




STATE OF HAWAII
DEPARTMENT OF EDUCATION

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HONOLULU, HAWAII 96804

OFFICE OF THE SUPERINTENDENT

June 2, 2022

TO: The Honorable Catherine Payne
Chairperson, Board of Education

FROM: Keith T. Hayashi 
Interim Superintendent

SUBJECT: **Board Action on Joint Student Achievement Committee and Finance and Infrastructure Committee Recommendations Concerning Amendment to Department's Fiscal Plan to Use Federal Funds in the Second Round of the Educational Stabilization Fund's Elementary and Secondary School Emergency Relief ("ESSER II") and in the Third Round of ESSER Funds Authorized Under the American Rescue Plan Act of 2021 ("ESSER ARP") Approved by the Board on December 16, 2021**

1. EXECUTIVE SUMMARY

This memorandum is to provide the Hawaii State Board of Education (Board) members with the additional information requested during the April 21, 2022 joint Student Achievement Committee (SAC) and Finance and Infrastructure Committee (FIC) meeting when the Hawaii State Department of Education (Department) requested action to amend its planned use of Elementary and Secondary School Emergency Relief (ESSER) funds approved by the Board on December 16, 2021. The information requested pertains to funding for the systemwide strategic support positions to be placed at the state and complex area levels – one each for the Action-Oriented Data Decision-Making strategy and one each for Responsive Capacity Building strategy. These positions will support the Department's efforts to realign the public school system to accelerate learning and provide equitable access to educational opportunities and supports across the state.

2. BACKGROUND

During the April 21, 2022 joint SAC-FIC meeting, the Department requested action to amend the use of ESSER funds as outlined in the ESSER Fiscal Plan¹ approved by the Board on December 16, 2021.

The requested changes included:

- a. Changes that net zero in total funds for the Complex Area plans;
- b. Shifting \$4,759,789 of planned uses from ESSER III to ESSER I funds;
- c. Shifting \$5,249,095 of planned uses from ESSER III to ESSER II funds; and
- d. Using the combined available amounts of ESSER III funds resulting from items b and c above, totaling \$10,008,884, with \$1,231,116 of ESSER III funds reserved as Superintendent's contingency funds for the following four items:
 - i. \$5,120,000 for Systemwide Strategic Support - Action-Oriented Data Decision-Making;
 - ii. \$5,120,000 for Systemwide Strategic Support - Responsive Capacity Building;
 - iii. \$400,000 to increase funding for 2022 summer learning to \$21.39 million; and
 - iv. \$600,000 to increase funding for math professional development to \$1.6 million.

https://boe.hawaii.gov/Meetings/Notices/Meeting%20Material%20Library/SAC%20FIC_04212022_Action_Amendment%20DOE%27s%20ESSER%20Plan.pdf

During the course of the discussion, a number of questions regarding the positions dedicated to advance the systemwide strategies of Action-Oriented Data Decision-Making and Responsive Capacity Building were asked. The Board requested clarification that the \$5.12 million for each strategy would fund 16 positions (one state level and one for each of the 15 Complex Areas plus fringe benefits for a period of two years) and clarification and documentation on the general nature of the two systemwide strategies.

The Board requested additional information on the impact of these positions, including how they contribute to the overall objective of the use of ESSER funds. The Department anticipates preliminary impact information to be available in December 2022-January 2023.

Both SAC and FIC unanimously approved the item with the understanding that more information would be provided prior to full Board approval.

3. UPDATE

The Department is requesting to use \$5.12 million in ESSER funds to establish 16 positions to support the systemwide strategy of Action-Oriented Data Decision-Making and \$5.12 million in ESSER funds to establish 16 positions to support the systemwide strategy of Responsive Building Capacity. These 16 positions include one state office position and 15 complex area positions, one for each complex area. The \$5.12 million will be used for salary and fringe benefits for a period of two fiscal years – 2022-2023 and 2023-2024.

¹ <https://www.hawaiipublicschools.org/DOE%20Forms/ESSER-EducationalPlan.pdf>

Position	Quantity	Estimated Salary	Estimated Fringe	Total
State Office Educational Officer	1	\$100,000	\$60,000	\$160,000
Complex Area District Educational Specialist	15	\$100,000	\$60,000	\$2,400,000
Total per Fiscal Year				\$2,560,000
Total per Statewide Strategy (Total per Fiscal Year X 2 years)				\$5,120,000

The systemwide strategic positions at the state and complex area levels will build consistency in the implementation of the strategies across the tri-level system of the Department to accelerate learning and ensure equitable access to supports, services, and educational opportunities for students and staff. The positions will also support schools as they innovate and design programs to reengage their students and better support student achievement within the context of their school communities.

The positions for the Action-Oriented Data Decision-Making strategy will focus on establishing and implementing processes for examining data related to the impact that the extended distance learning had on student performance, learning acceleration, and student and staff well-being to make instructional and operational decisions for students and schools. These educational officers will coordinate, implement, and oversee the strategy efforts across the state, providing technical assistance and guidance to state office, complex area, and school staff in their use and analysis of data for decision-making regarding instructional strategies and needed supports to increase student achievement. Additional information on the positions to support the systemwide strategy of Action-Oriented Data Decision-Making is provided in Attachment A.

The positions for the Building Responsive Capacity strategy will focus on establishing and executing professional development opportunities to help address the array of student needs that have developed over the course of the pandemic and extended distance learning. These educational officers will provide training, coaching, and support for state office, complex area, and school staff as well as for families on topics and resources that help to identify and address the needs of students and staff. Additional information on the positions to support the systemwide strategy of Responsive Capacity Building is provided in Attachment B.

The Department is prioritizing the implementation of the systemwide strategies of Healthy Habits, Healthy Schools; Action-Oriented Data Decision-Making; Building Responsive Capacity; and Effective Academic Practices to provide state office, complex area, and school staff with the resources they need to address the needs of our students and increase student achievement. This advances the 3-1-1 priorities that the Department focused on during School Year 2021-2022; student attendance, academic performance, and social-emotional well-being as well as staff well-being are embedded in each systemwide strategy and the safe return to school is embedded in Healthy Habits, Healthy Schools. Over the course of the pandemic, there has been an increase in chronic absenteeism (from 15% in School Year 2018-2019 to 18% in School Year 2020-2021), a decrease in ninth-grade students on track to graduate on time (from 91% in School Year

2018-2019 to 85% in School Year 2020-2021), and decreases in the percentage of students meeting the academic achievement standards as measured by the annual statewide assessment (from 54% in language arts and 43% in mathematics in School Year 2018-2019 to 50% in language arts and 32% in mathematics in School Year 2020-2021). While this is the national trend and was expected considering the circumstances, the Department believes a stronger concerted effort must be made to mitigate the negative impact the pandemic has had on student performance. The implementation of the systemwide strategies in a manner that is consistent across state offices, complex areas, and schools will facilitate this effort.

Thank you for your continued support as we work towards a plan that best supports our students, our schools, and our communities.

KTH:bh

Attachments: Attachment A - Additional Information on \$5,120,000 for Systemwide Strategic Support - Action-Oriented Data Decision-Making
Attachment B – Additional Information on \$5,120,000 for Systemwide Strategic Support - Responsive Capacity Building

c: Office of Fiscal Services

Additional Information on \$5,120,000 for Systemwide Strategic Support - Action-Oriented Data Decision-Making

Related to the Department's April 21, 2022 memo:

[Update on Department of Education's educational plan and fiscal plan to use federal funds in the second round of the Educational Stabilization Fund's Elementary and Secondary School Emergency Relief \("ESSER II"\) and in the third round of ESSER funds authorized under the American Rescue Plan Act of 2021 \("ESSER ARP"\) approved by the Board on December 16, 2021](#)

Action:

Change means of financing for a previously Hawaii State Board of Education (Board)-approved activity from the Hawaii State Department of Education (Department) School Transformation Branch general funds to ESSER III funds.

Brief Description of Proposed ESSER funded activity:

To establish and implement processes for examining data related to the impact of COVID-19 to make instructional and operations decisions for students and schools.

Background:

On December 16, 2021, the Board voted to approve the ESSER Educational Plan which included Action-Oriented Data Decision-Making as an integral strategy for examining data to make instructional and operational decisions for students and schools.

Program Objectives:

Action-Oriented Data Decision-Making is the strategy that connects and emphasizes the value of the other three strategies: Healthy Habits, Healthy Schools; Responsive Capacity Building; and Effective Academic Practices. The Department will implement a process for examining data related to the impact of COVID-19 to make instructional and operational decisions for students and schools ([ESSER Educational Plan](#), page 14). This systematic approach will provide opportunities for teacher and school leadership teams to examine relevant data to make critical and sometimes difficult decisions for students, staff and school. The data analysis and school improvement process navigates schools towards informed decisions in the following areas:

- a. The effective use of Hawaii Multi-Tiered System of Support;
- b. To select, implement and monitor appropriate professional development;
- c. To select, implement and monitor family and community engagement practices; and
- d. To identify, implement and monitor effective academic practices.

Implementing a process to analyze data to inform decisions will foster a culture of collegiality that will make a positive impact on student achievement. According to John Hattie, [Collective Teacher Efficacy](#) is strongly correlated with student achievement with a mean effect size of 1.57, equivalent to three years academic growth in a span of one year.

Operationalizing the Action-Oriented Data Decision-Making strategy connects all four strategies to strengthen and sustain the commitment to the success of our students, staff and schools.

Work Supported by the 15 Complex Areas plus 1 State-Level Position:

Under the general supervision of the Assistant Superintendent of the Office of Strategy, Innovation, and Performance, the state educational officer will coordinate and oversee the strategy efforts across the state. As the state lead for the Action-Oriented Data Decision-Making

strategy, the educational officer will provide technical assistance and guidance to state office and complex area staff to implement an established process for examining data to make instructional and operational decisions to improve student performance.

Each Complex Area will be allocated a full-time position to lead and support schools in the implementation of the Action-Oriented Data Decision-Making strategy. Under the general supervision of the Complex Area Superintendent, the District Educational Specialist (DES) will coordinate, implement, and oversee the strategy efforts within the complex area. As the complex area lead for the Action-Oriented Data Decision-Making strategy, the DES will help to ensure that student needs are met. The DES is responsible for providing technical assistance and guidance to complex area and school staff to implement an established process for examining data to make instructional and operational decisions for students and schools. The DES will help teachers to learn and utilize data decision-making processes to implement new instructional strategies and plan for needed supports for students. In addition, this position supports school improvement efforts by ensuring the implementation of a process for operational decision-making teams at the school leadership level.

The state office educational officer and the DES should have at least six years of responsible professional work experience in education of which four years shall have been in teaching and two years in curriculum or program planning, as appropriate, and should be well-versed in the foundations of curriculum and instruction; instructional media and computers; foundations of American education; principles of learning and individual differences; tests and measurements; purposes, methods and materials pertinent to one or more subject matters or program areas of data-driven decision-making; and laws, rules, regulations and administrative procedures pertinent to the areas of data-driven decision-making. They will be expected to provide leadership, planning and coordination in the areas of responsive capacity building; communicate effectively with others both orally and in writing; operate computer and other business machines; and use tools, equipment, instruments and devices appropriate to one or more subject matters and/or program areas of data-driven decision-making.

These complex area leads will receive training and ongoing support to assist schools with their school-based instructional and operational decision-making teams. The leads will be trained to train others and foster a collaborative learning environment in areas including, but not limited to, the use of data, formative and summative assessments, data analysis and visualization, and assessment literacy strategies.

Through this strategy, the Department is committed to providing **tri-level** supports:

- a. **State** will provide all complex area strategy leads:
 - i. Quarterly meetings with training and resources and
 - ii. An implementation continuum to guide schools through the process.
- b. **Complex Area** will provide all schools:
 - i. Support and monitoring of the implementation and
 - ii. Network with the leads within the complex area for the other three strategies.
- c. **Schools** will continue to implement
 - i. Instructional Decision-Making Teams and
 - ii. Operational Decision-Making Teams.

To facilitate student academic progress and growth, instructional teams will:

- Analyze universal screener and formative assessment data to identify focus areas for students. Educators can differentiate instruction and resources for students.
- Identify critical content and foundational concepts and topics.
- Support colleagues and collaborate with one another, sharing best practices.
- Use data management systems to assist with the further analysis of students.

Operational teams will use data to make school-centered decisions, which may include decisions related to parent engagement, afterschool programming, and day-to-day operations.

Data is used for continuous quality improvement, supporting the implementation and assessment of strategies, programs and systems. State, complex area, school leaders and staff members regularly examine and analyze data to evaluate and make decisions. Examples of data strategies include:

- Assessing the utilization of programs and resources.
- Tracking student data to strengthen interventions.
- Identifying the progress of school-led initiatives.
- Determining specific areas of need for follow up, training or additional supports.

Student data derived from screeners and formative assessments are used to inform curricular and instructional decisions that impact student achievement and staff effectiveness. The focus is to ensure that students are progressing toward improvement.

Source: Board-approved [ESSER Education Plan](#) page 14.

Cost Estimate Details:

15 complex area (entry-level Educational Officers at \$100,000) and one state-level coordinator to facilitate the work: \$1.6 million.

Fringe benefits incurred: \$1.6 million * 60% = \$960,000.

\$1,600,000 for salaries

+\$ 960,000 for fringe benefits

\$2,560,000 / year

2 years * \$2.56 million = \$5.12 million (for School Years 2022-2023 and 2023-2024).

Sustainability Issues:

As encouraged by the federal legislation and the Board, the Department is implementing a variety of strategies to:

1. Address the impact of COVID-19;
2. Address learning loss; and
3. Accelerate learning.

As it develops its budget for FY 2024-2025, the Department will evaluate each of the strategies that were funded with ESSER. The Department will seek funding through general funds or other federal funds for strategies which demonstrate substantial value and will sunset those which do not yield the intended results or are no longer necessary.

Description of work associated with advancing this systemwide strategy:

Implementing an established process for examining data related to the impact of COVID-19 to make instructional and operational decisions for students and schools.

Tri-level roles for implementation of Systemwide Strategy:

Implementation of these strategies will involve all levels of the Department. This systemic approach will provide direction and support for school, staff, and student success.

State Office	Complex Area	School
<ul style="list-style-type: none"> ● Leads and provides direction for the strategy implementation efforts across the complex areas and schools. ● Provides the funding for positions that support complex areas and schools. ● Helps to remove barriers for implementation. ● Provides professional learning and guidance for the systemwide strategies. 	<ul style="list-style-type: none"> ● Leads and supports school-level implementation. ● Identify complex area leads for the systemwide strategies. ● Adjusts implementation based on demographics and according to data/need. ● Provides professional learning and guidance for the systemwide strategies based on complex area plans. 	<ul style="list-style-type: none"> ● Leads implementation of school-level strategies. ● Ensures the systemwide strategies are well-implemented. ● Personalizes school-level implementation based on student demographics and data. ● Provides professional learning and guidance for the systemwide strategies based on school plans.

Source: BOE-approved [ESSER Education Plan](#) page 12.

Additional Information on \$5,120,000 for Systemwide Strategic Support - Responsive Capacity Building

Related to the Department's April 21, 2022 memo:

[Update on Department of Education's educational plan and fiscal plan to use federal funds in the second round of the Educational Stabilization Fund's Elementary and Secondary School Emergency Relief \("ESSER II"\) and in the third round of ESSER funds authorized under the American Rescue Plan Act of 2021 \("ESSER ARP"\) approved by the Board on December 16, 2021](#)

Action:

Change means of financing for a previously Board of Education (BOE) approved activity from Federal Title I funds to ESSER III funds.

Background:

On December 16, 2021, the BOE voted to approve the ESSER Educational plan, which included Responsive Capacity Building as an integral strategy to support training, coaching, and support for school leaders, teachers, and their families to better identify and address the needs of our students.

COVID-19 has significantly disrupted student learning while simultaneously introducing new levels of stress and trauma into school communities.

Program Objectives:

Professional development opportunities will be provided to educators to help address the array of student needs that have developed since the pandemic. For long-term impact and growth, the Department will implement sustainable, equitable and effective teaching and learning practices based on research and evidence. Teachers will be trained not only in the content and instructional practices, but also in differentiated instruction, innovation and engagement, trauma-informed care, and social-emotional learning to ensure all students receive a high-quality education. Statewide professional development will help staff to:

- Establish foundational beliefs regarding student well-being.
- Fortify a culturally responsive positive behavioral support system.
- Build a culture of resilience.
- Ensure early identification and provision of supports.
- Collaborate with students, families and the community.
- Promote academic mindsets to meet content standards and the use of response-to-intervention strategies.
- Build social and emotional skills of students, staff and community.

Support and Coaching

Coaching and mentoring will continue to be provided to leaders and staff at schools, complex areas and state offices. The Department will refine and expand existing structures to provide support for school administrators and teachers as they address new concerns that the pandemic either introduced to their schools or exacerbated. This includes coaches for

administrators and mentors for teachers who are new in their roles or struggling as they adjust to changes.

Family and Community Engagement

The Department will provide students and families access to various resources and supports to help them cope with the effects of the pandemic. Family engagement will help schools to better identify what supports are needed to facilitate student success.”

Source: BOE-approved [ESSER Education Plan](#) page 15.

Purpose of the Positions:

Under the general supervision of the Assistant Superintendent of the Office of Talent Management, the state educational officer will coordinate and oversee the strategy efforts across the state. As the state lead for the Building Responsive Capacity strategy, the educational officer will provide technical assistance and guidance to state office and complex area staff to establish and execute professional development opportunities to help address the array of student needs that have developed over the course of the pandemic and extended distance learning.

Under the general supervision of the Complex Area Superintendent, the District Educational Specialist (DES) will coordinate, implement, and oversee the strategy efforts within the complex area. As the complex area lead for the Responsive Capacity Building strategy, the DES will provide training, coaching, and support for school leaders, teachers, and families on topics and resources that help to identify and address the needs of students and staff.

The state office educational officer and the DES should have at least six years of responsible professional work experience in education of which four years shall have been in teaching and two years in curriculum or program planning, as appropriate. They should also have professional experience working on collaborative projects within the tri-level system and/or between organizations (e.g., City and County of Honolulu, University of Hawaii, Department of Health, Hawaii Community Foundation); executing data-driven initiatives that led to strong qualitative and quantitative outcomes; monitoring or evaluating program components to track program effectiveness; coaching adults; collecting, organizing, and using data to achieve results; and planning and managing change over multiple years.

The state office educational officer and the DES should be well-versed in the foundations of curriculum and instruction; instructional media and computers; foundations of American education; principles of learning and individual differences; tests and measurements; purposes, methods and materials pertinent to one or more subject matters or program areas of responsive capacity building; and laws, rules, regulations and administrative procedures pertinent to the areas of responsive capacity building. It would also be beneficial if they had a deep understanding of the principles, practices, and techniques in the area of project management, administration, or coordination including budgeting and evaluation and of the PreK-12 system in the Hawaii Multi-Tiered System of Support, leadership development, social and emotional learning, data systems, and formative instruction.

The state office educational officer and the DES will be expected to provide leadership, planning and coordination in the areas of responsive capacity building; communicate effectively with others both orally and in writing; operate computer and other business machines; and use tools, equipment, instruments and devices appropriate to one or more subject matters and/or program areas of responsive building capacity. They should also be adept in execution and program management skills; recruiting, hiring, supporting, and holding staff accountable for results; dealing effectively with federal, state, county, and department officials to accomplish program goals and objectives; resolving complex problems using creative reasoning and logic to identify causes and resolutions in effective, innovative and timely manner; interpreting and presenting information and ideas clearly and accurately through reports and other materials; be data-literate; focusing on goals and results; motivating, inspiring, and moving other to action to achieve ambitious goals; training, coaching, and mentoring staff from different cultural backgrounds and skill sets; and utilizing desktop publishing applications (e.g., Google Suite, Webex/Zoom).

Cost Estimate Details:

The budget estimate is based on 15 Complex Area (entry-level Educational Officers at \$100,000) and one State level coordinator to facilitate the work = \$1.6 million. In addition, as this funding source is not general funds, fringe benefits will also be incurred. \$1.6 million * 60% = \$960,000.

\$1,600,000 for salaries
+\$ 960,000 for fringe benefits
 =\$2,560,000 / year

2 years * \$2.56 million = \$5.12 million.

Sustainability Issues:

As encouraged by the federal legislation and the Board, the department is implementing a variety of strategies to:

1. Address the impact of COVID-19;
2. Address Learning Loss; and
3. Accelerate Learning.

As it develops its budget for FY 2024-2025, the department will evaluate each of the strategies that were funded with ESSER. The department will seek funding through general funds or other federal funds for strategies which demonstrate substantial value and will sunset those which do not yield the intended results.

Tri-level roles for implementation of Systemwide Strategy:

Implementation of these strategies will involve all levels of the Department. This systemic approach will provide direction and support for school, staff, and student success.

State Office	Complex Area	School
<ul style="list-style-type: none"> ● Leads and provides direction for the strategy implementation efforts across the complex areas and schools. ● Provides the funding for positions that support complex areas and schools. ● Helps to remove barriers for implementation. ● Provides professional learning and guidance for the systemwide strategies. 	<ul style="list-style-type: none"> ● Leads and supports school-level implementation. ● Identify complex area leads for the systemwide strategies. ● Adjusts implementation based on demographics and according to data/need. ● Provides professional learning and guidance for the systemwide strategies based on complex area plans. 	<ul style="list-style-type: none"> ● Leads implementation of school-level strategies. ● Ensures the systemwide strategies are well-implemented. ● Personalizes school-level implementation based on student demographics and data. ● Provides professional learning and guidance for the systemwide strategies based on school plans.

Source: BOE-approved [ESSER Educational Plan](#) page 12.