


**STATE OF HAWAII
DEPARTMENT OF EDUCATION
KA 'OIHANA HO'ONA'AUAO
P.O. BOX 2360
HONOLULU, HAWAII 96804**

OFFICE OF THE SUPERINTENDENT

December 15, 2022

TO: The Honorable Bruce D. Voss
Chairperson, Board of Education

FROM: Keith T. Hayashi
Superintendent 

SUBJECT: **Board Action on Appointment of Assistant Superintendent of the Office of Talent Management**

I. BACKGROUND

At its November 17, 2022 General Business Meeting, the Hawaii State Board of Education (Board) directed the Hawaii State Department of Education (Department) to develop a comprehensive system for determining Complex Area Superintendent salaries based on experience, performance, and levels of responsibilities no later than June 30, 2023. The Board also asked that the Department develop a similar system for Assistant Superintendents. The Department is currently in the process of developing this system.

While the Department is working towards a new system to compensate the Assistant Superintendents, I am requesting the approval of the appointment of Mr. Sean Bacon as Assistant Superintendent of the Office of Talent Management with an initial salary of \$170,000. Securing my executive leadership team will establish trust and confidence among the Department's leaders and staff critical to improving the efficiency and effectiveness of Department operations and the educational services provided.

Additionally, the approval of Mr. Bacon for the Assistant Superintendent position will enable the Department to begin the process of filling his previous position with a permanent appointment. Currently, there are several positions within the Office of Talent Management that are filled with temporary appointments due to Mr. Bacon's current interim status.

The Assistant Superintendent of the Office of Talent Management works closely with the Superintendent and Deputy Superintendents of the Department as a strategic partner in the coordination and supervision of all human resource functions. As a member of the

Superintendent's executive leadership team, the Assistant Superintendent of the Office of Talent Management plays an important role in executing the priorities and initiatives of the Board and the Department through thoughtful planning, timely execution, and effective implementation.

The Assistant Superintendent of the Office of Talent Management is currently responsible for a comprehensive talent acquisition and management and employee relations program for the nearly 42,000 certificated, classified, casual, and support services personnel of the Department. This includes, but is not limited to, the development, administration, management, evaluation, and maintenance of policies, programs, and procedures dealing with recruitment, wage and salary management, employment, certification, employee benefits, collective bargaining, training and development, contract administration, and performance evaluation.

The Assistant Superintendent currently provides strategic oversight of the Office of Talent Management performance routines and measurable objectives and leads a central and field staff of approximately 250 employees performing the following key functions:

- Talent acquisition: Recruitment, selection, and employment of certificated, classified, and casual employees of the public school system;
- Leadership development;
- Classification of positions;
- Performance evaluation, training, and development;
- Collective bargaining and negotiations, labor relations, and investigations;
- Civil rights compliance;
- Workers compensation claims administration; and
- Total rewards: Compensation (wages, salaries, and other employee benefits) management.

The Assistant Superintendent serves as the Department's liaison to the Board's Human Resources Committee.

II. **AUTHORITY**

The following policies provide the superintendent with the authority to appoint a qualified individual as the assistant superintendent. Please note, in accordance with [§1-17, Hawaii Revised Statutes \(HRS\)](#), "Words in the masculine gender signify both the masculine and feminine gender, those in the singular or plural number signify both the singular and plural number, and words importing adults include youths or children."

- [§302A-1111, Hawaii Revised Statutes \(HRS\)](#), designates the superintendent as "the chief executive officer of the public school system having jurisdiction over the internal organization, operation, and management of the public school system, as provided by law" under the policies established by the Board.
- [Board Policy 500-4, Duties and Responsibilities of the Superintendent](#), states the superintendent is responsible for the "planning, organizing, staffing, directing and controlling the educational program, finances, personnel and facilities of the department."

- [§26-39, HRS](#), provides the superintendent the ability to appoint a subordinate: “Except as otherwise provided by this chapter and with the approval of the governor, the head of a department may establish or abolish any subordinate office or position, transfer officers and employees between positions, appoint and remove any subordinate, and change the duties, titles, and compensation of offices and positions as is deemed necessary by the head of the department for the efficient functioning of the department, subject to the limitations of available appropriations and of the provisions of chapter 76.”
- During the May 5, 2022, General Business Meeting, the Board adopted the current “Department of Education Leadership Salary Structure” (Attachment A). Per this document, “Whenever the superintendent recommends to the Board the approval of the appointment of a new subordinate superintendent, the superintendent must also recommend an entry salary for that individual” (Section III.E). [§302A-621, HRS](#), authorizes the Board to set the salary of the assistant superintendents. [Board Policy 500-6](#) states the Board “desires that the best candidates are appointed to all of the subordinate superintendent positions to create a knowledgeable, strong, and dynamic leadership team that supports the superintendent, teachers, administrators, and other school-level personnel”; thus, the Board “shall establish a salary structure that is competitive and commensurate with the duties, responsibilities, and authorities of the respective subordinate superintendent positions.”

III. RECOMMENDATION

As Superintendent, I recommend the appointment of Mr. Sean Bacon as the Assistant Superintendent of the Office of Talent Management (Position Number 60046) to manage the Department’s talent management program and lead our human resource initiatives with an annual salary in accordance with the assistant superintendent salary range approved by the Board on May 5, 2022. I recommend an entry salary of \$170,000, which is within the range approved by the Board and is comparable to the average salaries of similar leadership positions across the nation.

The proposed salary is comparable to the average salary of positions with similar duties as the Assistant Superintendent of the Office of Talent Management at school districts with similar student enrollment. The 2021 salaries for the head of the human resources office of school districts with similar enrollment are listed in the table below, with the salary currently proposed for the Department’s assistant superintendent position. The table includes the eleventh largest school district to the fifteenth. The proposed salary falls within the range of the school districts similar in size.

Rank by Size	School District	Student Enrollment (2018)	Position Title	Salary
15	Wake County	161,784	Assistant Superintendent for Human Resources	\$150,880
14	Montgomery County	162,680	Chief of Office of Human Resources and Development	\$208,631
13	Gwinnett County	179,758	Personal/Human Resources Director	\$215,815
12	Hawaii State Department of Education	181,278	Assistant Superintendent of Talent Management	Recommend \$170,000
11	Fairfax County	187,797	Assistant Superintendent, Human Resources	\$190,799

Source: GovSalaries.com

As Assistant Superintendent, Mr. Bacon will be responsible for leading, directing, and supervising the human resources functions of the Department. He will ensure the work of the Office of Talent Management advances the Department's efforts in:

- Developing the Department's strategic priorities and plan for system and school improvement;
- Assessing the functions, processes, and practices of the Office of Talent Management as part of the systemic approach to better our public education system, which will complement a possible plan for reorganization;
- Streamlining operations to increase efficiency and effectiveness;
- Modernizing systems and processes to replace what is currently outdated and archaic to make such systems and processes more efficient and user-friendly;
- Conducting an inventory of functions to eliminate duplicity and redundancy and to identify needs to address;
- Recruiting and retaining qualified staff at the school, complex area, and state office levels;
- Providing professional development that promotes practices that are culturally adaptive and responsive to identified needs;
- Keeping abreast of programs, policy changes, and administrative directives, ensuring that organizational activities are conducted under departmental requirements, and recommending policy and directive changes as appropriate;
- Conducting research and executive analysis of data and information obtained to inform strategic decision-making; and
- Facilitating more state office involvement in assisting schools and complex areas with their needs.

Mr. Bacon's 11 years of experience within the Office of Talent Management (previously known as the Office of Human Resources) as the interim assistant superintendent, executive assistant, personnel administrator of the Recruitment and Employment Section, and personnel specialist of the Educational Officer Recruitment Unit and six years of experience as a school

administrator provides him with an intimate knowledge of personnel development, personnel management, and labor relations from a system perspective to the school perspective. This will enable Mr. Bacon to guide the Office of Talent Management to be responsive to the needs of schools and effectively communicate with all levels of the tri-level system.

Mr. Bacon has been serving as the interim Assistant Superintendent of the Office of Talent Management since May 3, 2021, following the resignation of the incumbent on May 2, 2021. As interim Assistant Superintendent, Mr. Bacon has:

- Directed the implementation of the system to capture the vaccination status of all employees in the Department to meet Governor David Ige's COVID-19 vaccination and testing mandate;
- Overseen the repeal of Hawaii Administrative Rule 8-66 to pave the way for the Department to ensure comparable and competitive wages for part-time teachers;

Participated in negotiating the Hawaii Government Employees Association (HGEA) Unit 06 contract;

- Participated in monthly meetings with HGEA, the Hawaii State Teachers Association (HSTA), and the United Public Workers leadership to keep them updated on the Department's COVID-19 response efforts;
- Represented the Department at the Council of the Great City Schools conference in Orlando by presenting on recruitment and retention strategies;
- Served as a member of the Teacher Education Coordinating Committee, which is a statutorily required committee of representatives from the Department and University of Hawaii leadership and local institutions of higher education created to address matters of education;
- Served as the Superintendent-designee for the Hawaii Teacher Standards Board, which sets the teacher licensing and credentialing standards; and
- Served as an Executive Board member of the Labor and Employment Relations Association - Hawaii Chapter, which is composed of professionals from across the state interested in advancing workplace relations.

Mr. Bacon has already proven he is fully capable of serving as the Department's Assistant Superintendent of the Office of Talent Management by effectively implementing Department initiatives; utilizing resources to meet the needs of the schools, complex areas, and state offices; engaging in a professional network of education leaders locally and nationally to keep abreast of the developments in the field of education; and navigating through the ever-changing landscape of the public education system to promote equity of access to high-quality educators and support staff for all students to ensure student success.

I have had the pleasure and privilege of working alongside Mr. Bacon since I assumed the role of interim Superintendent in August 2021. His commitment to the Department and to improving our public education system is unquestionable.

For these reasons, I respectfully recommend the Board approves the following appointment effective December 16, 2022:

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Sean Bacon
Assistant Superintendent
Position No. 60046
Annual salary beginning at \$170,000

The Department anticipates presenting its proposed comprehensive system for determining Assistant Superintendent and Complex Area Superintendent salaries to the Board in the early months of 2023. Pending the outcome of this proposal, adjustments may need to be made to the initial salary recommended for Mr. Bacon.

Mr. Bacon's resume is attached (Attachment B). The Assistant Superintendent position, Position No. 60046, is an established permanent position with funding included in the Department's budget.

Thank you for your consideration and your continued support.

KTH:cto

Attachments: Attachment A - Department of Education Leadership Salary Structure adopted by
the Board of Education on May 5, 2022

Attachment B - Resume of Sean Bacon

c: Office of Talent Management

**BOARD OF EDUCATION
DEPARTMENT OF EDUCATION LEADERSHIP SALARY STRUCTURE**

I. Purpose

- A. The purpose of this salary structure is to establish a system for performance-based and other case-by-case salary adjustments for the subordinate superintendents (which are the deputy superintendent, assistant superintendents, and complex area superintendents) of the Department of Education (“Department”).
- B. This salary structure articulates the flexibility of the Board of Education (“Board”) to provide fair and competitive salaries to subordinate superintendents while ensuring this system and resulting leadership salaries are transparent.

II. Authority

- A. Pursuant to Section 302A-621, Hawaii Revised Statutes, the Board has the sole authority to set the salaries of subordinate superintendents with the only restriction being that the salary of a subordinate superintendent cannot exceed the salary of the superintendent.
- B. In accordance with Board Policy 500-6, entitled “Salaries of Subordinate Superintendents,” the Board is to “establish a salary structure that is competitive and commensurate with the duties, responsibilities, and authorities of the respective subordinate superintendent positions.”

III. Salaries and Salary Ranges

- A. The Board must be able to review and approve exact salaries to ensure equity, avoid salary compression issues, and optimize competitiveness for recruitment and retention. Further, more transparency as to salaries of the top leaders of the Department, which is one of the largest state departments, is in the best interest of the public.
- B. The Board has set the following salary ranges for subordinate superintendents to assist the superintendent with leadership recruitment:
 - 1. Deputy superintendent: \$162,750 to \$194,250
 - 2. Assistant superintendents: \$157,500 to \$189,000
 - 3. Complex area superintendents: \$152,250 to \$183,750

- C. The superintendent may recommend changes to the Board to the salary ranges stated in Section III.B based on market conditions. Any changes to the salary ranges require the Board to amend this salary structure document.
- D. The superintendent shall not adjust the salary of a subordinate superintendent without prior approval from the Board.
- E. Whenever the superintendent recommends to the Board the approval of the appointment of a new subordinate superintendent, the superintendent must also recommend an entry salary for that individual.
- F. Whenever the superintendent requests adjustments to a subordinate superintendent's salary, the superintendent must provide the Board with the current salary of the subordinate superintendent and the new proposed salary.
- G. Any Board approval of recommended salary adjustments is also approval of the use of funds necessary to effectuate such salary adjustments. The superintendent shall provide the Board with information on the total cost of any proposed salary adjustments.

IV. Performance-based Salary Adjustments

- A. The superintendent shall annually evaluate the performance of subordinate superintendents using an evaluation instrument of the superintendent's choosing that sets the performance expectations for each subordinate superintendent. The evaluation instrument used by the superintendent to evaluate performance should align with Department and Board goals for consistency and fairness.
- B. Subordinate superintendents who meet performance expectations as determined by the performance evaluation are eligible for a minimum performance-based salary adjustment as determined by the superintendent in consultation with the Human Resources Committee Chairperson or their designee. In determining the minimum performance-based salary adjustment, the superintendent and the Human Resources Committee Chairperson, or their designee, shall consider various market factors, including the Hawaii Consumer Price Index, average Hawaii salary increase rates, and collective bargaining raises of other Department employees.
- C. Subordinate superintendents who exceed performance expectations as determined by the performance evaluation are eligible for an additional performance-based salary adjustment as recommended by the superintendent.

- D. The superintendent shall annually report the overall performance evaluation results to the Board and recommend performance-based salary adjustments based on the evaluation results. The report annually shall also include the copy of the current evaluation being used and the position descriptions of those affected.
- E. The superintendent may recommend no performance-based salary adjustments based on circumstantial conditions, such as economic downturns.
- F. The Board has total discretion over salary adjustments for subordinate superintendents and may decide to defer or forgo performance-based salary adjustments in any given year based on circumstantial conditions, such as economic downturns.
- G. Subordinate superintendents serving in an interim or acting capacity are not eligible for performance-based salary adjustments.

V. Other Salary Adjustments

- A. The superintendent may recommend, and the Board may consider, other salary adjustments for subordinate superintendents separate from performance-based compensation adjustments on a case-by-case basis as circumstances warrant, which include, but are not limited to:
 - 1. A complex area superintendent whose salary is less than the average salary of high school principals;
 - 2. An assistant superintendent whose salary is less than the average salary of peers in the industries relevant to the subject matter area overseen by the assistant superintendent; or
 - 3. A deputy superintendent whose salary is less than the average salary of other subordinate superintendents that the deputy superintendent supervises.
- B. Other salary adjustments may require the amendments of the salary ranges stated in Section III.B and in accordance with Section III. C.

[Adopted 05/05/2022]

WORK EXPERIENCE

Hawai'i State Department of Education

State Office Experience

Interim Assistant Superintendent, Office of Talent Management

May 2021 - Present

- Lead the Office of Talent Management for Hawaii's largest state government agency, overseeing the human resources functions for 42,000 salaried and part-time employees of the Department of Education.
- Provide leadership, administrative oversight, organizational planning, and development in support of the Department's mission, vision, and strategic objectives.
- Advise the Superintendent as a strategic partner in the coordination and supervision of all human resource functions and serve as the liaison between the Department and the major labor unions and state Office of Collective Bargaining.
- Responsible for administering a comprehensive personnel management program for certificated, classified, and casual employees within the framework of established laws, policies, and accepted principles of personnel management.
- Directly oversee an office over 250 employees — including 50 employees based at the complex or school level — and responsibly administer an annual operating budget of approximately \$47 million.
- Manage teams that provide centralized employment and personnel administration services to schools, complex areas and state offices to ensure support is being provided efficiently and effectively through such programs and services as: recruitment, selection, and employment processing; teacher reclassification; certification of educational officers; leave administration; Temporary Disability Insurance and Workers' Compensation program administration; collective bargaining and negotiations; labor relations and contract administration; administration of employee benefit programs; classification and compensation systems; employee development and training; school administrator training; employee awards and recognition; and leadership development.

Executive Assistant, Office of Talent Management

December 2017 - May 2021

- Served as Executive Assistant to the Assistant Superintendent of the Office of Talent Management and was responsible for assisting and supporting the Assistant Superintendent in the day-to-day administration, direction, leadership, and management of the office, and assumed the duties and responsibilities in their absence.
- Advised the Assistant Superintendent on planning, organizing, and reviewing strategic goals and recommending policy and directive changes.
- Reviewed and provided oversight for the work of subordinate supervisors.
- Oversaw the accelerated development of the Department's first-ever telework program when the COVID-19 pandemic forced a shutdown of state agencies and a shift to remote work.
- Provided leadership to Personnel Regional Officers to ensure they were kept abreast of key changes to personnel processes associated with COVID-19 such as new hiring procedures, increased training and hiring of substitute teachers, quarantine guidelines, and evolving staffing needs with the shift to telework followed by a return to work during the pandemic.

EDUCATION

*University of Southern Mississippi
Hattiesburg, Mississippi*

Master of Education in School
Counseling

*Aquinas College
Grand Rapids, Michigan*

Bachelor of Arts in Elementary
Education

PROFESSIONAL

*Hawai'i State Department of
Education | University of Hawai'i at
Mānoa*

Completed the Department's
Administrator Training program
and completed the required
coursework through UH Mānoa
to obtain the Professional School
Administrator Certificate.

Hawaii Teacher Standards Board

Serve as a board member
representing the Superintendent.
The HTSB envisions a highly
esteemed public education
system with rigorous professional
teacher standards to foster
student success. Its mission is to
collaboratively set high teacher
licensing and credentialing
standards.

Teacher Education Coordinating Committee

Serve on the Committee
representing the Department of
Education. The TECC is
established in state statute to
identify, study, take action or
make recommendations on
matters of education of common
interest to the Department of
Education and educator
preparation programs that
prepare teachers and education
professionals.

WORK EXPERIENCE

Personnel Specialist III, Office of Talent Management

November 2013 - December 2017

- Oversaw recruitment and employment units including Teacher Recruitment, Classified/Support Services Personnel Recruitment, Educational Officer Recruitment, Employment Background Check and Teacher Reclassification.
- Supervised and administered the statewide recruitment program.
- Provided assistance to top level management in the interpretation of personnel policies.

Personnel Specialist II, Office of Talent Management

August 2011 - November 2013

- Oversaw the recruitment unit for Educational Officers statewide.
- Modernized paper-based application system at the state and district level by developing and implementing an online application for Educational Officers.
- Standardized the posting periods for Educational Officer positions to ensure consistency and efficiency.

School-Level Experience

School Principal, Hōnaunau Elementary School

January 2010 - August 2011

- Reinforced excellence and held students, teachers, and staff to high expectations.
- Worked to identify and diagnose curriculum and instructional problems.

School Vice Principal, Kealakehe Intermediate School

October 2005 - January 2010

- Enforced rules through effective discipline with students.
- Supervised and provided feedback to staff to promote increased learning.

School Counselor, Kealakehe Elementary School

July 2003 - October 2005

- Presented guidance lessons to enhance social and academic skills.
- Administered informal assessments to students experiencing difficulties.

Fifth-Grade Teacher, Kealakehe Elementary School

August 2001 - July 2003

- Piloted a new hands-on math curriculum.
- Integrated a "specialists" model to prepare students for the upper grades.

Caledonia Community Schools, Michigan

School-Level Experience

Fourth-Grade Teacher, Emmons Lake Elementary School

June 2000 - June 2001

- Adapted teaching methods and materials to meet the interests and learning styles of students.
- Tracked and evaluated student academic progress.

First-Grade Teacher, Emmons Lake Elementary School

July 1999 - June 2000

- Fostered many opportunities to learn through the use of multiple intelligences.
- Taught students using an alternative school schedule to better help with learning.