factors impact county boards in their desire to create operational efficiencies, not the least of these being the changing property tax base, voter support for levies, conflicted boards, declining student enrollment, recruitment of staff, drop-out rates and truancy. While creating service efficiencies and more cost-effective ways of operating, some of these factors are not within the purview of this Commission. However, we recognize that these issues cannot be ignored.
- Finally, schools cannot or should not be run strictly as businesses. Perhaps the National School Public Relations Association best sums this sentiment, saying “instead of comparing schools to businesses, we should be talking about schools as essential infrastructure, like fire and police protection, roads and bridges, and our electoral process” (<http://www.nspra.org/like-a-business>). Nevertheless, the reality is that school systems must and do perform many businesslike functions. By centralizing as many of these functions as possible or practical, however, educational leaders can concentrate on the very real “business” of teaching and learning.

It is within the context of the above considerations that the Commission discussed the following seven regional service delivery models:

- **Consolidation of county boards.** Sentiment for this proposal, which has more to do with governance than educational services provided at the regional level, was articulated in various Commission meetings. Not surprisingly, the idea has been broached at least rhetorically for many years by a few legislators and other state-level policymakers as well as newspaper pundits and others. The Commission does not see this as a viable approach in terms of regional services. Rather, the Commission concludes such a scheme would prove disruptive, violating the long-cherished principle of citizen accountability for public education. The Commission does acknowledge the plight

of smaller school districts and the many discrete issues facing their school boards and administrations, including geographical concerns. We see our recommendations as addressing these particular concerns. The second issue, again un-related to educational services, concerns the efficacy and utility of the school board model, an historical staple of democracy in our nation. Again, we see our recommendations as bolstering effective county board service, including the ability of the WVBE to intervene in counties to ensure a strong focus on student achievement. Finally, placement of services at the regional level, largely separating services and governance locally in some instances, may prompt West Virginia policymakers in the future to re-examine questions relative to regional educational governance through consolidation of school districts. Based on our recommendations, we have rejected the notion county board consolidation. We, however, must respect that policymaking is largely prospective.

- **Market-based.** Simply put, various entities, including RESAs, could provide services to counties, based on counties procuring these services from vendor-providers. The Commission, in considering this concept, explored the notion of establishing a regional education services governing board whose purpose would be to identify and coordinate the delivery of identified regional services.
- **Large-district service provision.** Under terms of this notion, larger districts whose county seats may serve as regional economic hubs within the state may be capable of providing services to smaller county boards with regard to specialized services.
- **Subsumption of RESAs within the office of the state superintendent of schools.** This model appeals to many Commission members because it could usher a “right-sizing” of the WVDE. The agencies then become accountable directly to the state superintendent, who is accountable to the WVBE. This placement of the RESAs would allow the WVDE to focus primarily on technical assistance to counties rather than compliance — a matter cited in The Audit: “We conclude that efficiency and performance factors call for consolidating service delivery under the single bureaucracy of the WVDE” (pp. 15, 30 and 31).
- **Individual sharing arrangements between and among county boards.** While the Commission endorses this concept in its report recommendations — and while it appears that some sharing of services is occurring — it becomes both a matter for policy consideration and encouragement for county boards to actively embrace sharing services between districts. Without incentives, fear of losing county board authority and identity may seriously hamper any meaningful discussion of shared services.
- **Regional Education Business Agencies (REBAs).** The Commission discussed establishing REBAs or, as literally structured, regional agencies rightly focused and to address duplicated central office and district services or functions as well as alleviating county board staff of many duties which the Commission believes detracts from the main focus, which is to improve student achievement.
- **Restructuring RESAs.** In making our report, the Commission concludes that RESAs prove to be the lead model in terms of directed and focused regional service provision to county boards. Simply restructuring the existing RESA functions may easily be the most attractive approach to upgrading services. In terms of our decision, RESA governance should be subject to continuous scrutiny, RESA investment in entrepreneurial undertakings should be examined in terms of enhancing focus and conformity to §18-2-26, and RESA restructuring should take place over a five-year period or be phased in to make ample time for restructuring to be successful if or as determinations are made in terms of RESA governance and RESA entrepreneurial services.

The culmination of our discussion is one whereby the Commission recommends restructuring RESAs by combining many of the elements included in the regional services approaches outlined above.

Let it be understood that the sentiment of the Commission is that RESAs have done what they have been asked to do. The recommendations for change are not to be taken as criticism of the employees, their leadership or the services currently being provided. The recommendations are simply designed to support changes to RESAs that will serve the changing needs and demands of the various school systems throughout the state and ultimately support improved student outcomes.

In order for this objective to be met, the Commission:

- Recommends that the WVBE appoint a broad-based stakeholder group to examine RESA regional configurations. The stakeholder group should include representatives of RESAs, county boards, county schools superintendents, professional educators, school service personnel and such other stakeholder representatives or interests as the WVBE may determine.

In making recommendations for RESA configurations, the stakeholder group is encouraged to consider factors such as inter-county cultural similarities, geographical considerations, historic and projected student enrollment trends, economic development prospects, existing and proposed placement of school sites, location of regional economic hubs and similar considerations.

Additionally, the stakeholder group may consider application of the population and economic trend study having been issued to the Legislature in 2001 and 2002.

(Refer to State of West Virginia Regionalism Project: An Analysis of Potential Economic Regions: Part One and State of West Virginia Regionalism Project: Regional Implementation Plan. Both were issued by Market Street Services Inc. and issued in October 2001 and January 2002, respectively.)

Finally, the stakeholder group may wish to consult the work of Unk Christiadi, Ph.D., which was presented to the Commission at its March 2014 meeting in Charleston. The presentation was titled "Projection of West Virginia K-12 (0-19 Years Old Population." An electronic link to the PowerPoint slides used in Christiadi's presentation is available on the West Virginia School Board Association website, <http://wvsba.org/>.

The initial stakeholder group review shall be accomplished with any resulting recommendations made to the WVBE on or before January 1, 2015.

- Advocates any county board personnel changes resulting from realignment, consolidation or addition of RESA services be accomplished as much as possible through attrition, including retirements, resignations, routine reassignments or other normally occurring actions that result in changing task assignments and potentially job skills. It should be noted that this sentiment is expressed in §18-2-26(a) and §18A-4-8d.
- Considers it imperative that each county board in the state is assigned to a particular RESA. County boards, however, may elect to utilize the specific RESA services deemed appropriate for their counties, based primarily on the county superintendent's authorization for such. In order to make this determination, county superintendents are encouraged to seek input from their county boards. Additionally, county boards, through their county superintendents, may wish to procure services from various RESAs, especially certain specialized services. This means RESAs must be nimble and adaptive to county board service needs.
- Endorses the notion that each RESA is governed by a Regional Council composed of at least the county superintendents and county board members within the RESA region. The county board members would be appointed by the county boards.

The Commission, however, recommends that governance of RESAs, as articulated in §18-2-26 (Establishment of Multicounty Regional Educational Service Agencies) be subject to continuous review, including independent review, especially to determine if statutory directives for RESA governance actually result in the agencies being accountable for initiating services of proven benefit to county boards, for delivery of these services, for the efficacy of these services and for service evaluation.

- Encourages RESA Regional Councils to assume several responsibilities in regard to procurement of services for county boards both within that service region or for services that counties outside the service region may wish to access. Accordingly, a central responsibility would be developing guidelines, strategies and goals for identified service provisions to counties within the service region.
- Suggests that RESA Regional Councils collaborate with larger school districts within its RESA region to provide enhanced services to county boards. The Commission believes these unified efforts will prove to be particularly useful in terms of addressing business administrative functions or needs of smaller county boards in terms of finances, purchasing, child nutrition, facilities and transportation.
- Advocates that the state superintendent of schools initiate and sustain efforts that result in RESA Regional Councils' ability to procure WVDE technical assistance services. The state superintendent should make at least quarterly reports to the WVBE as to the nature of WVDE technical assistance provided to the RESAs, with a focus on the efficacy of these services.

Following is a listing of services and responsibilities that could be managed through RESAs to improve county boards' fiscal efficiency and which would allow county board personnel and county boards to refocus on improving student achievement. It should be noted, however, that contextual differences will dictate different service needs and assistance required from each RESA.

It is possible that after assessing needs and services at the local level some services may be best retained at that level. An example includes information technology assistance within each school building for immediate response to teacher and student assistance and basic troubleshooting.

Moreover, some services may be best retained at the school district level. For example, technology services that could be regionalized include negotiation and purchase of computer hardware and software, technology infrastructure upgrades and installation, in-service for the use of system-wide software or technology integration in instruction.

Accordingly, the listing, while not exhaustive, may include:

- Business services
- Compliance data collection and reporting services, including appointment by the WVBE and/or the state superintendent of schools of an officer to oversee compliance with WVBE, WVDE and the Office of Education Performance Audits directives
- Compliance reporting
- Assessment and evaluation services
- State and federal compliance auditing
- Technology services
- Transportation
- Food services
- Facilities services, including energy management services
- Special education management

- Grants acquisition
- Educational materials purchasing
- Federal and state program reporting and auditing
- Research and development, e.g., online professional development services
- Legal services
- Human resources services

Note: The Commission encourages the West Virginia Board of Education, in consultation with RESA Regional Councils and entities including, but not limited to, the West Virginia School Board Association, to make a listing of potential services, roles or responsibilities as well as state compliance and oversight roles that may be managed through the RESA, including audits, state grant management, assessment, data collection and reporting services. Much of this work has begun, through the inaugural House Bill 2940 sessions held in 2013 and 2014 as mandated in §18-2-26a.

Accordingly, this legislation requires county superintendents and county boards, belonging to the same RESA, to "...meet together to identify administrative, coordinating and other county level services and functions that may be shared between or among the county boards, especially when resignations, retirements, staffing realignments or similar events may occur..." Beginning in 2016, these biennial meetings, considered special meetings of the county board as per §18-5-4, are to be held within two months following the organizational meetings of county boards required by §18-5-1c.

Secondly, the Commission encourages the WVBE, in consultation with RESA Regional Councils and entities including, but not limited to, the West Virginia School Board Association, to make a list of services that may be retained by county boards in order to ensure educational quality and timely service delivery.

- Suggests two tracks for evaluation of the effectiveness of RESA service provision to county boards. In the short term, RESA Regional Councils would evaluate the effectiveness of services provided to county boards, based on the specific goals and objectives and the financial, efficiency and quality measures mutually agreed upon each year by the RESAs and the Councils. Results based on these evaluative criteria would be reported to the WVBE and the state superintendent of schools.

In terms of longitudinal evaluative endeavors and reportage to the WVBE, the Commission recommends that the WVBE secure thorough, independent feasibility studies of the efficacy of various regional services provided. In order to accomplish these studies, the WVBE is encouraged to seek legislative appropriations or a combination of public and private funding as well as arrangements that may be developed with higher learning institutions. Finally, the Commission recommends the WVBE consider the appointment of a standing evaluative committee.

For those county boards facing historically persistent or prospective student enrollment decline, these boards should receive statutory incentives if and when entering into RESA-administered service arrangements.

As an incentive for counties to actively participate in seeking and implementing cost-effective services, the use of such savings will be determined by each county board according to its own needs which may include among other things, operational costs and other current expense, staff compensation, professional development, classroom equipment and supplies, student activities and other student support related to enhancing academic achievement.

In order to effectuate this recommendation, the WVBE, in consultation with the Legislature, would establish a time-specific date for statewide implementation of sharing arrangements. In making its recommendation, the WVBE may consult with the West Virginia School Board Association, the West Virginia Association of School Administrators and other such parties as it may determine.

Let it be understood that the sentiment of the Commission is that RESAs have done what they have been asked to do. The recommendations for change are not to be taken as criticism of the employees, their leadership or the services currently being provided. The recommendations are simply designed to support changes to RESAs that will serve the changing needs and demands of the various school systems throughout the state and ultimately support improved student outcomes.

Accordingly, county boards that opt to establish county-level administrative sharing arrangements prior to that date would realize a greater percentage of the “saved” dollars as well as greater consideration for Public School Support Program or school aid formula flexibility. Whenever possible, savings realized from the use of RESA services should be retained by the county board. Moreover, as a Commission, we strenuously assert that such funds not be utilized to procure school administrators or administrative personnel, especially if those services can be procured regionally so as to eliminate duplication of central office positions.

The WVBE (through its Committee on Finance) would provide an annual report to the Legislature (Legislative Oversight Commission on Education Accountability) the degree to which the various county boards have embraced county-level administrative sharing arrangements.

Focus on Innovation Rather than Compliance

This report recommends a governance system that supports local school districts in retaining and expanding their leadership and management of schools, including the accountability to improve student performance. The revised governance structures recommended in this report would require policymakers, including the West Virginia Board of Education, to encourage and support state and local school district policy changes that not only enhance efficacy and efficiency of technical supports, but also refocus the responsibility of monitoring overall performance outcomes to regional and county levels. This likely would require the West Virginia Department of Education to realign and repurpose their role as a support agency for technical assistance and innovation rather than as a compliance agent.



A careful review of school governance approaches throughout the United States and internationally reveal some possible alternatives that balance traditional local governance with more centralized approaches. For example, the highest-performing international governance school systems use an approach that provides a more centralized and efficient regional approach to setting outcomes and managing operational elements of schools. However, this governance system is only effective when simultaneously decentralizing other school functions such as localizing service delivery, increasing the local flexibility of fund use, and allowing school and community to develop and implement reform efforts.

Indeed, international performance data trends on the Program for International Student Assessment have led analysts to conclude that “school systems that grant more autonomy to schools to define and elaborate their curriculum and assessments perform better than systems that don’t.” They go on to note that “there is a positive correlation in school autonomy for resource allocation and improved student performance” (2012 PISA report).

Commission Short-Term Recommendations

Improving Governance Efficacy

While working toward an alternative governance structure, it is necessary to ensure that existing systems maximize their efficacy, regardless of the governance structure applied. For this reason, continuous board assessment and joint training of school board members and superintendents is a critical first step in the development of an alternative governance structure. Finally, the local school organization must be monitored to identify and remove system barriers that derail the implementation of innovation and diminish sustainable improvement of student performance.

Recommendations for improving the efficacy of local county school boards in West Virginia and for providing a first step in the development of the Balanced Governance Model™ includes the following:

- The WVBE's Committee on Finance should receive monthly reports from each RESA regarding each one's financial matters, including, but not limited to, all sources of revenue, all expenditures made during the specified financial reporting period and such other detail as shall be determined by the Committee on Finance and/or the WVBE. Finally, once the Committee on Finance has received this financial information, it is to be reported to the WVBE in the manner determined by the Committee and/or the WVBE, including the appending of such information as an attachment to the WVBE's agenda for the month in which the information is reported by the Committee on Finance. This recommendation is based on The Audit:
"At the very least, as discussed in RESA Funding section [included in The Audit] ..., the reporting and tracking of funds should be separated so that there is an accurate picture of spending on services for the K-12 system" (p. 71).
- Modify the process regarding county board self-evaluation as included in §18-5-1c. Existing law requires each county board to "assess its own performance using an instrument approved by the state board." County board self-evaluation modifications should include an instrument of the county board's own choosing, a required biennial assessment by an outside evaluator provided by the West Virginia School Board Association upon approval by the WVBE. It is recommended by the Commission that Local School Improvement Councils be included as key stakeholders and provide input in any external evaluation process. (Refer to an example of an external evaluation element by examining Addendum C). Additionally, county board evaluation instruments should require an individual school board member self-assessment, and a whole board self-assessment expanding the required elements of the evaluation instrument to include Balanced Governance™ elements.
- Use the WVBE Policy 2320, A Process for Improving Education: Performance-Based Accreditation System, to allow districts to modify current statutes and policies to implement a Balanced Governance™ approach.
- Clarify Policy 2320 to ensure that the focus of accountability and control for reform processes resides with the local school site. Add to the policy a requirement for all districts to maintain a continuous Strategic District Innovation Team™ (Alsbury, 2015) who in conjunction with the Local School Improvement Council and the Faculty Senate administer an Organizational System and Capacity Monitoring (OSCM) Instrument (Alsbury, 2015), and develop and implement an Organizational Capacity and Sustainability Action Plan (Alsbury, 2015). See the District Governance Improvement Model in (Appendix B).

Additional Commission Recommendations

In addition to the overarching recommendations for structural change in governance, the Commission includes recommendations for process change to improve the efficiencies of current governance system:

- The Commission — on behalf of and reporting to the WVBE — should engage in continuous conversation with the appropriate staff of the School Building Authority to initiate discussions relative to potential sites for future schools, based on projected or prospective student population trends, rather than county lines.

These continuous conversations should be established to:

- a. Implement incentives for districts to cooperate on building projects.
- b. Clarify the impact of persistent declines in student population on school construction in bordering counties.
- c. Operate “counties without borders” in relation to attendance zones by permitting students to attend the schools closest in proximity to the student’s residence.
- d. Review and publish population trends to assist in future school construction.
- e. Propose legislation that would require the School Building Authority to use lease-purchase arrangements for the construction of new schools or renovation of existing schools. (The SBA enjoys such authorization but has failed to exercise it.)
- f. Examine statutes and WVBE policies, rules and regulations that may need adjustment or revision to accomplish these objectives, including clarification regarding governance of “schools without borders,” the impact of existing excess levies on cross-county school construction and configuration as well as inter-county attendance issues. County school districts may want to operate cross-county schools based on the financial/governance model similar to the one used for operation of in the state’s multi-county career and technical centers.

Service Cooperatives

The following are offered to help advance the suggested efficiency recommendations stated in the 2013 Commission Report:

- The West Virginia Board of Education, working with the West Virginia School Board Association and various other stakeholders, should engage in continuous conversation with county boards, as identified by the WVBE’s Finance Committee and/or WVBE officials ***as fiscally at-risk county boards of education***, regarding long-term strategies to deal with county level administrative services, especially those county boards having experienced or experiencing acute or projected student population declines. (Refer to the West Virginia School Board Association website. The electronic link is on the West Virginia School Board Association home page — <http://www.wvsba.org> — under “West Virginia School Age Population Patterns and Trends 2014 (PowerPoint slides).” These strategies should include focused, deliberative discussions regarding the sharing of services between and among county boards as well as the establishment of schools that may involve two or more counties. While the West Virginia School Board Association could initiate these discussions, facilitation may be best if provided by external groups or organizations. The results of these conversations should be reported directly to the WVBE. These structured conversations could commence on or before November 1, 2014, with the first findings reported by December 31, 2014. The WVBE should be directly involved in providing fiscal resources and the financial data necessary to encourage and support these conversations. Proposed revisions in statute or WVBE policies, rules and regulations should be provided at the January 2015 WVBE meeting.

- County boards should, through statutory change, be granted authorization to secure specified non-instructional support services from various providers, based on the demonstrated ability and commitment of these providers to deliver such services efficiently and effectively as articulated in statutory provisions for such or in accordance with any resultant WVBE policies, rules and regulations regarding such authorization.

Fiscal Flexibility

- County boards should be provided flexibility with use of state PSSP funds, providing such usage is in accordance with WVBE or statutory guidelines.

In terms of this proposal, the Commission notes literal statutory restriction exists, in that county boards receive funds for personnel based on various PSSP “limits” “specified in Code or on basis of the number of personnel actually employed, whichever is lowest. Thus county boards must employ personnel to satisfy statutory limits” in order to receive full funding.

Besides this global consideration, the only truly restricted county board PSSP funds are those relative to bus replacement, and the allocations for Step 7a, improvement of instructional programs, Step 7b, improvements for 21st-century technology, and Step 7c, advanced placement.

Under terms of each of the above PSSP Steps, county boards have latitude in terms of how the funds are actually expended. The central issue becomes one of allowing county boards to make greater self-determination regarding deployment of school personnel, based on specific county needs. Indeed, such flexibility is within the spirit of our recommendations as a whole and will advance the notion of greater local autonomy and purpose for staffing.

Therefore, subject to WVBE or statutory guidelines, county boards should be granted latitude to utilize funds secured in regard to PSSP flexibility according to board-determined needs. Accordingly, these funds may be used for purposes such as operational costs and other current expense, staff compensation, professional development, classroom equipment and supplies, student activities and other student support related to enhancing academic achievement.

- Consider the practical effects of implementing legislation that would lodge all business functions currently performed at the site or school level, including bookkeeping, purchasing and billing for meals (in certain districts), to the county board central business office. This effort will allow the site- or school-level staffs, especially school principals, to concentrate on activities relative to improving student achievement.
- Lastly, the Commission calls upon the appropriate governance and policy entities to implement the recommendations of House Bill 2940 with regard to provision of services by RESAs.

Although not embraced as specific Commission recommendations, we suggest that the WVBE’s Committee on Finance examine various matters regarding county board excess levies, including questions regarding the effect of funding professional educator, school service personnel or administrative positions through passage of excess levies. Additionally, the WVBE’s Committee on Finance may want to examine the issue of a proposed constitutional amendment that would place the question of a statewide excess levy before voters. If the statewide excess levy question is considered, the Commission suggests that the WVBE first adopt a motion authorizing such a study. Moreover, the Committee likely would gain great and valuable insight by hearing from various education, business and citizens interests in regard to this question.

Consolidated Governance for At-Risk Districts

As the Commission noted in its 2013 report, there is concern that some school districts in West Virginia, due to persistent declines in student enrollments, may not be sustainable without legislative intervention in terms of crediting county boards for students in excess of true enrollment headcount. These districts may face the inability to effectively serve students in specialized areas such as offering advanced and enrichment elective courses or special-education services.

In addition, some districts may have unique challenges in procuring adequate services, including transportation, improved school facilities, or high-quality teachers, school service personnel and principals.

In regard to at-risk districts, current school district preservation should and must become a secondary consideration to the need for student support and performance. Indeed, this may warrant the consolidation of school districts, as permitted by the West Virginia Constitution.

The Commission believes consolidation of school districts should likely be considered as the final recourse to achieve maximum efficiencies. Research indicates that while reconfigured school districts enjoy economies of scale that may result in enhanced student services, costs often are not diminished through consolidation and, as with county school consolidations, small communities may have difficulty surviving. Additionally, legislative action is likely required to address the unique challenges and consolidation options for at-risk districts.

As illustrated in John O'Brien's *At Home in the Heart of Appalachia* (Knopf Doubleday Publishing Group, 2002):
“Appalachians tend to look back more than most other Americans. They define who they are by how they fit into extended family, which includes ancestors. Mountain cultures feel old and deeply rooted. There is a strong sense of place here and I like all of this. “

O'Brien admits, of course, that Appalachian culture can be intolerant and resistant to change partly due to culture, geography and isolation. Thus, any notions of county school district consolidation, which it appears must be accomplished by the state Legislature, assuredly will be made within this milieu — that of strong county identity, more so than community or municipal identity.

The last observation we note here is that while there are frequent calls to reduce the number of county boards, one rarely hears calls to reduce the number of county governments, and, in this vein, state citizens have literally rejected calls or pushes for metro government and even county or municipal consolidations. In fact, municipal home rule, a staple in many states, including neighboring states, is a literal legislative pilot project.

That set of circumstances, however, must not deter state policymakers from seeking efficiencies and governance models best suited for our public education system — a notion we embrace in this report — which we believe, in the least, will result in greater regional delivery of services.

Recommendations Summary

The following is a summary of the recommendations to the West Virginia Commission on School Governance and Administration to move toward improved school governance effectiveness and efficiency.

Long-Term Recommendations

- The Commission recommends the restructuring of the state's Regional Education Service Agencies (RESAs) with changes to be developed, piloted and implemented over the next five years.
- Use of WVBE Policy 2320, A Process for Improving Education: Performance-Based Accreditation System, to allow school districts, as stipulated in the Policy, discretion in "...local decision-making on how to change school and classroom conditions in ways that improve student performance and well-being..." (§6.3.a.1, §6.3.a.3). The Commission has determined that the West Virginia Office of Education Performance Audits (OEPA) is best-equipped to catalog and disseminate best practices that will encourage county boards to both make these changes and to implement a Balanced Governance™ approach as described within the Commission's report. The West Virginia School Board Association and other similarly-situated entities, working in collaboration with OEPA and the WVBE, is encouraged to make recommendations to the Legislature regarding proposed statutory changes that will result in enhanced improvements in student performance. Innovation Zone (IZ) and Innovation School District practices having had exemplary results should be cataloged and disseminated to county boards and education constituency groups
- Use of WVBE Policy 3236, which authorizes the WVBE to establish "Innovation School Districts" to pilot the first steps of what is known as Balanced Governance™. Balanced Governance, as embraced by the Commission, is designed to provide greater focus, especially at the county board level, on improving student achievement, in large part by shifting appropriate managerial functions to the regional level over a five-year period. The Commission concludes that the result not only will be enhanced student achievement but also realization of various efficiencies, especially less duplication of central office administrative services between and among county boards, given the persistent declines in student enrollments most school districts face.
- In order to best effectuate efficiencies, the Commission recommends the restructuring of the RESAs, with changes to be developed and implemented over the next five years. While the Commission considered various alternatives to RESAs, in terms of regional service delivery, RESAs are extant and are best positioned to provide regional services. To effectuate these, RESA regions may need to be altered. The Commission also will make several reportage and accountability recommendations regarding RESAs. These are being finalized. Additionally, it is incumbent upon the WVBE to determine the ways and means, including timelines, for implementing various Commission Report RESA recommendations, including process and evaluative criteria.
- The WVBE, in conjunction with OEPA and such other entity or entities as the WVBE may determine, is encouraged to develop the necessary policy directives and/or to recommend required statutory changes that will address changes in county boards of education membership due to elections that could result in loss of sustained county board focus on student achievement. The Commission believes the other recommendations included in its report will address some of these concerns, but that more directed interventions may be necessary to ensure that county boards and/or county board leadership consistently focus on heightened student achievement objectives.
- Clarify Policy 2320 to ensure that the focus of accountability and control for reform processes resides with the local school site. This can be accomplished in large part by requiring all county boards to maintain a continuous Strategic District Innovation Team™ (Alsbury, 2015). This Team, in conjunction with the Local School Improvement Council and the Faculty Senate, will administer an Organizational System and Capacity Monitoring (OSCM) Instrument (Alsbury, 2015), and develop and implement an Organizational Capacity and Sustainability Action Plan (Alsbury, 2015). See the District Governance Improvement Model in (Appendix B).

Short-Term Recommendations

- Existing WVBE policy and, as applicable, State Code, should be modified to ensure adequate and continuous evaluation of county school boards to improve their effectiveness. The West Virginia School Board Association should develop evaluation instruments and ensure their implementation and effectiveness, subject to WVBE approval. Modified policy should include a required annual board self-assessment using an instrument of the boards own choosing, and a required biennial assessment by an outside evaluator approved by the West Virginia School Board Association.
- County boards should be provided greater flexibility for use of the Public School Support Program (PSSP) as articulated through enabling legislation and any resultant WVBE policies, rules and regulations needed to effectuate this legislation and to ensure accountability.
- The Commission also recommends that greater PSSP discretion be tied to districts' demonstrated commitment to embracing the efficiencies regional services can provide.
- WVBE policy 2320 should be modified to ensure local accountability at the district or school level for student improvement to require county boards to adopt an Organizational System and Capacity Monitoring (OSCM) Instrument™ and to develop and implement an Organizational Capacity and Sustainability Action Plan™ (See the District Governance Improvement Model in Appendix B).
- WVBE Policy 2510 should be modified to require each school district to establish a Strategic District Innovation Team™ to monitor and address organizational system barriers to innovation.
- County boards should be required to develop county-wide student achievement goals, objectives and means of accountability.
- School principals, in their efforts to effectuate heightened student achievement, are encouraged to involve Local School Improvement Councils (LSICs) and faculty senates in these efforts in a way that is meaningful and productive and which honors the strong, incumbent role of the principal as the site or school instructional leader.
- WVBE Policy 2320, A Process for Improving Education: Performance-Based Accreditation system should be amended, as necessary, to ensure focus of accountability and control for reform processes reside, to the degree appropriate, at the local school site. This may be accomplished, in part, by the use of the OSCM Instrument, including an LSIC.
- The Commission recommends establishment of a formalized induction program for persons who aspire to become county superintendents. Any such program and any resultant professional development for county schools superintendents must be typified by proper policy to require and provide quality controls, including an external governance of such a program similar in format to that of the County Board Member Training Standards Review Committee (TSRC), a statutory committee (§18-5-1a) that is responsible, under WVBE auspices, for county board training endeavors.
- The WVBE must ensure that training efforts both for county board members and county superintendents require joint school board/superintendent professional development. This is a key Commission recommendation and is central to the success of Balanced Governance™ elements.

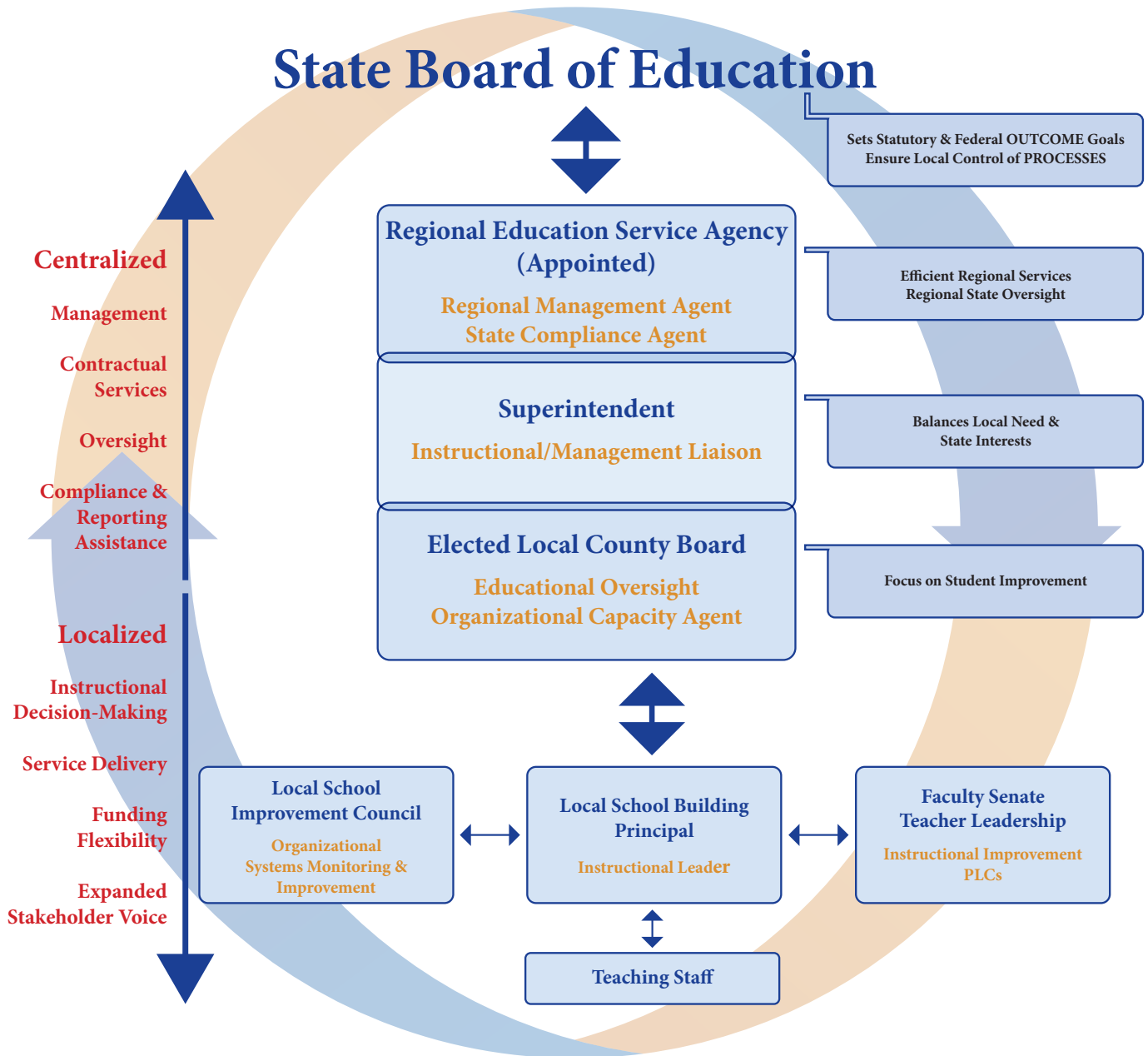
References & Further Reading

- Alsbury, T. L. (2009, June 25). Mayoral takeover cools the crucible of democracy. *Teacher College Record*, Invited Commentary.
- Alsbury, T. L. (Ed.) (2008). *The future of school boards governance: Relevancy and revelation*. Lanham, MD: Rowman & Littlefield.
- Alsbury, T. L., & Gore, P. (In Press, 2015). *Improving local school board governance: A Balanced Governance approach*. Cambridge, MA: Harvard Press.
- Alsbury, T. L., & Whitaker, K. S. (2012) Pressure of outside forces, stress, and finding balance. In W. Place, M. A. Acker-Hocevar, J. Ballenger, A. W. Place, G. Ivory (Eds.), *Snapshots of school leadership in the 21st Century: Perils and promises of leading for social justice, school improvement, and democratic community (UCEA Leadership Series)* [Chapter 9]. Charlotte, NC: Information Age.
- Delagardelle, M. L. (2008). The lighthouse inquiry: Examining the role of school board leadership in the improvement of student achievement. In T. L. Alsbury (Ed.) *The future of school boards governance: Relevancy and revelation* pp. 191-224] Lanham, MD: Rowman & Littlefield.
- Kuusilehto-Awale, L., & Lahtero, T. (2012). Combining equity and quality in achieving excellent outcomes in education for all – Case Finland. *Comparative Education Review* 2012-2013, 34, 7-12.
- Morando Rhim, L. (2013). *Moving beyond the killer B's: The role of school boards in school accountability and transformation*. Lincoln, IL: Academic Development Institute.
- OECD (2013). *Lessons from PISA 2012 for the United States: Strong performers and successful reformers in education*. OECD Publishing. <http://dx.doi.org/10.1787/9789264207585-en>
- Oregon School Board Association. (2008). *Bridges to achievement: Elements of success*. An unpublished report adapted for school board assessment available by contacting Thomas Alsbury at alsburyt@spu.edu.
- Peterson, S. A. (2000). Board of education involvement in school decisions and student achievement. *Public Administration Quarterly*, 24(1), 46-68.
- Ravitch, D. (March 23, 2007). USA today gets it wrong on mayoral control of schools. Retrieved May 31, 2009 at www.huffingtonpost.com/diane-ravitch/usa-today-gets-it-wrong-o_b_44104.html.
- Risku, M. (2011). Superintendency in the historical development of education in Finland. In J. Beckmann (Ed.), *Effective schools in effective systems: Proceedings of the 6th Annual ISER Conference South Africa 2010* (pp. 182-210). Pretoria, South Africa: Department of Education Management, University of Pretoria with the International Symposium of Educational Reform (ISER).
- Saatcioglu, A., & Sargut, G. (2014). Sociology of school boards: A social capital perspective. *Sociological Inquiry*, 84: 42–74.
- Sahlberg, P. (2011). *Finnish lessons: What can the world learn from educational change in Finland?* New York: Teachers College Press.

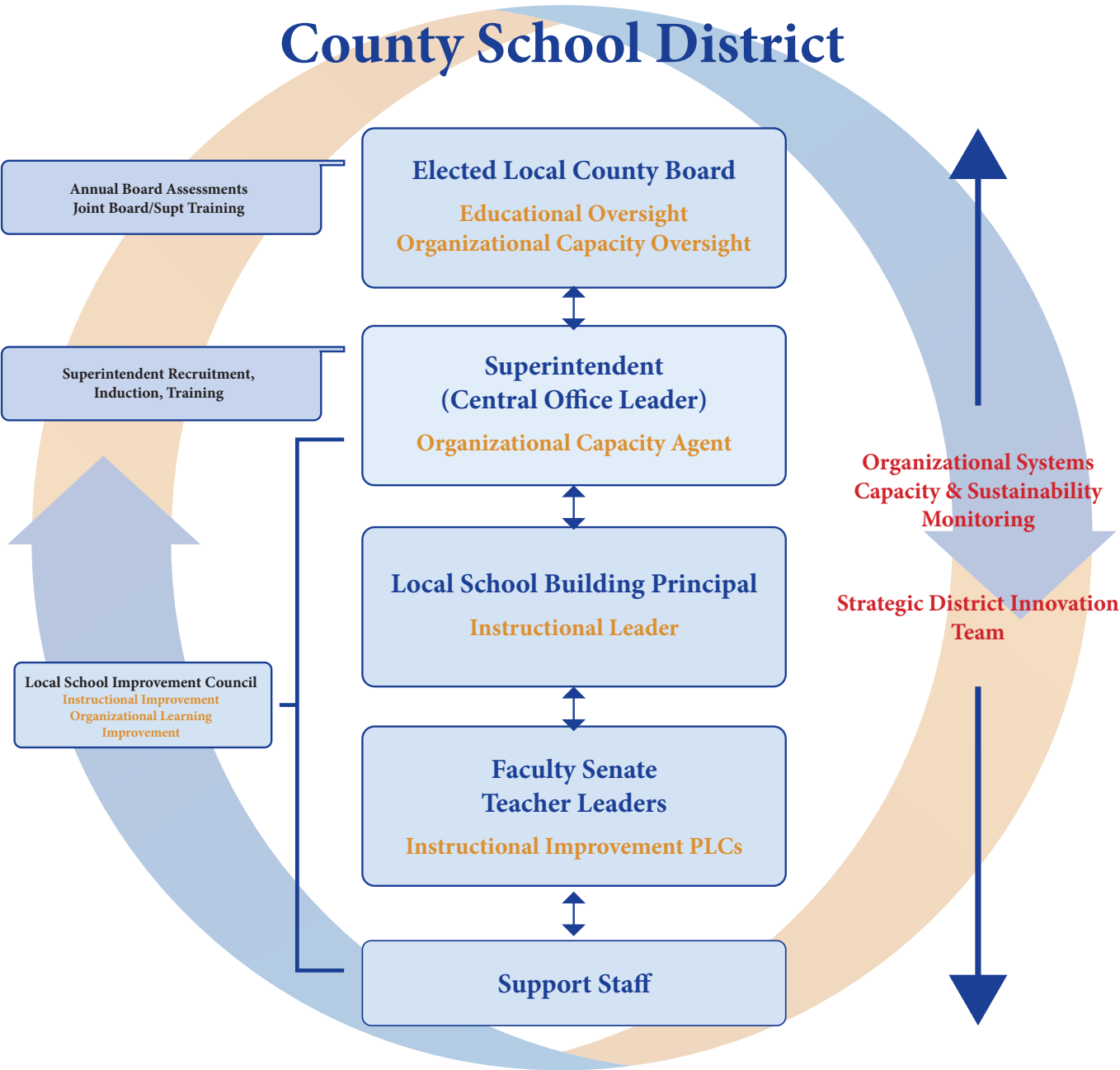
- Shen, F. X. (2003). Spinning the schools: Political incentives and mayoral takeover of urban schools districts. Paper presented at the annual meeting of the American Educational Research Association, Chicago, IL.
- Walser, N. (2009). The essential school board book: Better governance in the age of accountability. Cambridge, MA: Harvard Education Press.
- Wong, K. K., & Shen F. X. (2008). Education mayors and big-city school boards: New directions, new evidence. In Alsbury, T. L. (2008) The future of school board governance: Relevancy and revelation [319-356]. Lanham, MD: Rowman & Littlefield.

Addendum A

West Virginia Balanced Governance Model™



Addendum B
District Governance Improvement Model



Addendum C

Sample External Board Evaluation Element

Goal Monitoring versus Management Inquiry

Board meetings involved significant opportunity for comments, inquiries, and discussions from school board members. Generally, these occurred in response to staff or superintendent presentations. However, in many meetings, comments, questions, and requests directed to staff members and the superintendent, appeared to be in response to external influences, complaints, or concerns. When evaluated over all board meetings, 61% of discussions, comments, and requests for reports could be categorized as management inquiries, with 39% focused on goal monitoring.

Defining Goal Monitoring & Management Inquiry

Goal monitoring is described as comments, questions, or requests for reports that focus on the following:

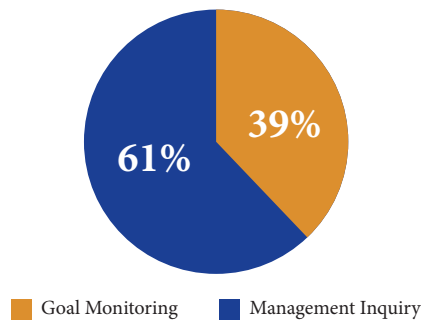
- Describing measureable goals from the Strategic Plan.
- Describing program details only to show how the program will reasonably meet the stated goals and/or explain the alignment of new programs on existing programs.
- Describing current performance outcomes in a way that is understandable and in adequate detail to monitor progress.
- Comparing a goal to the actual performance outcome so that gaps are evident.
- Describing program detail only to explain the reason for the gap between the goal and the performance outcome.
- Providing alternative or revised programs. Providing program details only to show how the new program or revision will improve on the outcomes.

Management inquiry is described as comments, questions, or requests for reports that focus on the following:

- Describing general program details not linked to measuring goal progress.
- Describing general program details for the purpose of general interest.
- Describing general program details for the purpose of responding to an external critic or inquiry.
- Describing general program details for the purpose of supporting a personal special interest.
- Describing general program details for the purpose of gathering evidence against someone else's personal special interest.
- Describing general program details for the purpose of critiquing or giving advice on program implementation.
- Giving critique of advice on program implementation to any staff other than the superintendent.

Percent Time Focused on Goal Monitoring versus Management Inquiry

Board Member Discussions by Goal Monitoring versus Management Inquiry



Benchmark: Fails to Meet Standard

Analysis

A primary distinguishing characteristic of high performing boards is an intentional focus on goal monitoring in all board discussions. The opposite of goal monitoring is described as management inquiry. In its extreme form, management inquiry (also known as “micromanagement”), has been linked to declining student achievement (Peterson, 2000). The board engaged in goal monitoring in 39% of their discussion time in comments, questions, or requests for reports. This percentage was consistent across all board meetings and regardless of the topic being discussed. High performing boards engage in goal monitoring 70% of the time.

High performing boards influence positive student achievement by combining the following:

- High expectations for student performance.
- Strictly monitoring the progress of student performance.
- Requiring the superintendent and staff to understand and explain why goals are not met.
- Requiring the superintendent and staff to develop and present program modifications.
- Expecting the superintendent and staff to recommend the elimination of ineffective programs
- Expecting the superintendent and staff to recommend new programs for adoption.
- Expecting the superintendent and staff to provide program details only to explain progress, or lack of progress toward district strategic goals.

Recommendations

The board should strive to meet the benchmark for high performing boards, setting a goal to engage in goal monitoring for 70% of the time. The board should be intentional about reducing the number of comments, questions, inquiries, and requests for reports that fall into the category of management inquiry, using the criteria described above. This is a general procedural goal that should be applied across all topics of discussion.

Categorizing comments, questions, inquiries, and requests for reports as goal monitoring versus management inquiry is challenging to self-assess. Consequently, the board should request an analysis by an objective third party to periodically assess this measure of board performance.

Appendix I - Commission on School District Governance and Administration Charter

Charter

Commission on School District Governance and Administration

Whereas, the Governor has requested that the West Virginia Board of Education (the "State Board") "establish a commission to review the current governance structure of having 55 separate county boards of education and all the administrative costs that necessitates"; and

Whereas, the Governor's request is based, in part, upon the following provision of *From Audit to Action*, the State Board's response to *The Education Efficiency Audit of West Virginia's Primary and Secondary Education System*:

The system of 55 local county boards of education and all the associated administration has been the third rail of educational politics, but the Board has determined that a meaningful dialogue surrounding this issue must occur. Currently in West Virginia, 28 county school districts have fewer than 4,000 students, 14 districts educate less than 2,000 pupils, and seven counties have fewer than 1,400 students, the approximate enrollment necessary to meet minimum fixed costs under the state aid formula. Most of the smaller counties also have smaller tax bases than the larger counties and some even lack the financial support that a robust excess levy provides. Nevertheless, these smaller counties must meet the same state and federal requirements, regardless of their total budgets. More importantly, the students in these small counties are entitled to the same high-quality education as students in larger, more affluent counties. These mandates make it necessary for smaller school systems to provide most of the same services as larger, more affluent county systems, whether by filling extra positions or tasking staff with multiple functions. The Legislature has made accommodations in the state aid formula and elsewhere to provide relief for the smaller counties, but at some point the shifting of resources this necessitates is not particularly just. In fairness, and in the spirit of providing an "efficient system of schools," the inefficiencies of replicating services 55 times in West Virginia must be addressed.

The Board agrees that the WVDE should establish an initiative to help small counties create job-sharing arrangements wherever possible. We urge a broader view, however, and suggest changes to the context of the system of 55 local boards of education and the unique needs of their students.

Citizens, especially parents of school-aged children, deserve to have a body where they can voice their concerns. Today the 55 local school boards meet that need. But there is no constitutional mandate for that particular organization and there are good reasons to search for more efficient ways to provide those forums without all the costs associated with their current administrative attachments.

In no other area of education in West Virginia is there a clearer reason to put the needs of students above the desires of the adults and to find a way to restructure or remake the system of local boards of education.

Now, therefore, **Be It Resolved**, that the State Board hereby appoints the West Virginia Board of Education Commission on School District Governance and Administration (the "Commission"), subject to the following terms and conditions:

1. The Commission will consist of eleven members, including a chairperson.
2. The Commission will hold the number of meetings necessary to fulfill its charter.
3. Commission members will serve without compensation but will, subject to State Board or West Virginia Department of Education (the "State Department") guidelines, receive reimbursement for mileage and any other allowable expenses incurred in attending meetings of the Commission.
4. The Commission will make recommendations for restructuring or remaking the system of local boards of education in order to more efficiently provide students in all counties, particularly students in the smallest counties, with the same high-quality education. The recommendations may include proposed legislation and proposed State Board policies and may address, without limitation, such issues as maximizing time local boards spend planning and goal setting, efficiency of finances and resources, accounting principles, job sharing potential, and any other area that may affect the provision of an "efficient system of schools."
5. The Commission will report its recommendations in whole or in part at the times it determines appropriate, but will endeavor to complete its work by the January 2014 meeting of the State Board.
6. The Commission will comply with West Virginia's Open Governmental Proceedings Act and any applicable State Board policies and procedures.
7. The Commission shall enjoy the full cooperation of State Board staff, the State Superintendent of Schools, and the State Department.
8. At the request of the Commission and with State Board approval, the State Department will engage such consultants and other services, as the Commission deems necessary in the course of its work.

Be It Further Resolved, that a copy of this Charter be delivered to the Governor and to the Legislative Oversight Committee on Education Accountability.

Signed this thirteenth day of March, Two-thousand, thirteen.


L. Wade Linger, Jr., President


Robert W. Dunlevy, Secretary

Appendix II - County Board of Education Central Office Expenditures 2012-13

COUNTY BOARDS OF EDUCATION CENTRAL OFFICE EXPENDITURES FOR THE 2012-13 YEAR

County	General Administration Amount	Central Services Amount	Total Central Office Expenditures
Barbour	\$ 521,555	\$ 334,733	\$ 856,288
Berkeley	1,933,314	3,929,751	5,863,065
Boone	2,006,823	2,469,288	4,476,111
Braxton	704,716	501,836	1,206,552
Brooke	632,739	408,388	1,041,127
Cabell	1,365,610	1,652,922	3,018,531
Calhoun	295,455	191,657	487,112
Clay	604,164	359,722	963,886
Doddridge	721,001	451,893	1,172,895
Fayette	1,473,684	2,447,274	3,920,958
Gilmer	396,706	264,655	661,361
Grant	684,998	202,833	887,831
Greenbrier	1,457,599	427,088	1,884,686
Hampshire	367,269	920,194	1,287,463
Hancock	2,381,118	1,033,386	3,414,504
Hardy	660,292	473,007	1,133,299
Harrison	1,167,664	3,204,901	4,372,564
Jackson	1,040,066	402,965	1,443,031
Jefferson	1,511,079	2,855,063	4,366,142
Kanawha	3,441,039	7,708,124	11,149,163
Lewis	339,529	695,097	1,034,625
Lincoln	1,357,957	543,866	1,901,823
Logan	764,400	1,170,412	1,934,812
Marion	1,340,538	1,871,653	3,212,191
Marshall	1,659,154	1,242,359	2,901,513
Mason	566,752	483,977	1,050,729
McDowell	811,543	1,007,181	1,818,724
Mercer	998,596	1,681,294	2,679,890
Mineral	1,062,379	1,116,882	2,179,260
Mingo	1,236,867	512,594	1,749,461
Monongalia	1,601,073	2,884,331	4,485,404
Monroe	425,823	206,854	632,677
Morgan	557,073	533,281	1,090,355
Nicholas	676,138	752,718	1,428,856
Ohio	1,052,734	1,130,235	2,182,969
Pendleton	444,089	361,881	805,970
Pleasants	686,661	194,034	880,695
Pocahontas	681,795	1,150	682,945
Preston	868,617	823,599	1,692,216
Putnam	1,436,160	2,688,644	4,124,804
Raleigh	2,748,097	2,078,422	4,826,519
Randolph	735,355	761,212	1,496,567
Ritchie	773,280	203,147	976,427
Roane	407,064	571,900	978,964
Summers	363,706	456,791	820,497
Taylor	610,967	963,159	1,574,126
Tucker	423,860	193,660	617,520
Tyler	780,482	317,307	1,097,790
Upshur	909,904	478,292	1,388,196
Wayne	996,574	1,187,640	2,184,214
Webster	383,420	289,146	672,565
Wetzel	830,712	311,149	1,141,861
Wirt	338,065	257,502	595,566
Wood	1,431,697	2,068,634	3,500,332
Wyoming	1,099,432	860,117	1,959,549
Total	\$ 54,767,384	\$ 61,139,797	\$115,907,181

OSF3

03/18/14

Current Exp by Function 13 Final

Appendix III - County Board Member Compensation 2012-13

**COUNTY BOARDS OF EDUCATION
BOARD MEMBER COMPENSATION (OBJ 171)
2012-13 SCHOOL YEAR**

County	Board Member Compensation (Obj 171)
Barbour	22,720
Berkeley	18,580
Boone	39,680
Braxton	22,580
Brooke	38,080
Cabell	39,680
Calhoun	21,780
Clay	20,000
Doddridge	24,000
Fayette	25,600
Gilmer	16,980
Grant	17,780
Greenbrier	31,840
Hampshire	28,480
Hancock	38,880
Hardy	25,600
Harrison	39,200
Jackson	24,640
Jefferson	29,780
Kanawha	40,000
Lewis	25,280
Lincoln	28,480
Logan	25,360
Marion	33,280
Marshall	40,000
Mason	34,240
McDowell	27,840
Mercer	29,780
Mineral	27,840
Mingo	16,000
Monongalia	31,040
Monroe	28,000
Morgan	19,040
Nicholas	32,800
Ohio	34,240
Pendleton	18,880
Pleasants	21,280
Pocahontas	24,960
Preston	19,040
Putnam	19,840
Raleigh	39,840
Randolph	35,520
Ritchie	20,800
Roane	20,160
Summers	27,200
Taylor	29,780
Tucker	19,200
Tyler	22,720
Upshur	21,920
Wayne	12,960
Webster	26,400
Wetzel	23,840
Wirt	19,840
Wood	32,160
Wyoming	28,800
Total	1,484,080

OSF

09/08/14

Board Member Compensation 13

Appendix IV - Number of County Administrative Personnel 2013-14

**COUNTY BOARDS OF EDUCATION
NUMBER OF ADMINISTRATIVE PERSONNEL BY POSITION - (FTE)
EXCLUDES RESA PERSONNEL
2013-14 YEAR**

County	Super-Intendent	Deputy/Asso. or Asst Supt.	Admin. Assistant	Director/ Manager Instructional	Director/ Coordinator Support Serv.	Chief School Business Official	Child Nutrition Director	Total Central Off. Administrators
Barbour	1.00	0.60	-	3.10	-	1.00	0.50	6.20
Berkeley	1.00	4.00	-	11.00	20.00	1.00	-	37.00
Boone	1.00	2.00	-	6.00	6.75	1.00	-	16.75
Braxton	1.00	-	-	2.13	1.50	1.00	0.33	5.96
Brooke	1.00	1.00	-	4.50	1.00	1.00	1.00	9.50
Cabell	1.00	3.00	-	6.00	15.00	1.00	1.00	27.00
Calhoun	1.00	-	-	2.80	1.20	1.00	-	6.00
Clay	1.00	0.50	-	4.75	1.00	1.00	0.25	8.50
Doddridge	1.00	-	1.00	2.00	0.75	1.00	1.00	6.75
Fayette	1.00	2.00	-	5.00	4.00	1.00	1.00	14.00
Gilmer	1.00	-	-	2.00	1.00	1.00	0.50	5.50
Grant	1.00	1.00	-	2.00	3.00	1.00	-	8.00
Greenbrier	1.00	2.00	-	7.00	3.50	1.00	1.00	15.50
Hampshire	1.00	-	-	2.50	3.00	1.00	-	7.50
Hancock	1.00	1.00	-	2.00	4.00	1.00	-	9.00
Hardy	1.00	-	-	1.35	1.65	1.00	-	5.00
Harrison	1.00	3.00	-	3.00	2.00	1.00	1.00	11.00
Jackson	1.00	2.00	-	4.00	0.25	1.00	1.00	9.25
Jefferson	1.00	2.00	-	3.00	13.00	1.00	1.00	21.00
Kanawha	1.00	6.00	7.00	5.00	17.00	1.00	-	37.00
Lewis	1.00	-	-	2.60	1.40	1.00	1.00	7.00
Lincoln	1.00	1.00	-	3.00	2.00	1.00	-	8.00
Logan	1.00	2.00	-	8.00	2.00	1.00	-	14.00
Marion	1.00	-	3.00	3.00	-	1.00	-	8.00
Marshall	1.00	1.00	-	4.00	5.00	1.00	1.00	13.00
Mason	1.00	-	2.00	5.00	7.00	1.00	-	16.00
McDowell	1.00	1.50	-	3.00	3.50	1.00	0.50	10.50
Mercer	1.00	2.00	-	3.00	2.00	1.00	1.00	10.00
Mineral	1.00	1.50	-	3.50	4.00	0.50	1.00	11.50
Mingo	1.00	1.00	1.00	4.00	4.00	1.00	1.00	13.00
Monongalia	1.00	2.00	1.00	6.50	7.00	1.00	1.00	19.50
Monroe	1.00	1.00	-	3.00	1.00	1.00	0.25	7.25
Morgan	1.00	1.00	-	3.00	1.25	1.00	0.75	8.00
Nicholas	1.00	1.00	-	2.50	3.00	1.00	0.50	9.00
Ohio	1.00	1.00	-	5.00	-	1.00	1.00	9.00
Pendleton	1.00	-	-	2.50	-	1.00	0.50	5.00
Pleasants	1.00	1.00	-	1.00	1.00	1.00	-	5.00
Pocahontas	1.00	-	-	2.00	0.50	1.00	-	4.50
Preston	1.00	1.00	-	4.00	1.00	1.00	1.00	9.00
Putnam	1.00	3.00	-	5.00	9.00	1.00	1.00	20.00
Raleigh	1.00	2.00	-	8.00	10.00	1.00	1.00	23.00
Randolph	1.00	1.00	-	3.00	2.20	1.00	0.80	9.00
Ritchie	1.00	-	-	2.00	0.50	1.00	-	4.50
Roane	1.00	-	-	2.00	3.00	1.00	-	7.00
Summers	1.00	-	-	1.50	0.58	1.00	0.42	4.50
Taylor	1.00	1.00	-	2.00	1.00	1.00	1.00	7.00
Tucker	1.00	-	-	2.08	1.00	1.00	-	5.08
Tyler	1.00	-	-	1.00	3.50	1.00	-	6.50
Upshur	1.00	1.00	-	2.00	2.00	1.00	-	7.00
Wayne	1.00	-	-	6.00	7.50	1.00	1.00	16.50
Webster	1.00	-	-	1.70	0.50	1.00	0.50	4.70
Wetzel	1.00	1.00	-	3.00	2.00	1.00	-	8.00
Wirt	1.00	-	-	1.00	-	1.00	-	3.00
Wood	1.00	2.00	1.00	7.00	7.00	1.00	-	19.00
Wyoming	1.00	2.00	-	3.00	3.00	1.00	1.00	11.00
Total	55.00	61.10	16.00	198.01	198.03	54.50	26.80	609.44

OSF
1/23/2014
FTE Admin Pers 14

Appendix V - RESA Revenues and Expenditures 2012-13

REGIONAL EDUCATIONAL SERVICE AGENCIES SUMMARY OF TOTAL REVENUES AND EXPENDITURES FISCAL YEAR ENDED JUNE 30, 2013

	RESA 1 Raleigh Co.	RESA 2 Cabell Co.	RESA 3 Kanawha Co.	RESA 4 Nicholas Co.	RESA 5 Wood Co.	RESA 6 Ohio Co.	RESA 7 Harrison Co.	RESA 8 Berkeley Co.	Total
Revenues: (unaudited)									
Local and Intermediate Sources:									
Tuition	325,117	-	-	19,567	68,999	52,612	209,731	22,244	698,270
Investment earnings	5,957	-	10,702	-	-	-	-	15,002	31,661
Service to other LEAs	1,274,022	1,170,619	-	83,217	-	2,248,774	4,493,978	2,817,220	12,087,830
For/on behalf	-	-	-	-	-	-	9	-	9
Miscellaneous	93,857	375	2,599,004	284,357	2,444,438	58,947	93,035	236,224	5,810,236
State Sources:									
State support	487,705	521,718	551,100	418,783	454,047	416,523	601,900	538,224	3,990,000
State restricted	1,067,604	304,762	2,768,866	298,813	1,003,368	783,598	1,528,318	918,714	8,674,044
State unrestricted	-	-	-	-	-	-	-	-	-
Federal Sources:									
Medicaid	-	-	-	-	-	-	-	128,396	128,396
Direct federal grants	-	152,600	118,189	-	-	-	-	4,339,723	4,610,512
Federal thru state restricted	2,161,144	342,561	1,589,831	1,400,560	1,276,522	777,433	2,604,816	1,355,546	11,508,413
Federal thru state restricted ARRA	-	-	-	-	20,196	-	-	-	20,196
Federal thru state unrestricted	-	-	2,500	-	-	-	-	-	2,500
Accrued revenue	222,512	138,074	504,642	94,193	(104,242)	360,211	(50,919)	115,989	1,280,459
Total Revenues	5,637,918	2,630,708	8,144,834	2,599,489	5,163,328	4,698,098	9,480,868	10,487,283	48,842,527
Expenditures: (unaudited)									
Professional salaries	1,271,222	528,723	1,758,278	549,956	1,569,168	1,232,267	3,311,620	2,507,795	12,729,031
Service salaries	907,062	294,366	925,140	372,898	556,188	1,316,467	1,310,110	2,222,539	7,904,770
Board members salaries	5,500	4,300	3,200	4,300	6,600	5,100	8,300	5,200	42,500
Other salaries	287,276	76,175	578,854	0	294,524	299,293	1,674,541	1,366,624	4,577,286
Employee benefits	673,357	275,278	1,346,820	317,643	709,209	949,512	1,692,317	1,914,653	7,878,790
Purchased prof and tech services	1,150,890	723,601	2,471,811	711,424	189,330	421,668	849,524	357,863	6,876,112
Insurance	16,284	8,036	19,600	-	20,711	5,086	27,932	57,600	155,249
Communications	57,179	15,431	646,143	10,595	40,031	62,541	85,700	92,104	1,009,724
Advertising	3,129	740	395	-	610	2,401	495	4,099	11,869
Printing/binding	27,120	-	9,400	-	800	-	6,180	16,814	60,315
Tuition	123,451	-	-	-	-	17,946	4,788	-	146,185
Travel	153,327	59,227	157,802	72,972	134,240	128,963	308,610	212,864	1,228,005
Utilities and energy	36,257	25,733	63,383	12,129	1,406,561	3,482	30,170	59,142	1,636,858
Disposal / cleaning	3,364	9,742	5,805	1,388	1,949	15,723	2,349	84,859	125,179
Repair and maintenance	43,678	3,276	513	18,719	14,067	17,662	27,525	174,965	300,404
Rentals	205,047	4,103	78,001	3,805	115,921	53,941	36,879	251,417	749,113
Supplies	471,165	290,122	542,490	715,211	406,741	191,556	292,264	670,998	3,580,548
Land / Buildings / Paid to Contractors	-	-	7,771	-	-	-	-	52,039	59,810
Equipment	-	-	4,554	-	6,245	-	28	10,539	21,366
Buses	-	-	-	-	-	-	-	268,714	268,714
Debt related payments	-	-	-	-	-	-	-	21,761	21,761
Other	1,622	325	-	374	(23,441)	-	7,713	3,041	(10,366)
Total Expenditures	5,436,932	2,319,179	8,619,960	2,791,413	5,449,453	4,723,606	9,677,046	10,355,631	49,373,222
Excess (deficiency) of revenues over expenditures	200,986	311,529	(475,126)	(191,924)	(286,125)	(25,508)	(196,178)	131,651	(530,695)
Beginning fund balance (audited)	(445,901)	643,160	(1,851,155)	935,440	(484,510) *	(1,353,789) *	(1,965,838)	(2,431,994)	(6,954,587)
Proceeds from Capital Lease	-	-	-	-	-	-	-	160,000	160,000
Transfers In	258,476	42,038	155,492	53,462	89,245	699,085	159,872	354,068	1,811,737
Transfers (Out)	(258,476)	(42,038)	(155,492)	(53,462)	(73,371)	(699,085)	(159,872)	(608,255)	(2,050,050)
Extraordinary Item	-	-	-	-	-	-	-	-	-
Audit Adjustment	-	(2,650)	-	67,283	-	-	-	-	64,633
Unrestricted Fund balance at June 30, 2012 -									
AUDITED (With OPEB liability included)	(244,915)	952,039	(2,326,281)	810,799	(754,761)	(1,379,297)	(2,162,016)	(2,394,530)	(7,498,963)
Liability for other post employment benefits	1,107,595	473,743	2,445,843	403,820	1,047,703	1,495,026	2,610,878	3,043,225	12,627,833
Unrestricted Fund balance at June 30, 2012 with OPEB liability excluded	862,680	1,425,782	119,562	1,214,619	292,942	115,729	448,862	648,695	5,128,870

Note: Beginning fund balances denoted with an asterisk (*) are restated due to prior period adjustments. Please refer to the respective audit reports for further detail.

Appendix VI - Number of Public Schools 2013-14

COUNTY BOARDS OF EDUCATION NUMBER OF PUBLIC SCHOOLS 2013-14 YEAR

County	Elementary	Middle	High	Vocational	Alternative	Total
Barbour	5	3	1	-	-	9
Berkeley	21	5	4	1 (1)	1	32
Boone	10	2	3	1	-	16
Braxton	6	1	1	-	-	8
Brooke	7	2	1	-	-	10
Cabell	19	4	2	1	1	27
Calhoun	2	-	1	1 (1)	-	4
Clay	4	1	1	-	-	6
Doddridge	2	1	1	-	-	4
Fayette	10	2	5	1	-	18
Gilmer	4	-	1	-	-	5
Grant	2	-	2	1 (1)	-	5
Greenbrier	9	2	2	1	-	14
Hampshire	6	2	1	1	-	10
Hancock	5	2	2	1	-	10
Hardy	2	2	2	-	-	6
Harrison	13	5	5	1 (1)	2	26
Jackson	8	2	2	1 (1)	-	13
Jefferson	11	4	2	-	-	17
Kanawha	45	13	8	3	1	70
Lewis	4	1	1	-	-	6
Lincoln	3	4	1	-	-	8
Logan	11	3	3	1	-	18
Marion	9	7	3	1	1	21
Marshall	8	2	2	1	1	14
Mason	7	-	3	1	-	11
McDowell	6	2	2	1	-	11
Mercer	17	4	4	1	-	26
Mineral	8	2	2	1	1	14
Mingo	3	6	2	-	-	11
Monongalia	10	4	3	1	1	19
Monroe	1	2	1	1	-	5
Morgan	5	1	2	-	-	8
Nicholas	10	2	2	1	-	15
Ohio	8	4	1	-	-	13
Pendleton	3	-	1	-	-	4
Pleasants	2	1	1	1 (1)	-	5
Pocahontas	2	2	1	-	-	5
Preston	4	7	1	-	-	12
Putnam	14	4	4	1	-	23
Raleigh	19	5	4	2	-	30
Randolph	9	1	4	1	1	16
Ritchie	4	1	1	-	-	6
Roane	2	3	1	-	-	6
Summers	3	1	1	-	-	5
Taylor	3	1	1	1	-	6
Tucker	0	2	1	-	-	3
Tyler	2	1	1	-	-	4
Upshur	7	1	1	1 (1)	-	10
Wayne	12	6	3	-	-	21
Webster	1	4	1	-	-	6
Wetzel	2	3	4	-	-	9
Wirt	1	1	1	-	-	3
Wood	19	5	3	2	-	29
Wyoming	3	8	2	1	-	14
Total	413	154	116	34	10	727

Note: (1) The vocational schools indicated are the seven multi-county vocational centers (MVCVs) created by the State Board, but are reported in the districts that serve as the MVCVs' fiscal agents.

OSF
09/08/14
No. of Schools 14



Michael J. Martirano, Ed.D.
State Superintendent of Schools