

**MOANALUA COMPLEX  
REDESIGN COMMITTEE REPORT  
FOR SENATE CONCURRENT RESOLUTION  
#115**

**Presented to Board of Education  
November 9, 2009**

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*Complex Redesign Committee Meeting at Red Hill Elementary School May 14, 2009*

## CHAPTER 1

### **Executive Summary of the Moanalua Complex Redesign Committee Report**

The Hawaii Legislature passed Senate Concurrent Resolution Number 115 (S.C.R. No. 115) in 2008. S.C.R. No. 115 requested the Hawaii Department of Education (DOE) to convene a pilot project to allow a school complex to identify critical DOE rules and policies that impede effective decision-making, administering, and teaching and to operate free of those rules and policies.

The Moanalua Complex which is part of the 'AIEA/Moanalua/Redford Complex Area, which is located within the Central District Office, and is comprised of a high school, middle school, and four elementary schools was selected as the complex area to be reviewed in the study. In the 2007-2008 school year, the Moanalua Complex served approximately 4,897 students and had approximately 291 classroom teachers based on teacher head count.

Subsequently, the Hawaii Business Roundtable (Roundtable) raised funding to support the pilot project and contracted with KPMG LLP (KPMG) to conduct the pilot project. The purpose of the study was to conduct an operations and workflow review of the major administrative and support services functions performed within a complex area within the DOE and to provide observations and recommendations that would help ease the administrative burden of teachers and principals to better allow them to focus on academic achievement. The Complex Redesign Committee will integrate the results of the KPMG workflow review together with the results of the Complex Committee's findings to implement a coherent and comprehensive plan for year two of the pilot.

The Complex Redesign Committee has identified and prioritized the major barriers to becoming a high performing complex. The committee has determined that all of the major barriers identified have a significant impact on (a) time for quality instruction and learning, (b) time for instructional leadership, and (c) time for professional learning. The committee believes that this "loss of time" is a significant barrier to high performance as a complex. The major barriers and impediments identified by the Moanalua Complex Schools are:

- (1) Time and resources for the Hawaii State Assessment and other H.S.A. related activities that take away too much instructional time – time better spent for quality instruction and quality learning.
- (2) Financial policies and rules relating to expenditures and travel that are overly labor intensive and inefficient, and take away time from teachers and from administrators for instruction and learning
- (3) The need for more time for teachers specifically for professional learning, collaboration, K-12 articulation, and planning.
- (4) Policies and rules that prevent retention of teachers, prevent hiring of retired teachers, and uneven and unclear compliance procedures for "highly qualified teacher status"
- (5) Barriers to technology access for students as illustrated by (a) limited resources for technology tools for student use and (b) school, complex, and DOE rules that restrict and limit the use of any technology (cell phones, ipods, You Tube, Facebook, social websites, etc) in schools.

After a year long committed effort for SCR 115, the schools of the complex are hopeful for the full support and full opportunity to allow schools to operate free from identified barriers.

MARCH 10, 2008

SENATE CONCURRENT  
RESOLUTION

REQUESTING THE DEPARTMENT OF EDUCATION CONVENE A PILOT PROJECT TO ALLOW A SCHOOL COMPLEX TO IDENTIFY CRITICAL DEPARTMENT RULES AND REGULATIONS THAT IMPEDE EFFECTIVE DECISION-MAKING, ADMINISTERING AND TEACHING AND TO OPERATE FREE OF THOSE RULES AND REGULATIONS.

WHEREAS, the key to Hawaii's future success is a strong public schools system that equips our keiki with the knowledge, skills, and experiences necessary to succeed; and

WHEREAS, the school administrators and teachers have the most direct responsibility to provide students with those knowledge, skills, and experiences; and

WHEREAS, the school administrators and teachers may not have the authority or ability to provide certain learning opportunities to students because of Department of Education (Department) rules and policies; and

WHEREAS, charter schools have been given the opportunity to operate free of many of those department rules and policies; and

WHEREAS, administrators and teachers have expressed that the provision of more authority and opportunity to administrators and teachers would enhance learning in schools and result in increased accountability; now, therefore,

BE IT RESOLVED by the Senate of the Twenty-fourth Legislature of the State of Hawaii, Regular Session of 2008, the House of Representatives concurring, that the Department of Education is requested to establish at least one three year pilot model complex to include one high school, a middle school, and at least one elementary school; which shall;

- (1) In year one, identify department rules and regulations that most impede its ability and authority to promote effective learning for its students;
- (2) In year two, after consultation with the Department of Education, the teachers' union, and the principals' union and consideration of compliance and health and safety concerns, be allowed to operate free of identified and agreed upon department rules and policies; and
- (3) In year three, assess and evaluate the impact of the pilot project and prepare a report of its findings and recommendations, including any proposed legislation, to the Legislature no later than twenty days prior to the convening of the regular sessions of 2011; and

BE IT FURTHER RESOLVED that certified copies of this Concurrent Resolution be transmitted to the Chairperson of the Board of Education and the Superintendent of Education.

OFFERED BY:

*Norman Sakamoto*  
*Suzanne Chun Oakland*  
*Clarence Nishihara*

## CHAPTER 2

### Introduction and Background Information

The Moanalua Complex Schools is comprised of Moanalua High School, Moanalua Middle School, Moanalua Elementary, Salt Lake Elementary, Red Hill Elementary, and Shafter Elementary. In February 2008, all complex schools made a commitment to a new vision of becoming a “high performing complex of schools.” The Moanalua Complex was selected by Superintendent Patricia Hamamoto to implement SCR 115 in July 2008. With the support of Superintendent Hamamoto and Complex Area Superintendent, Dr. Teri Ushijima, the complex has aligned the work relating to SCR 115 with our complex goal of becoming a “high performing complex” in the Hawaii Department of Education. As a result, our efforts relating to SCR 115 has been to identify policies, rules, or other barriers that may impede our effort to becoming a high performing complex.

Statement of Commitment (February 2008)

*The schools of the Moanalua Complex are committed to design a system to become a “high performing complex.”*

Moanalua Complex Vision (February 2008)

*“The Moanalua Complex is a learning community where everyone works in partnership to achieve excellence.”*

Moanalua Complex Mission (February 2008)

*Students in the Moanalua Complex will:*

- *Demonstrate proficiency and integrity in academics*
- *Think critically, creatively and ethically*
- *Problem solve and make responsible decisions*
- *Use effective intra-personal and inter-personal skills*
- *Contribute positively to our global society*

#### **Context and Process for SCR 115**

A Moanalua Complex Design Team was formed in February 2008. The Design Team is comprised of principals, vice principals, and teachers representing all complex schools. The team has met frequently to define what is a “high performing complex” and to develop a plan of action. A key part of our plan to help achieve our goal was the attendance of all complex principals at the 2008 Model Schools Conference (MSC) in Orlando, Florida. The benefits of attending the MSC were many and significant. As a result, each school is now moving forward in a coherent, organized, and effective complex wide effort. As an example, on November 13, 2008, a community and parent forum for all six schools was held at Moanalua High School. Parents and community members from all six schools were introduced to what is a “high performing school” from the 2008 Model Schools Conference and made aware of the sense of urgency that is needed to prepare all students for a rapidly changing world characterized by globalization, advanced technology, and changing economies. Additionally, all teachers and educational aides were trained on February 6, 2009 on “high performing schools” during a complex professional day featuring Dr. Ray McNulty, Senior Vice President of the International Center for Leadership in Education.

As schools continue the conversation on what is a “high performing school” the Complex Design Committee has lead a process of identifying possible policies and rules that may serve as a barrier to becoming a high performing complex. Schools have solicited input and recommendations from all stakeholder groups. The Complex Design Committee compiled all recommendations and then prioritized those that are most critical. These recommendations will be communicated to the Superintendent and to the Legislature.

**Moanalua Complex Redesign Committee Members:**

<u>Name</u>	<u>School</u>	<u>Position / Title</u>
Duwayne Abe*	Salt Lake Elementary	Principal
Denise Arai	Moanalua Elementary	Principal
Lani Arakaki	Moanalua Elementary	Academic Coach
Carol Austin	Shafter Elementary	Curriculum Coordinator
Evangeline Casinas	Moanalua High	Career and Academic Plan Coordinator
Darrel Galera	Moanalua High	Principal
Mary F.Higuchi	Moanalua Complex	School Assessment Liasion
Judy Kaya	Salt Lake Elementary	Curriculum Coordinator
Pauahi Kazunaga	Moanalua Complex	Standards Resource Teacher
Lynn Lum	Moanalua Elementary	Academic Coach
Robin Martin	Shafter Elementary	Principal
Leslie Ben Meyer	Moanalua High	Vice Principal
Lisa Nagamine	Moanalua Middle	Principal
Gordon Nakamori	Moanalua Middle	Middle School Coordinator
Jamie Oshiro	Shafter Elementary	Principal (Acting)
Priscilla Shimamoto	Moanalua High	Curriculum Coordinator
Mona Smoot	Red Hill Elementary	Principal
Liane Voss	Moanalua High	Language Arts Department Chairperson
Carol Watanabe	Red Hill Elementary	Curriculum Coach
Patricia Watson	Moanalua Complex	School Renewal Specialist

\* Chairperson

**Performance Audit - Moanalua Complex**

As part of this effort, the schools of the Moanalua Complex are working in partnership with First Hawaiian Bank, the Castle Foundation, and the Hawaii Business Round Table to conduct a parallel study – a performance audit of school operations in our complex. Moanalua Complex has worked closely with KPMG LLP and consultants, Bob O’Neill, Aaron Stewart, and Lisa Campbell as they have conducted the performance audit and workflow review.

## **What is a High Performing School? What is a High Performing Complex?**

Over the years, we have been successful in creating award programs for schools – Blue Ribbon Schools, Schools of Excellence, Breakthrough Schools, Schools of Distinction, and many more. What we have not been successful in is having a clear and agreed upon definition of what is an outstanding school. Beginning in 2004, the International Center for Leadership in Education (ICLE) took on this challenge and created the “Learning Criteria.” The ICLE brought together key organizations and experts to study the nations’ best schools and then to develop a tool to define and measure what is a high performing school. The following organizations participated: Achieve, Inc., American Association of School Administrators (AASA), American Federation of Teachers (AFT), American Institutes for Research (AIR), Association for Supervision and Curriculum Development (ASCD), Bill & Melinda Gates Foundation, Council of Chief State School Officers (CCSSO), Education Trust, International Center for Education in Leadership, National Association of Secondary School Principals (NASSP), National Association of State Boards of Education (NASBE), National Education Association (NEA), National School Boards Association (NSBA), and U.S. Department of Education.

The Learning Criteria is one tool that supports school improvement processes through a stepwise data collection and analysis process. In the hands of a thoughtful and broad-based school leadership team, the Learning Criteria helps schools clarify their missions, prioritize problems and interventions, and critically review school performance. Further, these analyses provide critical rationales for establishing goals and developing action plans. Most importantly, the data generated by the Learning Criteria reflects the needs of learners in ways that less complex and more traditional measures overlook. The Learning Criteria is designed to provide a robust, comprehensive and detailed portrait of school performance that clearly maps out a route for school improvement efforts.

The Learning Criteria delivers a fund of data that can fuel accountability reports to the community-at-large. This clear and comprehensive information underlines the notion that school improvement and success is a multi-faceted enterprise. Finally, the Learning Criteria also challenges schools to leverage data as a means of monitoring continuous, long-term growth and improvement efforts.

Increasing expectations and testing demands have placed a heavy burden on schools. The Learning Criteria accounts for both expectations and demands, and simultaneously breaks new ground in the territory of school improvement: Learning Criteria redefines school success in terms that are unique to each school, in terms that meet standardized test measures of school success, and in terms that reveal the school environment in all of its complexity and depth. Learning Criteria data empowers schools and school communities to craft meaningful, cogent and comprehensive school improvement plans, to set powerful school change agendas, and to envision critical interventions that fortify the efforts of learners, teachers and school administrators to achieve academic excellence.

The Learning Criteria are arranged in four data categories that school leaders can use to determine the success of their high school in preparing students for current assessments and future roles and responsibilities.

A school should have data indicators in each of the categories below. At least one indicator in each category should apply to the entire student population.

1. **Foundation Learning** – Achievement in the core subjects English /language arts, math and science and others identified by the school.
2. **Stretch Learning** – Demonstration of rigorous and relevant learning beyond minimum requirements (participation and achievement in higher level courses, specialized courses, etc.)
3. **Student Engagement** – The extent to which students (1) are motivated and committed to learning, (2) have a sense of belonging and accomplishment, and (3) have relationships with adults, peers and parents that support learning.
4. **Personal Skill Development** – (1) Measures of personal, social, service, and leadership skills and (2) demonstrations of positive behaviors and attitudes. In Hawaii, this would include the Hawaii General Learner Outcomes.

The specific data indicators used will vary among schools based upon state requirements and school philosophy, focus, and curriculum. To identify success and maximize its usefulness, data collected through the Learning Criteria tool must be examined from the following perspectives:

- ✓ School Performance – Expressed in objective terms
- ✓ Sustained – Trend data to show improvement or maintenance at high levels for 3-5 years
- ✓ Disaggregated – Comparisons in achievement among all subgroups
- ✓ Benchmarked\* – Compared to similar schools, schools in state, schools in nation or accepted norms from national/state surveys, reports

\* Required for state tests, optional for other data indicators; required for all indicators for schools seeking to be identified as proven

The Learning Criteria tool involves more than simple data collection; merely selecting which indicators are appropriate for a particular school requires a deliberative examination of school focus, goals and curriculum. Once indicators are selected, not all of them will have data readily available. This will require additional data analysis or collection. The data indicators will help school leaders distinguish data that relates to success in student learning versus data that relates only to school practices. All proposed innovations and improvements, for example, should be considered in light of the information generated from the Learning Criteria data.

Few schools will have all of the data necessary to complete the Learning Criteria charts fully. It will take time and several steps to move through the process of completing a chart with multiple indicators. “Proven” schools are those that can complete this process and show a chart of multiple indicators of school performance that are quantifiable, sustained, disaggregated, and exceptional when benchmarked against comparable schools or accepted norms. The International Center will review any Learning Criteria submitted and



determine exceptional performance which will provide the basis for designation of “proven” or high performance schools. (1)

The Hawaii Department of Education has followed the lead of the ICLE and incorporated the Learning Criteria into the 2008-2011 DOE Strategic Plan by including planned measurement for “Learner Engagement”, “Stretch Learning”, and “Personal Skill Development.” The next challenge is for school leaders to refocus their sights to better view school excellence through a new lens of the Learning Criteria.

The Moanalua Complex Redesign Committee used the Learning Criteria as a “lens” to prioritize what teachers identified as barriers.

## CHAPTER 3

### Surveys and Collection of Data

The Moanalua Complex Redesign Committee has collected and reviewed surveys and data from the following sources: parent surveys, faculty and staff surveys, KPMG surveys

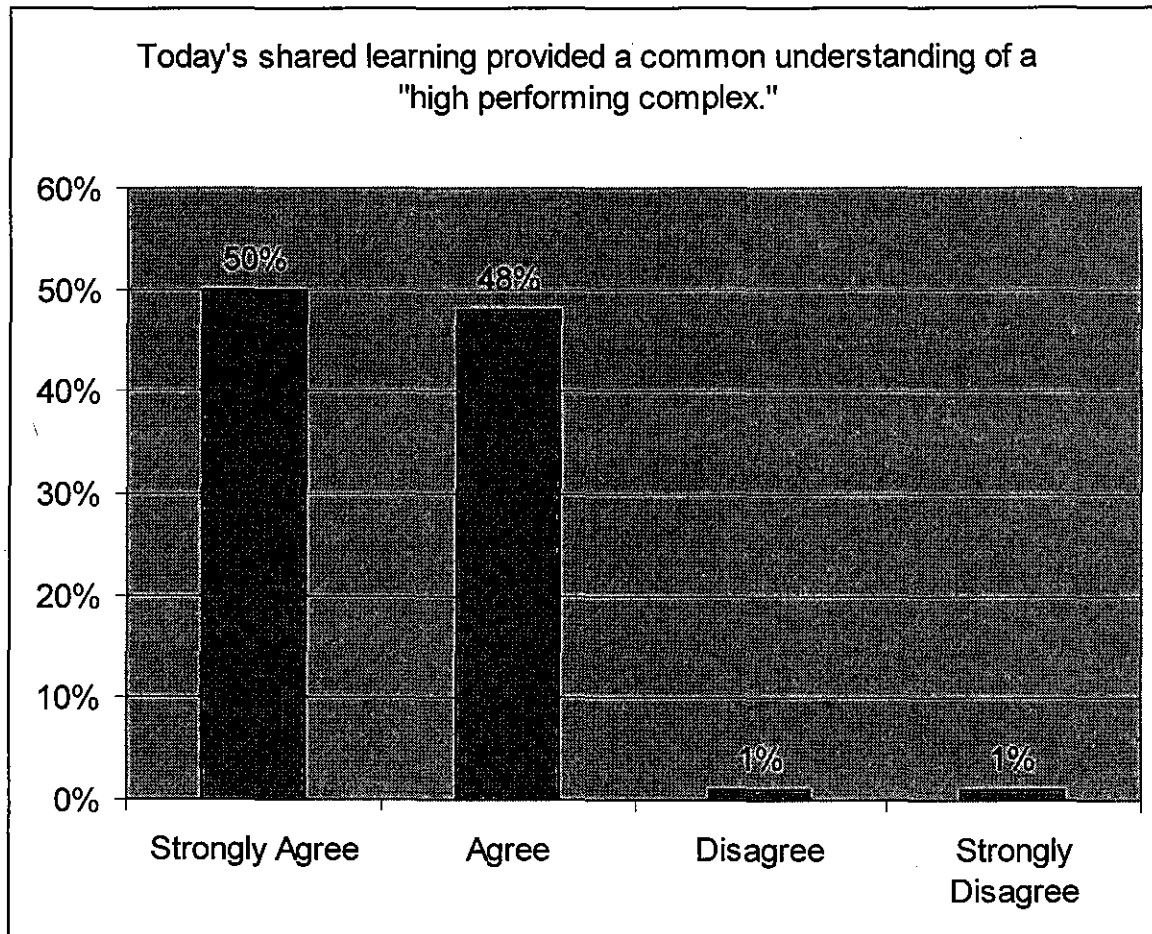
“The State of Hawaii has a long-standing commitment to standards-based education to improve the quality of education provided to students in Hawaii’s public schools that significantly pre-dates the passage of the No Child Left Behind Act of 2001. Our review indicated that the considerable changes that the DOE has made in Hawaii’s delivery of public education in the past decade, including the response to the No Child Left Behind law, have disrupted the alignment among standards and benchmarks, assessments, curriculum and textbooks and have created significant collaborative challenges for educators. For example, a total of 71.8% of the respondents to our survey of the administrators and teachers in the Moanalua Complex Area indicated that the time spent conducting student assessments was very high or high. Similarly, a total of 67.2% of the respondents stated that the time spent working on curriculum development was very high or high. Moreover, our study revealed concern among administrator and teachers regarding the lack of alignment of the current curriculum with existing standards and benchmarks, as well as with the tests used to gauge student achievement. Finally, they expressed frustration that professional development and classroom resources, including existing textbooks, do not align well with standards and benchmarks.” From KPMG Report

“Our survey of the principals and teachers within the Moanalua Complex Area showed that 58.6% of the respondents indicated that generally speaking the amount of time spent on administrative and support activities as part of their teaching responsibilities tended to be very high or high. Moreover, our survey indicated that the most frequent, or modal response, provided by principals and teachers was that they spend 30% of their time on administrative and support activities. The median amount of time spent on administrative and support activities, or that point where half the respondents spent more time and half spent less time on administrative and support activities, was 50%. The significant amount of time that principals and teachers are spending on administrative and support activities reveals the negative impact that these tasks are having on the amount of time that the respondents to our survey have available for providing educational services to students.” From KPMG Report

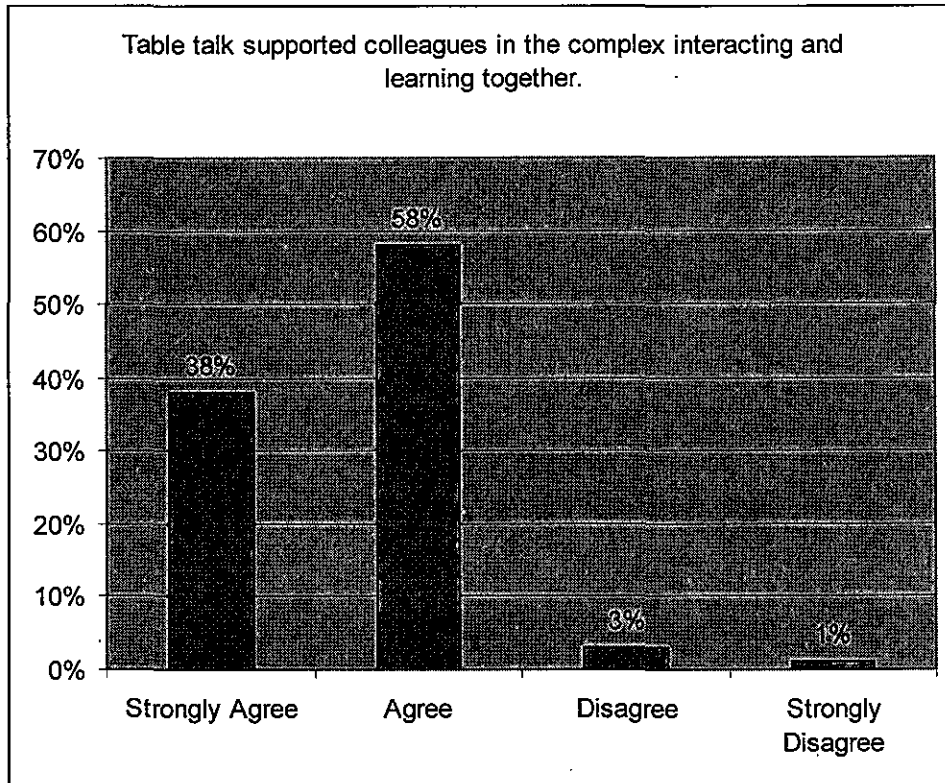
The following is an example of the survey results collected and reviewed by the complex committee.

Moanalua Complex Design Team  
Survey of Teachers, Administrators, and Educational Aides  
Collected on February 6, 2009

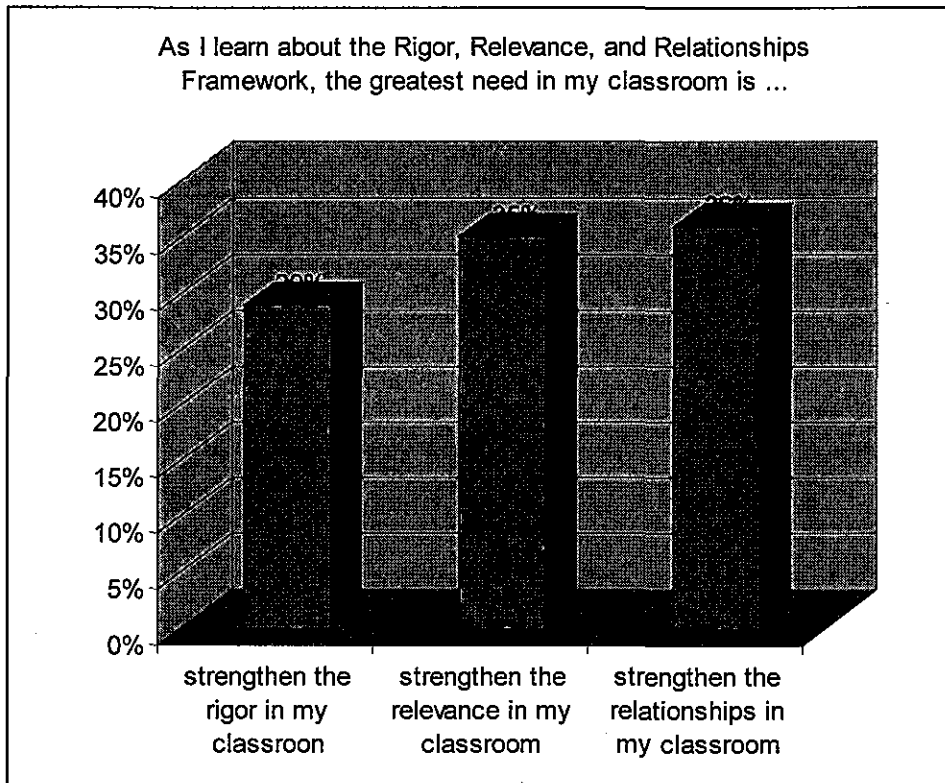
1. Today's shared learning provided a common understanding of a "high performing complex."



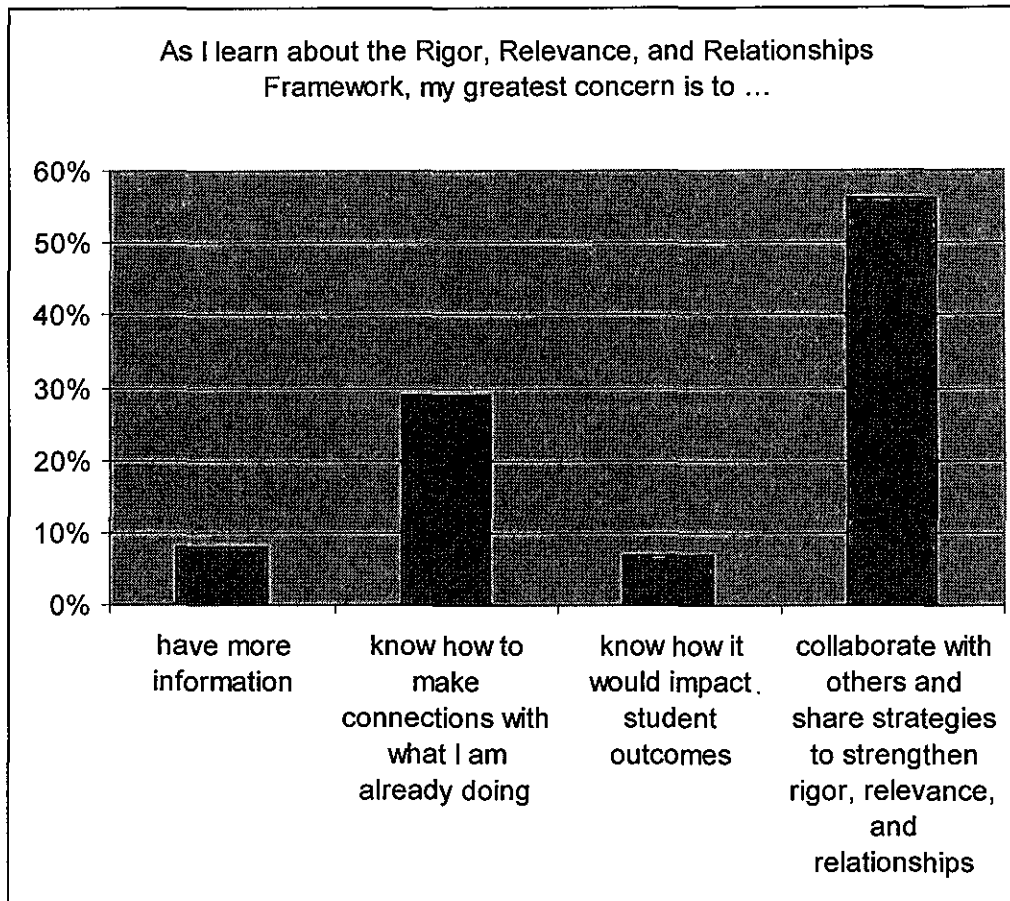
2. Table talk supported colleagues in the complex interacting and learning together.



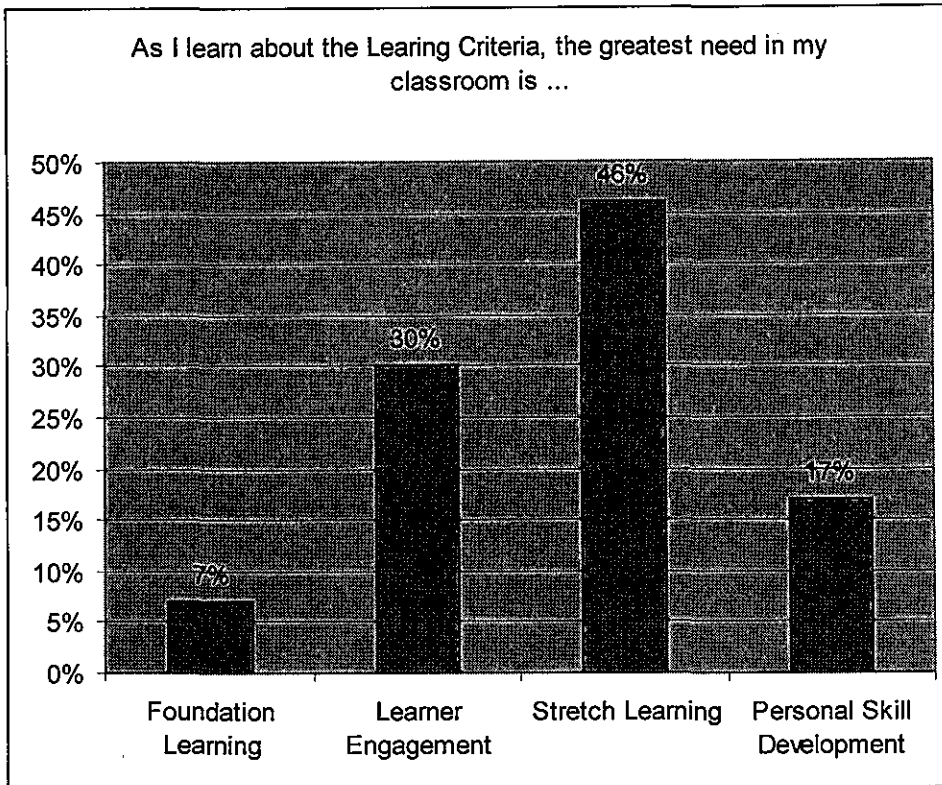
3. As I learn about “Rigor”, “Relevance” and “Relationships” (R&R Framework), the greatest need in my classroom/school is to ...



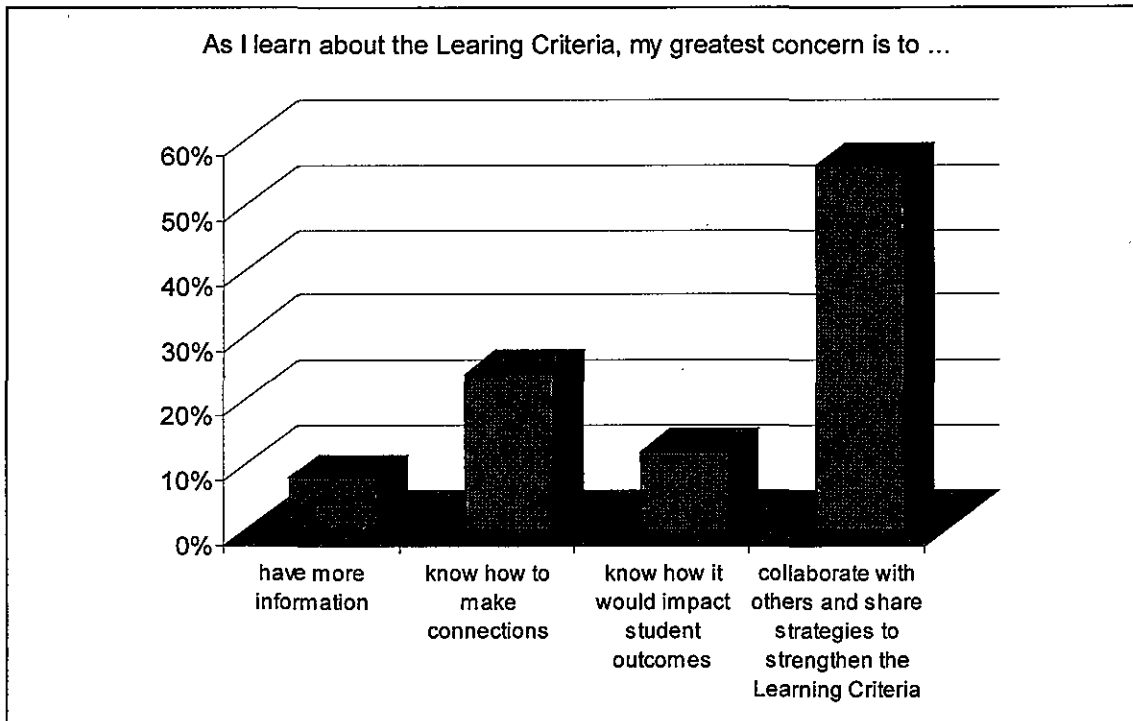
4. As I learn about “Rigor”, “Relevance” and “Relationships” (R&R Framework), my greatest concern is to ...



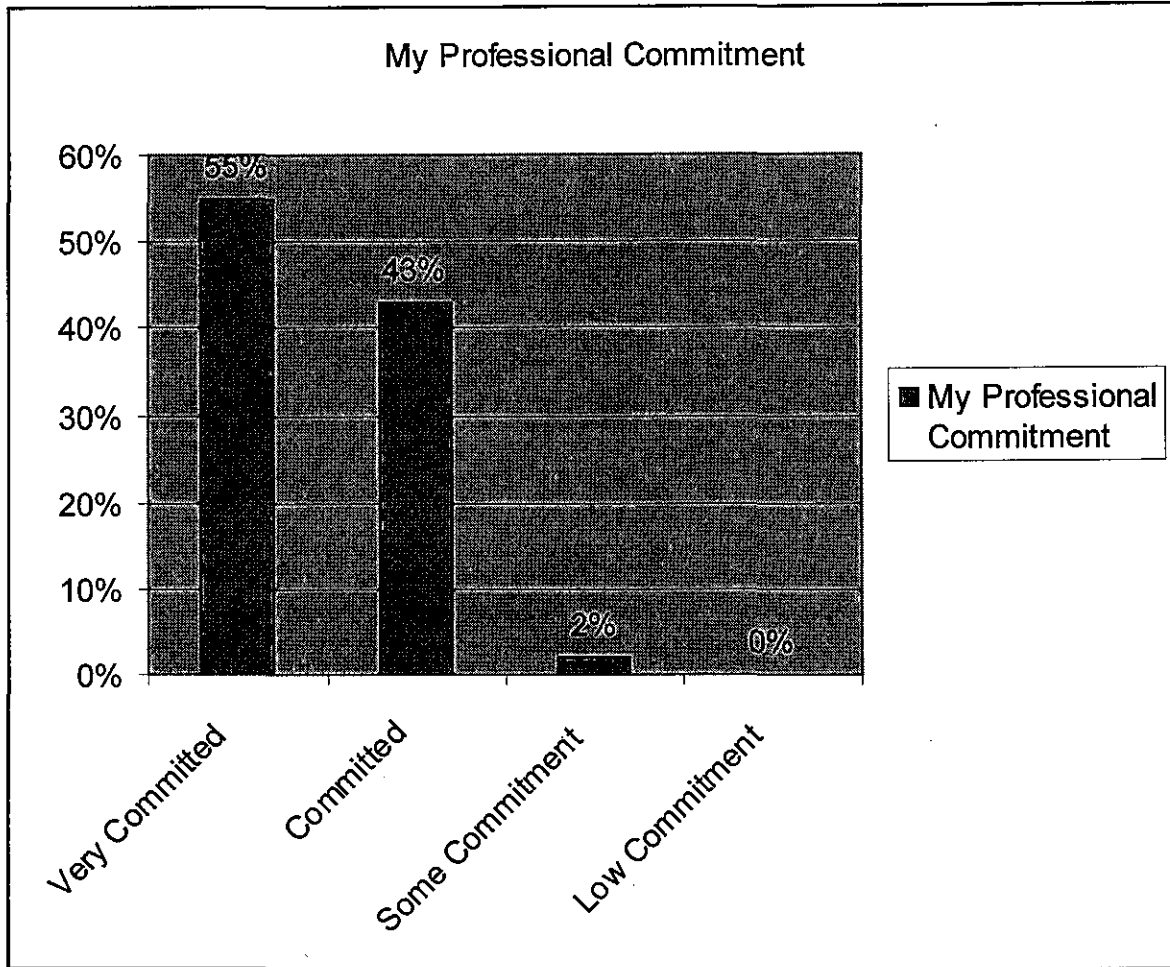
5. As I learn about the Learning Criteria, the greatest need in my classroom / school is in



6. As I learn about the Learning Criteria, my greatest concern is to ...



7. Given the urgency for needed change to becoming a high performing complex, I would rate my professional commitment as ...



**Teacher Survey Question:**  
**What do you feel are barriers or obstacles to becoming a high performing complex?**

Barriers and obstacles to becoming a high performing complex	MoHS	MMS	MES	SES	RHE	SLES	Total
H.S.A Testing & NCLB related issues	32	12	13	7	4	10	78
Standards	13	3	6		5	6	33
Teacher Work Schedule (Time)	9	8	10		2	2	31
Technology Access	21	2	2		3	1	29
Budget	9	3	7	3	1	4	27
Curriculum	16		3	3			22
Teacher Quality: retention, HQT	8	4	2	1	2	3	20
Graduation requirements	12	2					14
Student accountability	9	1					10
Bell schedule	4	2					6

**Summary / Explanation:**

- H.S.A Testing / NCLB related:
  - “Over testing”
  - “Driving” curriculum—too much emphasis on tested subjects, taking away elective choices; limits teacher creativity; takes away from “relevant” curriculum; limits time to form relationships
  - Idea that one test is used as an indicator or school’s overall “success”
  - Poor quality of H.S.A. in comparison to other tests; test for “whole child”
  - Taking away from instructional time
- Standards / HCPS:
  - Too many benchmarks to address. Limits teacher creativity, relationship building, time to teach higher order thinking, teaching for relevance
  - Standards and benchmarks too vague; not enough “common interpretation of standards
  - Too content-based, not enough process-based
  - Benchmark maps confining
  - Some standards not age or developmentally appropriate



- Teacher Work Schedule / Time:
  - Need time and flexible work day and calendar for planning for change; extended day with pay; 4-day week for students, 5<sup>th</sup> day for teacher/school planning and meeting
  - Need more time to spend on learning/teaching (instead of other tasks); more instructional days; longer work days
  - Need collaboration time for networking / articulation
  - Better use of existing time: professional learning communities instead of meaningless meetings
- Technology Access
  - Too much DOE regulation of technology access: You Tube, MySpace
  - Limited resources to bring tech to classrooms
  - Restrictions on use of technology in classroom—I-Pods, I-phones etc. limits integrating innovative uses of technology in school
- Budget
  - Travel restrictions
  - Budget cuts: limits course offerings, technology, collaboration time for teachers, personnel
  - Release of funds in a timely manner
  - Budget procedure too complicated and restrictive
  - Lack of funding to vocational education
- Curriculum
  - Offering of electives (higher level) limited by enrollment counts
  - Differentiated curriculum for diverse student population instead of “emphasis” on college bound only; course offerings (ACCN) need to meet all student levels (e.g. lower math in high school)
  - CTE / pathways: begin earlier middle school; take away pre-requisite (core class)
  - Fine Arts as required subject to increase student creativity
  - All students should get rigorous, relevant curriculum in order to succeed in real world
  - Not enough right-brain focus
  - ACCN too restricted
  - Vocational program or diploma
  - Non-core project based electives—keyboarding, Home Ec. (middle school level)
  - Accepting “required” graduation credits from out of state
  - SPED integration
  - Too much emphasis on Core subjects
  - Articulated curriculum K-12
  - Addressing “gap” group – between SPED and regular; focus on struggling learners
  - Focus on laying good “foundation” for all learners before passing to next grade level
- Teacher quality and retention / “highly qualified” status
  - Difficulty in keeping effective teachers: hard to release ineffective ones, hard to retain promising ones if not meet “highly qualified” status
  - Personnel/hiring restrictions: Re-hiring of retired teachers
  - Expand certification: e.g. industry experts to teach in CTE classes; accept out-of-state licenses
  - Retain teachers trained in the Complex
  - Change tenure system: give teachers option of being non-union
  - Flexibility in professional development opportunities—out of state; stipends
  - Teacher morale important; teacher willingness to change (attitude) important

- Graduation Requirements
  - 24 credit requirement limits school's ability to devote time to change and work on becoming high performing
  - Requirements do not encourage relevance or rigor; increasing # of requirements and level does not serve the non-college bound students.
  - Some credit requirements not helpful
  - May need different paths to graduation instead of same set of requirements for all
- Student accountability
  - Student's responsibility to learn important: regular attendance, turning work in on time, not cheating/plagiarizing etc, important
  - Social passing: passing should be based on achievement
  - Accepting of late work
  - Standards-based grading inhibits student responsibility and accountability; not preparing them for real world.
  - Strengthening for GLOs and accountability
  - Some programs give student "easy way out"
- Bell schedule
  - Calendar year limitations
  - Classroom seat time: schedule to meet student needs
  - Not enough time to accommodate electives

Survey Question: What are "promising practices" that we should incorporate/ implement to become a high performing complex?

Top six responses:

Adapting to innovation / use of technology

Relationships with students

Looping

Collaboration among teachers

Rigor and Relevance Framework (Quadrant D projects)

Stretch Learning

## CHAPTER 4

### Major Barriers and Impediments to Teaching and Learning

#### Using the Learning Criteria as a Lens to Prioritize Barriers

During the time period from November 2008 through February 2009, the Complex Redesign collected a comprehensive list of perceived barriers and impediments to teaching and learning. To prioritize the most critical and most important barriers, the committee used the “Learning Criteria” as the “lens” through which all identified barriers and impediments would be viewed. The committee designed and used the following “tool” to guide a review and prioritization process.

#### **MOANALUA COMPLEX**

*Prioritization of Identified Barriers / Impediments April 13, 2009*

*Version 1.1*

#### **SCALE**

*3 = High Significant Barrier/Impediment*

*2 = Significant Barrier/Impediment*

*1 = Less Significant Barrier/Impediment*

#### **Barrier: HSA & NCLB Related Issues**

Identified Barriers	Specific Change (Policy, ACTs, Etc.)	WHY a Barrier	Barrier to Learner Engagement (Scale 1-3)	Barrier to Foundation Learning (Scale 1-3)	Barrier to Stretch Learning (Scale 1-3)	Barrier to Personal Skill Development (Scale 1-3)	Barrier to Promising Practices X - Yes					Overall Priority
							Innovation	Technology	Relationship-Looping	Collaboration	RRF/Quad D	

After a careful review and analysis of all barriers through the lens of the Learning Criteria, the committee identified the following major barriers:

- Time and resources for the Hawaii State Assessment and other H.S.A. related activities that take away much needed time for quality instruction and quality learning.
- Financial policies and rules relating to expenditures and travel that are overly labor intensive and inefficient, and take away time for instructional leadership
- Need for more time for teachers specifically for professional learning, collaboration, articulation, and planning.
- Policies and rules that prevent retention of teachers, prevent hiring of retired teachers, and uneven and unclear compliance procedures for “highly qualified teacher status”
- Technology access for students as illustrated by (a) limited resources for technology tools for student use and (b) school, complex, and DOE rules that restrict and limit the use of any technology (cell phones, ipods, You Tube, social websites, etc) in schools.

**Prioritization of Identified Barriers for SCR 115  
Completed on April 30, 2009**

	<b>PRIORITY 1</b>	<b>PRIORITY 2</b>	<b>PRIORITY 3</b>
MOANALUA ELEM	Effective Use of Student Instructional Time	Technology Access And Use	Budget/Travel Restrictions
SALT LAKE	Budget/Travel Restrictions		Teacher Quality/HQT
SHAFTER	Time	Budget/Travel Restrictions	
RED HILL		Budget/Travel Restrictions	
MOANALUA MIDDLE	Budget/Travel Restrictions		
	Teacher Quality/HQT		
MOANALUA HIGH		Technology Access and Use	Budget/Travel Restrictions

**PRIORITIZATION OF IDENTIFIED BARRIERS AND RECOMMENDATIONS FOR EXEMPTION**

<b>BARRIER / IMPEDIMENT CATEGORY</b>	<b>Requested Change of Exemption</b>	<b>Rule or Procedure</b>
<p><b>Budget and Travel Procedures that are Barriers and Impediments</b></p>	<p>Exemption from restrictions and procedures in Governor's Memo</p> <p>Exemption from limit on carry over funds of 5% from one year to another</p> <p>Exemptions from limits on use of P Cards</p> <p>Exemption from restriction on hiring of retired personnel</p> <p>Require timely receipt of funds for SPED, CTE, Learning Centers, etc</p>	
<p><b>Over-testing; H.S.A. / NCLB Barriers</b></p>	<p>Exemption from present DOE requirements for quarterly assessments including public reporting of results</p> <p>Exemption from testing that does not count for AYP</p> <p>Minimize/ reduce the number of tests, number of days of testing</p> <p>Exempt from DOE testing requirements (unreasonable requirements)</p> <p>New procedures to exempt students for state testing based on teacher / parent / student agreement and request</p> <p>Exemption for high school and middle school to use ACT testing for H.S.A. testing</p>	

<p><b>Barriers to Teacher Instructional Time and Schedules</b></p>	<p>Exemption from contract that limits minutes in the work day</p> <p>Exemption from single calendar for DOE</p> <p>Funding for articulation time</p>	
<p><b>Barriers to Technology Use and Technology Access</b></p>	<p>Exemption on limits placed on Lotus Notes email accounts</p> <p>Approval for new Lotus Notes servers if requested by schools</p> <p>Exemption from DOE Internet Filter Restrictions when requested by teachers</p> <p>Access to full use of ESIS Modules and eCSSS Modules that can increase productivity and information access</p>	
<p><b>Highly Qualified Teacher Procedures</b></p>	<p>Exemption from hiring restrictions relating to “non highly qualified teacher” status</p> <p>Exemption from sending NHQT letters to parents and the public</p> <p>Exemption from contract regarding one year teacher probation</p> <p>(Discussion on tenure vs renewable yearly contracts)</p>	

**NEXT STEPS**

The Moanalua Complex Redesign Committee will continue to define, develop, and implement a plan to achieve the goal of becoming a “high performing complex” of schools. We are hopeful that our efforts as relate to SCR 115 will support our plan to provide rigor, relevance, and relationships for all of our students strive for excellence as 21<sup>st</sup> Century leaders.

## APPENDIX

### **Complete Listing of Moanalua Complex Educator Reflections (by school) from February 6, 2009**

#### **Moanalua High School**

**A promising practice from today's examples that we should explore further as a school/complex is:**

- Adapt and evolve --- Teachers need to adapt to changing conditions. (e.g. technology, changing literacy needs)
- Getting teachers from the elementary/intermediate and high schools collaborating the same curriculum as far as what we are teaching in our classrooms
- Identifying strategies that apply to all grade levels – more time to talk across feeder schools.
- Use technology to our advantage
- How???
- Working on relationships with students
- Re-implementing all the vocational programs
- Throwing off restrictive requirements from State/DOE level
- Perhaps we should bring creative arts/core subjects back. For instance consumer math which will make things applicable to students. Make more elective based classes available.
- How to close the “relationship gap” among teachers and students
- Reverse electives 9<sup>th</sup> great, required later grades
- A teacher following a class over a period of years
- Follow kids from year to year; I would teach seniors that were my juniors
- Strengthen looping with more support
- Keeping teachers with students longer
- Collaboration on all fronts: Student collaboration (Student to student, student to teacher) and teacher collaboration (dept., cross curriculum, cross levels, jr. high with high school)
- Test scores are not necessarily synonymous of a student's actual learning. We need to look at the overall picture – relationships, relevance, and rigor and qualitative data.
- Vocational program diploma beginning from the 9<sup>th</sup> grade
- Looping
- More time/activities to get to know our students. Make it mandatory that they do one extra-curricular activity for graduation.
- Strengthening the relevance of our curriculum in our school.
- Make sure new hires come to work.
- I totally agree with Rigor and Relevance in our work.
- Yes! You can go “outside the box.”
- Focus more on student's interest
- Engaging kids by making information more vigorous and relevant
- Building relationships
- Make classroom learning relevant to all students and to be more in quadrant D (adaptation)
- Having students stay with the same teacher longer to help develop relationships
- Pursue greater balance of “knowledge” vs. “applied skills”
- Bridging the gap between the high performing students and the not so high performing students and non-motivated students
- Relationships with our students – the qualitative surveys

- Making our curriculum rigorous and relevant. How do we do it? Where do we get the knowledge? What are those “real world” applications? How do we get students out of only the A quadrant section mindset? Have vigorous intensive cooperative learning training (not Tribes). Let’s change the system to make ideas fit! Meet more with our complex colleagues more often.
- Rigor/relevance framework
- Strengthening relationships with the students
- Making connections to what is already being done
- Keeping “core” students together for 9<sup>th</sup> and 10<sup>th</sup> grade and maybe longer
- Student-teacher relationships
- High performance complex
- Stretch learning
- Innovation. But we need to develop common consistent terms and agreements as to what are the basics we have to teach and values to instill in students.
- To restructure everyone’s mind set and existing educational framework
- Listen to students and teachers especially those who have concerns and not those who follow to make admin happy.
- What kind of box will we build?
- More time with incoming 9<sup>th</sup> graders with their Cap/Homeroom Transitions they’re in
- Innovation – Disruptive
- Offering more elective classes (ex. Woodshop, Aquaculture, Hydroponics) for the non-academic student whose strengths lie elsewhere
- Have students stay in our classrooms longer to build stronger relationships
- Building relationships with student and pairing students with teachers for a reason rather than by chance
- Technology (cell phone/text messages) used for connecting with students/ building relationships!
- Cut down current number of standards and focus and strengthen those remaining.
- Technologies in the classroom
- Invert curriculum – electives first then core.
- Smaller class sizes at freshmen level to larger in senior year.
- Offer more electives at freshmen level
- Bringing more technology into the classrooms
- When to intervene and when not to
- We ask teachers what they do to make the H.S. a student centered school, but students themselves have no accountability in this. Our policies don’t foster personal skill development, kids are working the system.
- Not focus on the standards and let students focus on their strengths
- Disruptive Innovation – How can we implement the 4 learning criteria with FIDELITY?
- K-12 complex connections
- Articulation between schools in complex
- Explore stretch learning
- Communication between elementary, middle and high school about what specifically was taught and what students specifically know and can do.
- Begin with Quadrant D and teach quadrants A, B, and C to facilitate the accomplishment of Quadrant D activities.
- I’d like to explore stretch learning more. I feel I have a pretty good base, but could use a “lift” to become better.
- Stretch – integrating technology into the system
- Reverse schooling – Texas model
- Comprehensive Strategy System: Common language and common goals
- Future belongs to the Right-Brain!
- Disruptive innovation – implement change practices with fidelity



- Making the commitment to send/pass only those students who are truly producing at high quality levels so we (M.H.S.) can do the Rigor/Relevant lessons without spending so much time on things they “should already know.”
- More CTE at all levels, at high school they still don’t know what career they are interested in. They know pathway but not what specific career interest.
- Putting more demand on students and parents in accordance to student performance and behaviors. Make it known that if you learn in the Moanalua Complex – students and parents will take the responsibility to perform!
- The complex working well together collaboratively.
- Project based learning – get rid of prescriptive Carnegie units
- Use of technology access for all students and teach ethics K-12
- Have more time to restructure, develop lessons and curriculum
- Stretch learning – providing students from an early age to explore varying passions and interests – providing more opportunities for learning through the arts and service based projects
- Using qualitative and quantitative data to affect change
- Build relationships first. Bring more relevance by strengthening applied learning.
- Practical implementation of “theoretical” perspectives – translating into the functional/useful
- Implementation of ideas with fidelity instead of fitting into system
- Opening more opportunities for students are not the usual candidates to participate in higher level academics
- Disruptive innovation to create a higher performing classroom by redesigning the system
- In CAP can we allow students to also share and explore personal interests other than careers? This will help with engagement and develop relationships.
- Using technology
- Developing a project based curriculum
- Teacher staying with students longer during high school
- Cell phones – How we can use it in our classrooms to our advantage
- I think that providing more opportunities for stretch learning and personal skill development for students.
- JROTC
- Early graduation
- Looping due to its proven effectiveness

**Based on the ideas and information describing a “high performing” complex, identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students?**

- Travel limitations
- Re-hiring of newly retired teachers
- HSA testing
- Difficulty in releasing ineffective teachers
- Difficulty in keeping promising teachers who are not classified as “highly qualified.”
- Because I teach electives (languages), students who want to continue with upper-level languages can’t because in order for a teaching line to be created, at least 15 students need to apply. What happens to the students who really want to continue with that foreign language interest? We’re not giving them the opportunity to stretch their learning further.
- To be able to make learning “relevant” to the kids, teachers need to be able to have access to YouTube and other websites that students are familiar with. The DOE regulates too many sites that can be so educational and useful in our teaching.
- Too many benchmarks that we need to reach while trying to incorporate stretch learning, relationship building\
- Submitted a list at a faculty meeting

- Practice of 6<sup>th</sup> grade teachers purging students' cumulative folders
- Budget cuts
- Work schedule = need time to plan and learn to reconstruct
- Test/HSA test scores...need for passing scores
- Too many benchmarks
- HCPSIII and all the testing and assessment that goes with it. SBL and teaching is a great philosophy but SBG is not as much
- HSA testing, standards (too restrictive)
- Tech restrictions – i.e. cell phones, My Space, You Tube, etc.
- Lack of funding for equipment, etc. and facilities! (Actually available for a full class size)
- AYP – We're so focused on the standards...we need to start applying, get students more focused on potential career choices and working (intern) in these areas to get ahead and motivated. Can we just dump AYP?
- Budget constraints – unable to offer electives because of low enrollment
- High school graduation – requirements
- H.S.A. – argh!!
- No Child Left Behind
- The amount of faculty, diversity of faculty, and Admin's and faculty's drive to learn like how they learned years ago.
- The State assessment exam. Although required by NCLB, the Hawaii State Exam is a poor test and should be replaced by a nationally recognized exam like the SAT or the ASVAB. Furthermore, students should be held accountable for their performance. i.e., great performance should be rewarded with scholarships. Poor performance should have visible negative consequences.
- I can see how the pressure to meet all benchmarks in our field can prevent us from devoting significant amounts of our instructional time to implement large problem-based activities. Lack with access to technology.
- Meeting AYP
- Measurements of school's effectiveness based only on test scores. Particular attention is given to HSA testing and not on student accomplishments.
- Restrictions on candy, soda sales. I want to have my students start a business. One wanted to sell candy at school. I was unable to allow this because of the rules.
- We need to find a way to bring technology into the classroom in ways that students enjoy using. Currently our resources are very limited.
- Current benchmarks being Content and Skill based
- A school concern is before/after hours access to library, computers, etc. for students at the H.S.
- Graduation requirement/BOE Diploma do not lend itself to create a high performing system
- Graduation requirement of 24 credits in 4 years – doesn't not provide much time/opportunity for atmosphere/culture needed for high performing schools.
- Block to Internet sites which students "love" in outside school. Facebook, MySpace, You Tube – could they be incorporated into our system?
- Students and Parent accountability – Where's the student's personal responsibility to learning?
- Strong emphasis on "college bound" students – what about the average/lower ability student?
- Resources (funding): technology support (ELMO, In Focus, Smart Boards) – using effectively, but having tool is not enough – knowing what to do with it is most important.
- Teacher spread out too thin (doing too much, all the time) – not enough time spent on practical/useful colleague conversations
- Personnel regulations. Allow industry experts in CTE areas to teach in classroom. Allow retired teachers to serve as resource/sub in schools. Why wait a year?
- Qualifications for 9or steps to become) a Highly qualified Teacher
- Use of HAS data/results only to meet AYP – Use other indications (ex. PSAT, SAT, Act, others)

- Funding/Release of funds in timely manner (without Governor approval)
- Flexibility in teacher work day – calendar – to be able to give teachers time to plan to change
- Flexibility in keeping/hiring teachers who are committed to making the Moanalua Complex (h.s.) a high performing school; turn over rate of teachers is high, teachers need to be trained and stay in the complex to make a difference. In order to move on/accomplish we cannot continue to repeat training to every new teacher.
- Too much focus on testing
- Excessive testing; limited time for electives; opportunities not available for teacher – teacher collaboration
- A lot depends on the BOE and DOE and the rules and restrictions they place on the complex funding and requirements for students
- Attendance not counting – Real life experience and responsibility; Student Responsibility – not counting – Real life exercise - responsibility; They need to be held accountable for their personal responsibilities
- Start students in CTE courses from 9<sup>th</sup> grade
- Start Pathway from 6<sup>th</sup> grade to middle to high in CAP folder
- HSTA contract
- DOE
- BOE
- Social passing – not a DOE rule but definitely a pressure. Don't send kids up to H.S. that don't have even the basics down yet.
- Number of content standards/benchmarks
- AYP; HSA; HCPSIII
- Credit – Carnegie unit requirements
- Year's bell schedule limitations
- Time spent on on-learning/teaching – writing P.O.s, getting multiple bids, researching best tools/technology
- Revisit internet, web, technology policies, restrictions, limits and NSSB rules to allow for open use.
- Using technology to engaging students instead of banning it.
- Fine arts is not a required credit – If we did, more students would be introduced to creative ways of living/working.
- HSA testing – get rid of it!
- Prohibiting possession and use of certain electronic devices that could be used as part of learning activities
- The 24 credit graduation requirements
- DOE needs to be more realistic. All students are not average. We have students who need lower level math, language arts, and other basic courses to meet graduation requirements.
- BOE graduation requirements are too restrictive and do not encourage student relevance/interests
- Union rules/regulation often hinder new system ideas
- Networking with each of the complex schools on the 4 learning criteria
- Graduation requirements – more credits in math and science is not doing our students justice – especially the ones who are considering non-college post secondary options. Upping (increasing) these types of requirements is not increasing RIGOR.
- Standards based grading does not get our young adults reading for the “real world” or even “college.”
- I do not feel that all of our “graduates” should actually be leaving H. S. Finding/Creating was for kids to “graduate” does not guarantee they are actually ready for the world. Our alternative programs should still be rigorous and relevant. Are we equipping our students with the skills they need to be successful in the real world, or are we teaching them to tally meaningless credits for the purpose of advancement?

- Reliance on left brain learning when products today need to be more right brain directed.
- Not permitting I-Pods with earplugs during independent seat work. Use of I-phones or Blackberry for internet school purposes
- Standards testing. HSA drives our curriculum so much that it is hard to think of what is possible outside pre-testing. Overwhelming feeling of “WE NEED TO PASS!” Nothing else matters.
- Technology constraints especially the use of online learning groups (i.e., Face Book, My Space)
- 115 (policy) meeting AYP NCLB
- Lack of technology availability
- NCLB and standards based grading
- I think a major road block is lack of funding for/lack of commitment to vocational education.
- Too many state standards/benchmarks!
- Standards-based grading together with “High Performing” complex theories. Our department does “high performing” learning but standards-based grading does not allow us to fully implement.
- Blocks on MySpace and other sites
- Ban on phone use etc. in schools
- Too many standards, testing without students being accountable
- The school calendar – there are very few instructional days in which teachers are pressured to cover large amounts of material according to state standards. State Standards should be reassessed to be lessened to a feasible and reasonable amount for students to exceed or the calendar should be strategically arranged.
- ATP – focusing on mandated test scores more than anything else
- Graduation Requirements
- NCLB – HSA testing
- Only 7 6 period students can’t take more electives
- Enable students to enjoy their childhood. We do not address where students are. We do address where the DOE wants the students to be.
- I need to address or research teacher liability
- Credit requirement (especially for specific subject)
- Class sizes
- Bell schedule (This is school.)
- ACCN classes (What if there are other classes interested in? ex. Sub dance for PE credit?)
- Standards based grading, Requiring coverage of all standards/benchmarks – there are too many and they are too vague. Emphasis on standardized tests like HSA. Policy that late work must be clarified – implementation is not consistent and does not promote strong work ethic.
- No phone, iPods, no internet (certain websites)
- Placing each student in the same mold
- Standard based grading and HSA (not meeting AYP) because we just concentrate on level A/B learning rather than level D
- Classroom seat time (learning bound by walls and clock)
- Time of teachers
- DOE requirements for graduation
- Tech usage possible, allowed
- I need to take a long and hard look at the DOE rules and policies in order to fully answer this question
- Emphasis on quantitative data (test scores) only
- Restriction of technology in school/classrooms (for example, not being able to have cell phones, etc)
- Too many standards and benchmarks – can’t focus on relationships and relevance as such
- Collaboration time to work on Quadrant D activities
- Standard based grades

- Class size; allowing “D” grades to pass/advance/promote (remove [deemphasize] letter grades altogether)
- Time compensation during school hours to implement plans
- HAS testing
- No Pre-Algebra in HS
- Focus on ‘standards based’ tests as representative of school performance
- A limitation on what technology (ie. MP3 and players) can be used in classes and a limitation on websites that can be accessed at school. It doesn’t provide for students and teachers to have lessons related to interests or provide for alternate forms of communication between students and teachers
- Having too much priority on rating school’s based on NCLB mandates and also technology restrictions imposed on use/possession of electronic devices such as cell phones and /or other communication devices
- Save commitment to core should be drawn to CTE courses
- Test scores is not enough!
- Could it be clearer to parents/students on how standard-based learning is used?
- NCLB
- Rules that inhibit student responsibility and student accountability as associated with SB grading. How can they learn to be successful in the outside world when we enable procrastination, make exceptions for bad behavior and bad work habits, and there are no concrete consequences? We need to stop working harder to get them to pass than they are because of grad requirement numbers.
- Ipods and cell phones – Admin/staff not consistent with rules. Cell phones and Ipods that get taken away should be given to VP’s or principal. All consequences should be the same.
- Cell phones, electronic devices being contraband
- Disconnect between: Accountability for teachers but NONE for students
- No standardized consequence for plagiarism, cheating
- How do we get high performing students...”You still can’t make a Toyota w/ GM parts.” (consequence for actions)
- Grade students on “engagement” – teach subject in context of behavior, not visa versa.
- Too many students for each teacher. Hard to do stretch learning or do outside of school activities.
- Internet restrictions make it hard for students to do projects on MySpace, YouTube, etc.
- Policies seem to be top down and vague – just tell me what to do! There doesn’t seem to be any accountability otherwise. The problem with GM was management, not the workers on the assembly line!
- HAS testing
- Benchmarks/standards (locked in, hard to use innovation) that must be covered in certain quarters, etc.
- HQT rules
- Lack of a vocational program or diploma
- Students have to start with the CORE (i.e. IET, Health) class even if they are late bloomers and discover, for example, that they are passionate about video in their senior year, but need to start from the foundation class!
- Funding and resources
- While the HAS testing can be a measure of some learning, it is not indicative of overall learning and the weighted formula used to determine if a school passes the HSA/AYP would be a policy, that I feel, hinders effective learning for our students. Increasing amounts and types of credits (graduation requirements) may also hinder effective learning.
- Graduation requirements
- Funding

- Standards Based Grading – need to find a way to provide consistency school wide, so that all students have a common understanding on the grading system.
- All the different standards to cover. Narrow down so as to focus and expand on it.
- Standards/Benchmarks
- Lack of support for strengthening GLOs and student accountability
- Giving kids easier ways out than trying SMP and other programs that takes the kids out of my classes makes them realize that they can try at a minimal level and the system will accommodate them.
- Change tenure. Give teachers the option to be non-union and reward them for the work we already do.
- The lack of being on the same page with the elementary and middle schools
- Student testing – HSA, etc.
- Sticking to ACCN “rules”

### Other Comments:

- I liked the “table discussions” and being able to dialogue with personnel from other schools.
- A shorter lunch break with more short breaks in between the day might be something to try next time. Otherwise, it was one of the better PD day meetings/conferences I’ve been to. ☺
- Admin should be able to greet their fellow employees or at least acknowledge them.
- I have 4 pages (full) of handwritten notes on today’s presentation. How to sum up? I think McNulty presents a skewed vision using examples that support his ideas. Very persuasive. I also think I could find just as many examples to support the opposite side or alternative explanations for what he is promoting as fast. When, in fact, he is saying opinions in statement form. Like saying, over and over, the whole reason Middle Schools had closer survey scores than high schools. I can think of several other viable explanations such as the stage in life a student is in between the two and how, culturally, students view school itself differently from Elem to H.S.
- Good motivating info
- Can we have more “real-life” situations/classrooms/schools that are high performing?
- Would it be possible to get ‘facts’ on schools that actually use this and have a question forum on what we need to make our complex “high performing?” i.e., courses taken, class activities, recommendations on how to implement, etc.
- I now realize the dire need to change what we have been doing in educating our students and to alter the system in which we now operate.
- Would have liked actual examples of how other schools have transformed, taking into consideration all learners.
- There are seemingly so many things to do, how can we not focus on 1 major thing for a 3 yr period? How about incorporating a mentoring relationship program in each school – from say freshmen to senior? Closing the relationship gap seems to be the most promising in order to get to high performing schools.
- Revisit bell schedule to maximize student-teacher contact per week. 2 or 3 times is not enough.
- Reduce the idea of using tests (common assessments) to determine effectiveness
- Revisit new curriculum that is more in Quadrant D (Money and standards should NOT be the issues) that prevent us from looking for better curricula. Do not tell us there is no money. If there is no rigor or relevance, can we look elsewhere?
- How do we convince our parents/students that we are not only a Quadrant A school? Student engagement: COMBAT attendance problems.
- Those videos that are recording Mr. McNulty, get them out to all non-educator stakeholders so they can see what we’ve been trying to say all along!
- Let’s do it again.
- Ray gave a lot of new ideas and useful teaching practices.



- Where are the principals leading us? What changes are going to be made to develop the 3Rs? Enough review of what we have already been taught. Boring. McNulty presents exactly the way he is telling us NOT to teach. Where is the rigor? How is it relevant? Does he have a relationship with us? I was not engaged. You can't teach teachers you don't know. We need a question/answer period. McNulty presented, we listened.
- Good day!! ☺
- Good seminar
- Dr. McNulty is a gifted speaker – his ability to weave valuable information that we may not want to hear with humor and examples help the audience to let down their guard and listen.
- The theories and reasons for becoming a high performing school have been made clear, but what exactly are we going to do as a complex to achieve this? I realize how and why to start changes in the classroom, but how are we going to account for participation in all classrooms of our complex???
- I liked the conference. I learned a few new notions. I hope I can implement some of the best practices in my classes.
- If a student lacks foundational knowledge that is a pre-requisite for my course, I should be able to change their schedule so he/she can get that knowledge from some place.  
(reading/vocab/decimals/fractions/negative #s/%s)
- Have more B.O.E. members attend these conferences so that they truly know what schools need!
- Please show us how to do Quadrant D, real application, please, please!
- Infrastructure within school does not allow for technology to be embedded at the high school.
- I agree we need to live in the 21<sup>st</sup> century and change to meet the needs of our world today.
- Excellent entertaining speaker. Now for how to?
- What are some options to the traditional high school structure of teachers teaching one subject to students for one semester/one year only/ How can we enhance long term relationships through academics in the classroom besides CAP, which is only 1-2 times per week?
- Ideally, there should be greater classroom access to computer/internet and other technologies. Also, model Quadrant D activities would be desirable.
- I really would like the collaboration time!
- This was fantastic. I can't wait to do more, learn more, take first steps and see how it goes.
- Let's DO IT!
- It all sounds promising, but at the high school sometimes it feels like our hands are tied and we're stuck. There is a huge deficiency in skills and those students need special help/programs.
- Great conference, please thank supporters money and presenter Ray.
- Our complex needs to implement what we learned today.
- Everything may be theoretical but could we see hard examples, actual schools?
- Not enough opportunities for teachers to share and communicate. Less theory and more practical application would have made the sessions more valuable.
- Mahalo – to all planning and support team! Great Day!!
- Complex schools need time for collaboration - include Teachers – Grade Level/Dept Chairs
- I heard Dr. McNulty many times. I never get tired. We, The complex, need to look at data and agree as a complex what we will do to build The child. We need more time to talk and collaborate as a complex.
- Standards-based assessment and learning creates a student who (in their own words, in an honors class) 'manipulate' the system so they don't have to work as hard, they pick and choose what to do, and still manage to get acceptable grades. Students readily admit to becoming lazier and lazier and not so concerned about work ethic. They may possess content knowledge but lack personal skills to be successful in post high school life. (creating a culture not conducive to independence and personal relationship)
- Thank you – Inspiring, but daunting at same time.
- I really appreciate having Ray McNulty who is a very passionate and inspirational speaker.

- Having our complex PD meeting in a banquet room makes this day feel like a mini conference. Thank you! Very organized agenda.
- Inspirational – I foresee the need for cultural change among teachers. They need dramatic pressure and support from Admin to push teachers to change.
- We need to find a way to bring technology into the classroom in ways that students enjoy using. Currently our resources are very limited.
- I feel very confident that I could attempt a more intensive approach to stretch learning and Quadrant D learning in the CORE 2 program. We will need to complete a better interpretation with our integrated curriculum.
- Last session was a nice time to discuss things as a complex – should allot more time for this discussion – that was probably most valuable to be able to hear from all levels.
- Why did we have to see and hear the exact same presentation again...just longer. I did like the sharing of data-kind of opens your eyes and brought it home (relevance) – so now what are we going to do about it?
- McNulty has great broad ideas, but implementation needs specifics. (How?)
- Silver bullet would be nice.
- Lunch was awesome!!!
- Will Admin support if students/parents are resistant to “stretching” students?
- Dr. McNulty seemed rushed but he covered the basics. Not sure everyone felt the same urgency, though. Would have liked to hear more about what other schools have done.
- It was clear that the “behaviors” of students do count and are essential. But...that’s not what our educational mandates protect. It takes these essential values away. How does this make sense?

## **Moanalua Middle School**

**A promising practice from today’s examples that we should explore further as a school/complex is:**

- Thinking outside of the box
- Stretch learning strategies
- Move away from lecture to student inquiry
- Making sure that all knowledge and tools learned today will continue to lead us to being a high performing complex
- Project-based learning
- Time to get to know our students
- We need to really get to know our students to close the gap we have. This will get our levels of success up.
- Looping throughout K-12.
- Getting to know our students and their interests outside of the classroom.
- Creating relationships
- Use of tools that motivate students, i.e., technology, texting, web pages.
- Looping with students to deepen connections with students
- Stretch learning
- Trying to create more stretch learning.
- Fidelity – to give new innovations full support
- “Projects” at each level 6<sup>th</sup>/8<sup>th</sup>; on-line programs; using phones in classroom – class of phones...?/”blackberries”
- Rethinking our bell schedule to address learning needs of all students



- Incorporating more technology into the classrooms to engage students and make them excited about learning
- How to apply quadrant “D” in my classroom. Tools and models that we can use – tomorrow if we could. Hands-on training – not just theory.
- Use technology – or things that students would be interested in
- The great importance of getting to know our students on a more personal level! We’d be allowed adequate time to spend on students
- Integrate into today’s needs.
- It is really about the children so we should listen to what they are saying what they want to learn.
- Allowing more use of technology like iPods to listen to and analyze music in class, YouTube and Facebook.
- Using text message to contact students
- Relevance to students to increase rigor. Problem – based projects to infuse different content to make it meaningful and relevant.
- How to reinvent education – “fitting the triangle into the circle”
- Sharing time – building relations with our colleagues
- Adapt to implementing tech (Internet) in greater detail.
- How we can have looping integrated into all levels elementary, middle and high school
- Stretch learning – targeting students (GT, Disadvantaged)
- Explore scope and sequence of classes to engage all kids (fr/sr) switch classes
- Interdisciplinary teaching and value in Art and Music students.
- Putting together and sharing Quadrant “D” Lessons. Self-checks/Reflections on Lessons for the week – which quadrant, where are my Lessons?
- Disruptive innovation – we should brainstorm innovative ideas
- Innovation – disruptive innovation; creating complex problems for students to solve (adaptation)
- Personal skill development
- Stretch learning and personal skill development. The disruptive innovation.
- Hooking the kids in earlier – don’t wait for senior year for the electives.
- Use technology but not just for the sake of using it. Rigor, relevance, relationships with tech.
- Creating stronger relationships with my students to build Rigor and Relevance in my classroom
- Really look at how we are implementing RR & R in the classrooms and then create professional learning communities to share and collaborate.
- Creating lessons such as the cell phone example.
- Looping in the entire complex (elem & high school)
- Use of cell phones in class, but then many students don’t have cell phones...
- To gather learning criteria data and get it out there

**Based on the ideas and information describing a “high performing complex, identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students?**

- Scheduling for kids

- Change the method of assessment to determine AYP (NCLB); 7<sup>th</sup> grade social studies should be changed from a semester to a year course to be aligned with other core classes; start/end time of school day; time for elementaries to collaborate and agree on standards in the core areas.
- I feel there is only one set of general graduation requirements. Is there any way to create different paths to graduate?
- Stressing student accountability
- 1) Esis: makes it difficult to move students around as needed; 2) streamline paperwork process for new teachers so there's no back/forth btwn HTSB and DOE personnel; 3) work on whatever procedure/policy that makes new working teachers wait so long for their first paycheck!!
- Too many standards
- Budget cuts, standards (too many and some are not relevant), "Passing the Test" Pressures.
- Too many faculty meetings. Prep time disregarded. Teachers need time to assess, research, and revise curricula. We could use a solid school period during each day to better prepare, reflect, assess, and revise our curriculum and current strategies.
- Too much time spent in testing standardized
- No funding for programs
- Use of cell phones, web pages in the classroom. Use of video taping, filming and displaying students work publically.
- NCLB; Quarterly Assessments; Accepting "late work" which more than likely doesn't meet standards; "Dumbing Down of curriculum"
- Time – to articulate and wrap our minds around the vision and goals of the complex at all levels
- Usage of Educational Aides; amount of money we have for staff – need more "teachers"/resources
- Quarterly assessments
- Our schools are directed by HSA results. Too much emphasis on this and not on child
- Too many rules and policies that inhibit our flexibility to grow, explore change, and test/implement our vision! (Private schools rule!)
- YouTube and other video sites are blocked. I teach performing arts (music) and would like to show on-line videos of musicians, choral groups, and allow kids the opportunity to develop music videos themselves. Also I would like to use Facebook to develop an on-line community for my class but it is also blocked. Also I would like to be able to text my students (and vice-versa) but cell phone use during school is not allowed, even between class time. Also I would like to be able to encourage students to bring in music to discuss and analyze, but ipods are against the rules. Also phones that play music are against the rules.
- The rules for sports create restrictions for certain sports
- Time within a day to do all of the standards. Time to assess discusses instructional time; therefore possible have students do computer assessments but on a less frequent basis.
- Raising the credit requirements for diploma. That is an example of what rigor is NOT! More students will not graduate.
- Probably the number of minutes in the school day. Start and end time. HSA Quarterly assessment requirements and reports. Bell schedule!!
- Irrelevant meetings – wasting time; not being able to work with people you want to
- Cutting Project Based Electives and focusing so much on the Tests (HSA) students take. Implement/Reinstate Non-Core Project Based Courses; Example: Keyboarding, Home Ec, etc. Technology is important but don't forget the basics and instilling values and caring lessons for our students. Our complex needs to "Just do it" not try but do it! If we say we will only try, then we leave the door open to failure. Our Complex can make a huge difference to all of Hawaii's Schools and the D.O.E.
- Tracking the students throughout all levels of education; longer working hours to have more engagement w/students.

- More opportunity for PLC and forming cadres of teachers interested in working in areas of strength and/or need for improvement
- Lack of system coherence; ACCN #s course sequence/M.S./H.S./E/ need to have flexibility of access; coherence w/WSF – if funds are allocated to schools, schools should be empowered to carry over funds – follow the principles of WSF – DOE allowance takes on programs w/o fidelity. 1) to the intent of the program or appropriate shared learning and 2) capacity building (esp related to instructional initiatives).
- Quarterly Assessments, Benchmark Map (having to teach standards in a particular order and not how students will learn/make sense of it). HSA testing takes up too much class time, new schedule change has summer too long for students, not being able to keep and strengthen probie teachers that are a good “fit” in place of a tenured one that is clearly bad, blocking of some tech. sites like utube and Facebook which could be used to excite kids and promote homework/projects...
- Over-testing students: we really need to streamline our assessments, releasing more time for learning and instruction.
- 1) Hiring and Termination policies – schools obligated to keep mediocre or non-committed teachers/staff; 2) Transportation schedules – students must leave school immed. otherwise no way home; we can’t keep them longer; 3) Staffing policies – we need skilled people in some areas, not teachers who are given these duties to learn on the job. Need to offer classes that are relevant to real world life (i.e. all students need to take Algebra in 9<sup>th</sup> grade). Is it relevant – relate to why they will need to know and be able to do... (Loss of basic practical/industrial arts)
- Teachers need to be allowed to freely seek professional development outside Hawaii and receive credit without principal approval. Teachers should also receive a small stipend for attending along with pd credit.
- Maintain teachers (new) that want to apply their knowledge and is committed with those who do not (tenured). Money could be kept when it is needed and not have to be spent
- DOE not accepting outside licenses and not welcoming teachers from the mainland. DOE makes it very difficult for teachers to come from out of state and teach here. I think they could make it easier to teach here.
- Lots of time seems to be taken up with “minor” things (paper-work, meetings, etc.)
- Quarterly Assessments and the emphasis on HSA scores.
- Not so much emphasis on HSA & test scores as a measurement of school success.
- Lack of time – perhaps extended day w/pay
- 1) Ineffective posting of quarterly posting which lead to potentially unfair and inaccurate school comparisons. 2) Students must have credits in high school and middle school in Hawaiian History and Pacific Island Nations for promotion and/or graduation. Students who already have history credits for another state should be able to transfer them – especially for graduation. 3) Students are not allowed to get credit by exam. This needs to change. 4) Algebra class needs to be offered in the 7<sup>th</sup> grade. Some students are ready. 5) The Sped. classroom needs to be physically integrated with the rest of the classrooms vs. isolated. 6) Phones and P.A.’s in every classroom (ex, the high school!)

### Comments

- If change takes a long time and if the change curve indicates it will get worse before it gets better, how will this resolution 115 (3 yr. program) be effective if we implement only one year and evaluate the next year. It is a good start, but need more time to determine effectiveness.
- Thank you for such a comfortable setting and an opportunity to talk story w/others in our complex. Suggestion: water at each table, or water station throughout the room...I am dehydrated because I didn’t want to leave during Dr. McNaulty’s presentation.
- Excellent motivating speaker

- It is interesting to me that we are taught on professional development days to implement a wide variety of innovative strategies in the classroom, yet we are taught through the least effective methods – (lecture, sit still, and keep quiet).
- Great perspective to hear from the FHB CEO! Talk about relevance.
- More examples of A/B/C/D units – purchase?
- Thank you.
- Just Do It! Very Well Organized and Thought Out Collaboration Day! Basic knowledge vs. Applied Skills on PPoint? Thanks MMS.
- The speaker was excellent and very relevant. I believe it impacted everyone.
- Although I think it was nice to meet with others K-12, there definitely benefit of sitting and discussing with school coworkers who share similar goals – maybe provide an opportunity for both?
- Schools should do one school wide integrated cross curricular unit/lesson and evaluate its effectiveness on students to teacher how it impacts teacher satisfaction.
- It doesn't make sense to sit us all mixed up. Also unfair to have only one Middle and Elem. Teacher per table and 50% H.S., it changes dynamics of table.
- I'm inspired
- Thank you!
- Good workshop!!
- 1) It was too dark during the talks (Dr. McNulty) for taking notes. Please provide paper next time. 2) Thank you for the delicious lunch. 3) The First Hawaiian CEO's talk was important to build the context and responsibility for today's conference.
- A) Before defining a "high performing" school, we should define the "high performing" student model and then determine what our schools/complex needs to do to create that student. B) Teachers and club advisors should be paid for extra hours (like police, firefighters, coaches, etc.).

## **Moanalua Elementary**

**A promising practice from today's examples that we should explore further as a school/complex is:**

- Extending time adults spend/knowing students (looping)
- Loop with students whenever possible to strengthen relationships between students & teachers
- Stretch learning
- Articulation between schools in complex by grade levels
- Collective efficacy
- Learner engagement
- Innovation
- Engagement survey & reflection
- Data points – Foundation Learning
- Strengthening of relationships in order to begin building a more sound "high performing" school
- Recognizing students' strengths & gifts more. Rethinking how the Ed. Structure is meeting the needs of all students.
- Building relationships between teachers and students; purposefully creating a nurturing school culture
- More collaboration of a mixed group of elem-high level
- Reinforcing teacher-student relationships by keeping students together for more than one year
- Increasing the rigor in av learners & to differentiate the lessons
- Put more data out in the community about our school
- Taking non-effective things "off of the plate," and trying to maximize resources to build relevance and learner engagement

- Innovation – build a new box. Would be interested in looping
- Disruptive innovation – we need to seek creative and innovative ideas to meet the needs of the leaders of tomorrow
- How to move more towards applying stretch learning and all of the other learning criteria with all if the “restrictions” (NCLB, testing, etc.)
- Strengthening relationships, improve the trust and collaboration level
- Stretch learning – maybe looping...Problem based learning/teaching
- Having teachers loop (ie. K-1, 2-3, 4-5, 6)
- “looping” in order to strengthen relationships
- More dialogue between school & school level
- Text msg. between staff & student/parents
- Building relationships with our students & really knowing them
- Improving/building our school culture
- “to stop thinking outside of the box but to build a new box to think within”
- Test scores are not the only way to measure a child, a better way assess students
- Building relationships – needs to start with school staff first
- How to “grade” quadrant D assignments well/consistently
- What other high achieving schools are doing to be considered “high performing”
- More communication between elem, middle, & high schools in the complex
- Developing rigor & relevance in our curriculum
- Building relationships in order to boost school morale. Intra-staff relationships. With low morale comes low motivation to do a good job.
- Need to look more at qualitative than quantitative data – everything seems to only focus in test data
- Increasing a good outside life instead of fully focusing on academics
- To keep up w/ the technology & upgrade the schools computers so that we can show our students how to apply what they’re learning as well as educate them on being effective and ethical users of technology
- Getting to know what the students interests are outside of school
- Personal skill development approaches grade level learning
- Stretch, rigor/relevance in every classroom. Ideas, activity examples
- Changing Administration attitude from “Lines” working for them to the function of Admin. Is to enable “Lines” to do the “client contact” job

**Based on the ideas and information describing a “high performing complex,” identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students:**

- Testing/assessments
- HSA test scores
- Lack of time for planning collaboration as a complex. 4 day school week for students (longer school day) and 5<sup>th</sup> day is for teacher/school teams to meet/plan/brainstorm
- Inability to hear criticism of what could be improved. We don’t listen to those who criticize our business as usual.
- Too much emphasis in core; need to provide opportunities for vocational/social skills
- Big emphasis on statewide testing – where scores are compared. So many state standards to cover within time allotted
- Amount of standards that need to be taught. The push is math and language arts which takes up a lot of time during school day
- Standards Based Reports Cards. 09-10 Calendar – long summer (not conducive for elementary)
- Benchmarks and standards that are more content based rather than process based. Teachers are so concerned about teaching content we son’t have time to develop relationships.

- Much time is needed for computer inputting, administer tests/scoring, progress reports
- Cohesiveness between elementary, middle and high school
- Teachers leaving the profession too soon to see the fruition of what incorporates a high performing school
- Technology/equipment. Communication between & among schools
- Integrating innovative use of technology to prepare our 21<sup>st</sup> Century Learners may be difficult since technological devices are banned in schools
- That every student be required to take the same standardized tests. “Every student” is not realistic. Students come w/diff. needs & abilities. We place way too much emphasis & credibility on the results of these tests...especially when many of the educators feel these tests are inappropriate and not relevant to student success.
- Standards Implementation – diverse understandings and expectations from school to school
- NCLB funding (AFP), other resources. Teachers need to have a “buy-in” and work together to achieve a “high performing complex”
- Schedule of school calendar (ten weeks on, 3 weeks off?)
- Budget: not enough money for equipment (technology) and staff
- Stuck on standards. only the basic. Missing skills/stretch.
- Not enough time to implement/collaborate/brainstorm with colleagues to make changes.. Lacking funds to implement change
- Not enough time being provided, along with ‘funds’
- School day too short, lack of resources, lack of professional development sharing
- Financial support (resource availability) for technology tools – hardware & software. Teachers spread too thinly – so much red tape/paperwork that teachers can’t focus on the students, their program, & the curriculum. Too much focus/emphasis on tests/assessments.
- The CSSS request for assistance standard operating procedures require a lot of paperwork for teachers. The paperwork requirement has hindered teachers from requesting academic/behavioral support.
- The weighted importance on Assessments. Many teachers are reluctant to change as they don’t know how the new ways of teaching will affect the HSA scores. We also don’t have enough time plan due to all the other things teachers need to do.
- Having to meet HSA proficiency levels – NCLB. It puts the emphasis on numbers (qualitative data).
- HSA testing – string emphasis on scores and “teaching to the test”. HCPS III Standards/Benchmarks
- I think the biggest hindrance is funding.
- Need help to schedule meetings, EA/clerical help, etc. Tenure system, lack of incentive to improve. Class size, lack of funds for supplies/support. Flexibility for budget/categories.
- Achieving AYP, teacher transfer (losing teachers due to status – years of service)
- Test, test, test. Students in all level are tired of taking tests
- Lessen the amount of standards to let teachers reach different students to encourage higher levels of thinking.
- Why the “ineffective” teachers are still in the system teaching children?! The system/union protects them too much.
- Teachers need time to collaborate cross grade levels to discover areas that need to be worked on to develop students to their potential
- Finding a program/service to reach our low students that don’t qualify for SPED services & who continue to pass to the next grade level so their gap continue to grow.
- Too much testing (traditional) – burning out teachers and students – and teaching to the tests!
- HSA testing / quarterly benchmark testing / reports cards / school wide testing and assessments
- The need for our continuous meetings – artic., faculty, leadership, etc.



- DOE as an entity needs to change “their bubble” so that the schools can fit their changes. For the 3 r’s so change and innovation can occur. We need to get started now – like Mr. McNulty said “their at our doorsteps”
- School leaderships attitudes that stifle creativity in teaching and learning in favor of procedures and standards/meeting the benchmarks and standardized tests

### **Other Comments:**

- Great day
- This was a terrific conference which is putting us in the right framework to becoming a high-performing school. What is our next step as a school?
- Looping may be a possibly
- Good speaker, great to sit with other school leaders
- Ray McNulty was an excellent presenter! His ideas were delivered & received with great impact. Thank you for a great day & professional inspiration!
- Thank you Dr. McNulty. Very productive day. Come back again to help us continue. What’s the next step? Keep everyone informed.
- Can the paperwork be streamlined to minimize paperwork. Use all the different data collection (assessments) that teachers are required to submit/provide, as evidence to request supplemental services.
- School staff should sit together so collaboration for their school can happen...It would also build cohesiveness among staff members. And a candid atmosphere for cross grade level articulation. Also faculty can share their philosophies of teaching and learning building common ideas and goals.
- I really liked the statement “Relationships make learning possible. Relevance makes rigor possible. Stretch learning makes the future possible.”
- We need Dr. McNulty annually. What an inspiring, motivational, and knowledgeable expert. It was comforting to hear the need to look beyond assessments as we’re assess at MES.
- Smooth and well planned. Good speaker
- Would’ve been helpful to have folder paper in folder to take notes! Mr. McNulty was an exceptional speaker – he makes sense.
- Great speaker and presentation. Really motivating!
- Does the complex have a general plan to develop this high performing complex yet? Or are there still ideas that we are exploring?
- Dr. McNulty was a very inspiring speaker!
- I would like to see an opportunity for us to meet by grade levels.
- We need more time to collaborate w/others for ideas to stretch std. learning & be more creative in std engagement in learning.
- I enjoyed the presentation. It was very informative and well presented.
- I am a new teacher and always up for the challenge. Maybe all teachers should reassess their purpose of teaching and remember its all about the kids.

## **Salt Lake Elementary**

**A promising practice from today’s examples that we should explore further as a school/complex is:**

- Looping
- Less testing
- Developing relationships
- Rigor
- Personal skill development
- Having the students be more creative
- Looping

- Collaboration K-12
- “LOOPING” – building relationships
- Nurture creativity
- Parental support and buy in
- Rigor. Less standards. Be innovative
- Examine qualitative data and surveys closely. If morale is low, that’s an indicator/symptom of an ailing system
- Relate to students to make connection and understand their out of school interests
- Innovation – how do we make the changes in our system so that practices that Ray McNulty has talked about can be implemented with fidelity
- Strengthening relationships – student-teacher, teacher-parent/community & faculty – faculty...”professional camaraderie”
- Starting at quadrant D to give kids purpose to learn the skills
- To use the rigor/relevance framework and articulate with the grade level to collaborate on lessons
- Setting common indicators for the learning criteria by levels
- Spending more time with our students, having them for more than 1 year
- Looping. The practice of keeping the students longer
- Looping in elementary, middle, and high school
- Building a close relationship with students through their years in school stretch learning. This will create a better future. Focus on this is the key to a brighter future that we need in USA.
- Give children different options – art, movement, cooking, technology, photography
- Break the self limiting mindset, build a whole new box! \* Project based Learning\*
- Innovation (disruptive) out of the box thinking
- Integration of the subject areas. Having teachers “loop” with students so they’ll get to know the students better.
- Looping – perhaps 2 years with our students. Utilizing more technology in the classrooms – cell phones, ipods, laptops etc.
- I think that focusing on stretch learning school/complex wide should be explored more.
- 1. Practicing the 3R’s backwards - relationships, relevance, rigor. 2. Being innovative to adapt & teach students how to live in our world today.
- How to make our students learning in the classroom more applicable to our changing society
- To see how we can measure personal skill development for our students.
- How to include student’s interest and talent into our curriculum
- A disruptive innovation that is relevant – addressing rt. Brain activities while focusing on school left brain demands
- Intr-school/cross grade level collaboration – articulation
- Making content relevant and purposefully creating a welcoming environment for the students
- Project based learning, assistance in implementing tech w/in classroom environment (models)

**Based on the ideas and information describing a “high performing complex,” identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students:**

- NCLB
- AYP
- Governor’s approval to use the District Park Gym
- Too many standards. Not enough mentors for young teachers to professional develop complex initiatives (personnel).
- Benchmark maps confine teachers. AYP % create added stress for students and teachers. There is no time to build relationships with students. School is mainly academics and we forget that we are working with children first that have other needs that may take priority over academics.



- Following benchmarks that are too broad to fit within the school year. Taking quarterly assessments / focusing on and stressing assessments & assessment practice.
- State composed tests / curr. Planning time to create new curriculum (relevance)
- Lack of funds / resources --\$\$
- Systemic –DOE structure and protocol
- Too many standards
- There is far too much emphasis on making AYP and focusing/preparing students for the HSA and not necessarily on making learning relevant. Our fear has been leading us down the wrong path as educators. And it's not entirely the schools fault. When the policy of the gov't is to "punish" rather than help schools who do not make AYP, students suffer. There are also far too many benchmarks. The focus is not in student learning but make sure you cover all the benchmarks.
- We must develop students through both sustaining and disruptive innovations. We have a lot of things that are working. We also need to work at creating disruptive innovations.
- Making AYP – because of this our goal has become "passing the test" making sure students know how to take the test. Because of this there is not enough time for quadrant D projects which allow students to apply knowledge and be innovative to make real life connections and adaptations to be ready for the real world. Core academic learning – teach depth not breadth by lessening standards and benchmarks and just focusing on some.
- Honestly, I'm not knowledgeable on the rules and policies so it's difficult for me to answer. But if we're serious about changing the "system", I think the greatest challenge are the teachers. We have very outspoken teachers who don't want change and they'll work hard to not have change.
- Having large P.O.s reviewed by the governor.
- Meeting proficiency on the HSA. Budget constraints.
- Funding. Everything involves money. We need to provide the programs for the kids. Instead of always cutting funds to education. Education should be a priority.
- Renovate the pods at SLES into single classrooms. Focus attention on the struggling learner. Change the mindset.
- Restrictions on technology access in the classroom (ie several websites (YouTube, MySpace) wireless connections for the entire school)
- We don't have the funding nor the time to provide for all of the great services we could provide.
- Rehiring of ineffective teachers. More time to articulate w/other schools &/or content areas!
- I feel that the biggest challenge in moving towards a "high performing complex" is the morale of the teachers. I feel that continuing to encourage each and every teacher to think of what they can do to move our complex in the direction will be a significant challenge.
- Only some standardized testing only tells us what our students know about the question we asked. It doesn't tell us what they know. (square peg, round hole)
- The overload of benchmarks. Not enough time to go in depth. Also we rate students by grades when they graduate, but does that really show we value them" Or do we only value students who can do well at school (i.e. English, math, science, SS)
- I think we need to focus less on high-stake testing and more on student relationships. I feel we are stressing learner achievement over our children's needs to feel safe and valued.
- Paperwork should be cut down so that teacher's time is focused on teaching.
- Comparing/rating schools based on quadrant A
- The abundance of standards and benchmarks, spreading learning to thin.
- So much paperwork, new focuses yearly, meetings

#### Comments:

- We over assess
- A very competent presentation that sends a clear message of how and why a change needs to be implemented.
- Focus on one major table talk. Too little time trying to do all the table talk.

- From the discussion on my table, it sounds like they don't understand that we are teaching the benchmarks & that's the problem – we are covering too much each year, nothing is done in depth. The students don't get to mastery. I feel like we need more dialogue so they understand the issues we face.
- Follow-up discussions K-12
- Teachers have too much to do, when adding something you need to take away something to.
- Dr. McNulty is a very inspiring and great speaker. I think he hit a lot of things right on the head. He is knowledgeable of what is happening and understands the challenges we face.
- With the learning criteria, stretch learning, foundation etc., is there a way to see a classroom that is implementing all 4 criteria especially in the grade level we specifically teach?
- Awesome lunch and great ideas!
- Less testing
- Dr. McNulty was very inspirational. I needed that “kick” to get motivated again.
- This development was truly inspiring and although it will take time and challenges will occur, I believe that a high performing complex is possible and the time to move is now!
- N/A
- We need to prioritize and scaffold what a student should know and be able to do from grades K-12. Maybe even survey students of their interest so we can really build schools for them.
- Too much information to assimilate in one day. I would like to see us purchase a kit for K-\* Gold Seal Lessons for Rigor and Relevance.
- Thank you for organizing such a meaningful PD day.
- Inspiring but I hope the complex is not just going through the motions because this is a large investment on the taxpayers expense for PD Day Subs

## **Shafter Elementary**

**A promising practice from today's examples that we should explore further as a school/complex is:**

- Opportunities for stretch learning
- Relevance to real life
- Promote stretch learning
- To learn more about rigor & relevance
- As a complex, I would agree we need to work relationships, relevance, then rigor
- Have the ability to collaborate and meet weekly with same grade level to see what they are doing – best practices
- Music and art activities – we have mad science program & Lego league → both great stretch learning activities
- Looking carefully at disruptive innovation in reaching our goal of becoming a high performance school
- Not to keep ideas to myself, create what I don't have
- Stretch learning, looking at variety of data to describe school
- Culture – break the self limiting mindset of the school
- Senior project preparation extended down to middle and elementary
- Our grading system, relationships which starts with faculty then students
- To know our students academic goals and outside interests
- Stretch learning and personal skill development
- Following students from grade to grade ← great idea
- Stretch learning from elementary, middle, high school
- Practical applications brought to students through guests/field trips so they can connect the “I have a dream” to reality and not just being a dream career or life goal

- Heighten benchmarks, personal skill development, learner engagement, to recognize each student's gift and build on them:

**Based on the ideas and information describing a “high performing complex,” identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students:**

- Benchmarks, academics
- Too many standards/benchmarks
- We are too focused on collecting evidence of meeting the standards that we don’t make room for relevance and relationships
- Teachers and students need to have more opportunities to vocalize about school policies being put in place before policies are enforced List pros/cons then decide if the policies will actually work for the betterment of all involved and not just a selected few.
- I am not sure. I do not feel like I have many rules for our area.
- Strict adherence to benchmarks
- People’s inability to not teach directly from the book. People thinking change is not possible.
- Lack of mandatory lesson plans
- Not enough time provided to meet – collaborate – plan in the elem school –
- Spending of funds, time process for approval to go through. School calendar. Amount of professional development days.
- The amount of benchmarks and at specified quarters
- Benchmarks defined by DOE – 0 required testing taking away from instruction. Teacher student ratio funding
- How we use the standards and teaching facts that are irrelevant to life today – facts that are not connected
- Budget procedures that control monies school receive so schools cannot allocate funds to areas of greatest need
- Not all children have a good foundations of academics. And yet they are passed on to the next grade level. Same with being able to read. Teach them to read young & don’t let children slip through the cracks.
- Sustained innovation – we need more at the disruptive innovation
- Budget – Schools are given money but are not free to spend it on resources the school needs. Instead, DOE tells schools what they are to use the money for.
- Cafeteria staff needs to be in-serviced as to accepting challenging students to work in the cafeteria to prepare them for the real world.
- I’m not familiar enough with the rules that would hinder the transition.

**Other Comments:**

- Highly effective talk! Very valuable to me as a pre-service teacher who will be coming into the profession with a high level of energy to address the movement of students from just A/C to B/D learning.
- Thank you!
- Something I’ve learned long ago, change does not come quietly
- Follow-up from Ray McNulty?
- Very interesting information. I do agree with the philosophy. Learner engagement and personal skill development is so important in preparing our students for the real world
- Very informative – good information to take back to the classroom
- Table talk is not effective when strong/dominant voices are not monitored. More monitoring needed!
- I feel this is an awesome plan and would truly like to see our new students to be able to feel included.

- McNulty's presentation represents an inspiring glimpse into a true vision of change
- Excellent guest speaker. Learned a lot of new information. I enjoyed the presentation...it's making me re-think the way I present instruction. How do we start the change? It would have been beneficial to have teachers of the same school to sit with each other and collaborate on issues being discussed. A lot of times, PD days are the only time for schools to collaborate amongst each other.
- Share Dr. McNulty's work with the Governor (Hawaii) – Outside of Education...society...the public!!!!!!
- Excellent lunch! Nice seeing other colleagues with the same concerns
- There is too much emphasis on standardized testing, it becomes difficult to find the time to add "activities" that may promote rigor. Most of time is spent on teaching concepts students need to know to prepare them for the tests.
- Ray McNulty is an incredible speaker w/ fabulous ideas. Thank you for bringing him in. This is the best complex PD day we've had ever. Dole is very accommodating & the facilities & food was great.

## **Red Hill Elementary**

**A promising practice from today's examples that we should explore further as a school/complex is:**

- "Rigor" lessons, not fitting innovations into the system but really changing the system
- Creating portfolios for all students
- Take into consideration student's strengths that do not fit our grading criteria (L.A., Math, Reading)
- Possibility of students having the same teacher for more than one year.
- Learner engagement
- Innovations – How to change from sustaining to Disruptive Innovation
- Student engagement
- Focusing more on the Stretch Learning Criteria because understanding where our students are coming from and their background strengths will definitely help towards making our students successful.
- Meet often as a school to discuss our relationships with students and our progress.
- Getting to know our students, where they come from and how they learn individually, know what their talents and gifts are so they can feel a part and valued in our schools.
- Have a common language and expectation
- Collaborate with others and share strategies
- Establishing relationships Teacher and students K-6 – "Looping"
- Personal skill Development
- More online learning to enhance academics in an engaging manner – such as programs like kidbiz. Is there a math one?
- Improve school climate/culture, get to really know students and make them feel comfortable, when that occurs, they will perform better in school
- Working toward becoming a high performing complex
- Stretch learning – if kids are enjoying what they do, they'll learn more
- Recognizing the students strengths and helping them develop it even if it may not be in Math or English.
- How to change the curriculum to D quadrant. What would that look like?
- Technological resources
- Keeping everyone in the complex on the same page as far as being high performance and being a seamless system

- Staying w/students for longer periods of time
- Having us as a staff collaborate with one another, and be willing to change.
- Inquiry-based activities.
- Put more importance on student learning rather than test scores
- Use more technology and integrate core subjects with each other.

**Based on the ideas and information describing a “high performing complex, identify the department (DOE) rules and policies that most hinder the Moanalua Complex’s ability and authority to promote effective learning for our students?**

- Only looking at HSA results, increase in credits only related to students who are college-bound.
- Set criteria for benchmarks and standards that NEED to be obtained vs. being able to actually apply relevance to “real life”
- The rules about no cell phones, IPODS and no PSP’s, I could see doing lessons with cell phones. If its that things getting stolen the teacher can lock it up in the cabinet. It could be used as incentives and make connections between life outside of school and school.
- I need more time to teach.
- The constant need for documenting the same thing over and over. Paperwork is fine and documentation is a must but trying to accomplish paperwork and teach students while on a part time schedule can be a challenge to schedule.
- Tenure teachers (may be difficult to get rid of); unwilling teachers to come together as unit; more training on how to apply (budget cuts)
- NCLB
- Covering all standards.
- Limited use of technology. Suggestions for military schools? How to catch kids up and engage w/kids who come and go so quickly?
- Budget limitations
- Standards that may not be age or developmentally appropriate by grade level.
- (In Moanalua complex) The classrooms are noisy – including no carpet loud fans, air-cons, planes...And many teachers don’t require attentive listening 100% (because they feel the students will “shut down” if criticized for talking through lectures and other student’s presentations)
- Strict acceptable use of technology policies ex: no you tube videos, cell phone use, etc.
- The amt. of standards to be taught and clarity. Support to become a high performing teacher by focusing on students and real life experiences and finding a balance w/academic achievement.
- Grade specific standards/requirements
- Inordinate amounts of \$, energy and time on Core/Foundation learning and Quadrant A to improve HSA scores. This results in little or no Stretch learning, learner Engagement and Personal Skill Development.
- HSA testing scores
- Teachers who are resistant to change

**Comments**

- Very inspiring – eye-opening
- Great presentation. There was a good balance of humor and content to keep everyone’s attention while addressing key points of the Framework. I understand the concept better.
- Excellent speaker/presenter. One of the best I’ve heard! Tell it like it is – very knowledgeable and easily understandable – lots of info to think about.
- Excellent workshop by Dr. McNulty.
- Great speaker, wonderful food, smart grouping. It would have been nice to have had a copy of the slide/Power Point for later recall in addition to personal notes.
- EACH SCHOOL needs to continue collaboration on identifying the next steps.
- Very interesting!

- Suggestions of projects that hit quadrant 12? HSA is mostly quadrant A and because our teacher name and representation of our school is affected by this, we naturally are pressured to teach our kids to respond to these types of questions. How can we balance time and HSA pressure?
- Thank you for opening my mind
- Thank you! I enjoyed my day learning new ideas. I am inspired by Dr. McNulty. I liked sitting with other school staff and getting to share with them.
- This was a good complex PD day, great speaker! Where do we go from here as a complex? What is the pilot program and what does it entail? How soon will it start? How is FHB and KPMG involved?
- Very good speaker.
- Dr. McNulty was very inspiring!

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Additionally, this report can be downloaded at:

[http:// www.mohs.k12.hi.us](http://www.mohs.k12.hi.us)



**KPMG**

PUBLIC SECTOR

# Hawaii Business Roundtable

Complex Area Administrative and Support Services Review

Final Report

August 7, 2009

ADVISORY

AUDIT • TAX • ADVISORY



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August 7, 2009

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Dear Messrs. Horner and D'Olier:

KPMG LLP (KPMG) is pleased to present our final report on the "Complex Area Administrative and Support Services Review" that we performed in response to S.C.R. No. 115 under a contract with the Hawaii Business Roundtable (Roundtable).

The report presents the results of our review in five major areas, including:

- Performance Standards, Benchmarks, Student Assessments and Curriculum
- Administrative Support Systems
- Recruitment, Hiring and Staff Development
- Financial and Administrative Support Activities
- Organizational Roles and Responsibilities

KPMG appreciates the opportunity to perform this work in support of the pilot project study for the Roundtable. Should you have any questions regarding our work, please contact me at (916) 554-1154 or by email at [rtoneill@kpmg.com](mailto:rtoneill@kpmg.com).

Very truly yours,  
KPMG LLP



**Complex Area Administrative  
and Support Services Review**

Final Report  
August 7, 2009



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## **Executive Summary**

The Hawaii Legislature passed Senate Concurrent Resolution Number 115 (S.C.R. No. 115) in 2008. S.C.R. No. 115 requested the Hawaii Department of Education (DOE) to convene a three-year pilot project to allow a school complex to identify “DOE rules and policies that impede effective decision-making, administering, and teaching and to operate free of those rules and policies”. Subsequently, the Hawaii Business Roundtable (Roundtable) raised funding to support the pilot project and contracted with KPMG LLP (KPMG) to conduct a complex area study in support of the pilot project.

The purpose of the study was to conduct an operations and workflow review of the major administrative and support services functions performed within a complex area within the DOE and to provide observations and recommendations that would help ease the administrative burden of teachers and principals to better allow them to focus on academic achievement.

The key finding of the study is that Hawaii public school teachers are heavily burdened with administrative support activities that reduce the time spent on classroom instruction. Academic achievement could be improved and costs could be reduced by changing DOE operational practices and workflows to reduce the administrative support burden on classroom teachers. The remaining two years of the S.C.R. No. 115 pilot project should focus on demonstrating how DOE rules and policies can be modified to give teachers more time to teach.

### ***Background***

The Hawaii Department of Education (DOE) operates the only statewide public school system in the United States. In school year 2007-08, the DOE served approximately 178,300 students in kindergarten through grade 12 and had an operating budget of approximately \$2.4 billion and a total capital budget of approximately \$300 million for school years 2007-08 and 2008-09. The DOE is governed by a 13-member Board of Education who also appoints the Superintendent of Education (Superintendent). The Superintendent has overall accountability for the efficient and effective administrative support of the public schools and oversees five division-level offices that provide system-wide support services. In addition, the Superintendent has direct line management authority over the Hawaii public school system which comprises 257 schools divided into 15 complex areas in seven geographic districts throughout the State, plus 31 charter schools, two special schools and 11 adult education schools, for a total of 290 schools.

Five years ago the Hawaii Legislature enacted a coordinated package of initiatives aimed at implementing comprehensive education reform in Hawaii’s public schools known as Act 51: The Reinventing Education Act of 2004 (Act). The Act dramatically restructured the responsibilities and accountabilities within Hawaii’s public education system. The old district system of organization within the DOE was replaced with a 15-complex area organization structure with each of these complex areas being headed by a complex area superintendent. One of the major reasons for these changes was to allow more meaningful authority to exist as close to the schools as possible. The Act was meant to empower principals to be the educational leaders of their schools, with more authority relating to budgeting and more flexibility to expend funds.

S.C.R. No. 115 was intended to further the goals of Act 51 by empowering a DOE school complex with additional authority and flexibility on a pilot basis. The Moanalua Complex, which is part of the ‘Aiea/Moanalua/Radford Complex Area located within the Central District Office, and is comprised of a



high school, middle school, and four elementary schools, was selected as the school complex to implement the S.C.R. No. 115 pilot. Hence the KPMG review conducted in support of the pilot project was centered on the Moanalua Complex, although information was gathered from other schools and complexes as well. In the 2007-2008 school year, the Moanalua Complex served 4,897 students and had 291 classroom teachers, based on classroom teachers head count.

### ***Study Results***

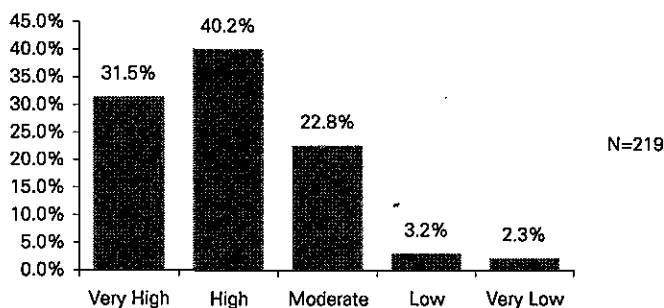
The statewide scope of the Hawaii public school system provides Hawaii's public schools with certain built-in advantages and disadvantages. As a large-scale public sector agency, the DOE has the advantages of fostering a commonality of purpose, vision, values and leadership, as well as shared infrastructure and other potential economies of scale. However, the sheer size and complexity of the DOE presents some disadvantages common to large organizations, such as slowness to react to change, difficulties in achieving consensus for action, and problems implementing comprehensive solutions.

Act 51 represented a dramatic and unprecedented change intended to significantly restructure and improve kindergarten through grade 12 public education in Hawaii and push the responsibility, control and accountability for academic and financial activities and outcomes down from the DOE to the complex areas and schools. Our review indicated that the management and staff at the DOE, complex areas and schools have demonstrated strong commitment and motivation to implement the changes envisioned under Act 51 in order to best serve the students in Hawaii's public school system. However, our review showed that while considerable progress has been made in carrying out the mandates within Act 51, there are still functional and operational obstacles to fully implementing the academic and financial changes envisioned under this measure. The major challenges and opportunities for improvement fall into five broad categories:

#### ***1. Performance Standards, Benchmarks, Student Assessments and Curriculum***

The State of Hawaii has a long-standing commitment to standards-based education to improve the quality of education provided to students in Hawaii's public schools that significantly pre-dates the passage of the No Child Left Behind Act of 2001. Our review indicated that the considerable changes that the DOE has made in Hawaii's delivery of public education in the past decade, including the response to the No Child Left Behind law, have disrupted the alignment among standards and benchmarks, assessments, curriculum and textbooks and have created significant collaborative challenges for educators. For example, as shown in Exhibit i. below, a total of 71.7% of the teachers responding to our survey in the Moanalua Complex area indicated that the time spent conducting student assessments was very high or high.

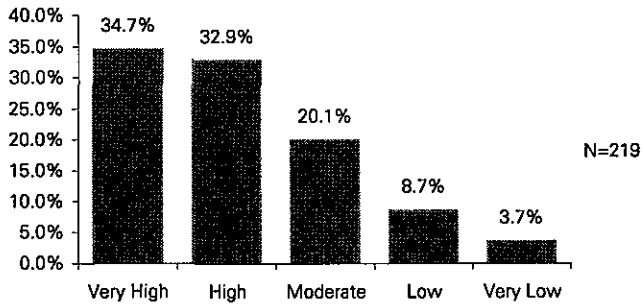
**Exhibit i - Conducting Student Assessments**





Similarly, Exhibit ii presented below shows that a total of 67.6% of the respondents stated that the time spent working on curriculum development was very high or high.

**Exhibit ii - Working on Curriculum Development**



In our experience working with other districts throughout the nation, it is unusual to see classroom teachers devoting such a large proportion of their time to student assessments and curriculum development as opposed to instruction. Moreover, our study revealed concern among teachers regarding the lack of alignment between existing standards and benchmarks, the current curriculum, and the tests used to gauge student achievement. Finally, teachers expressed frustration that professional development and classroom resources, including existing textbooks, do not align well with standards and benchmarks. Among our key recommendations relating to performance standards, benchmarks, student assessments and curriculum are the following:

- Establish and implement a specific set of core performance standards which, in accordance with the Hawaii Content and Performance Standards (HCPS) III Streamlining Project, is designed to offer more effective metrics to properly evaluate student performance.
- Implement a flexible standards-based curriculum that is tailored to the above specific performance standards and would provide an optional default curriculum if needed by some schools.
- Implement a more cost-effective and time-efficient standardized nationally normed test semi-annually to assess the effectiveness of the core performance standards and standards-based curriculum.

## **2. *Administrative Support Systems***

Although the DOE has a number of major business systems planning and development activities ongoing at the present time, the DOE's business systems, processes, and policies and procedures have not kept pace with changing needs at schools, nor do they take advantage of available technology to enable business activities while reducing manual effort. Act 51 placed more business demands on schools that existing business systems, policies and procedures and practices do not support well. Insufficient, untimely, and cumbersome business systems, as well as undocumented processes, policies and procedures have resulted in wasted time and effort of principals, teachers and school staff.

The DOE uses a number of separate business systems to track student information. One of those systems, the Electronic Student Information System, or eSIS, is used to track demographic information, attendance, report cards, and student transfers. eSIS does not interface with the other



systems in use by the DOE. eSIS also is not meeting the needs of teachers and administrators because it has time-consuming data input requirements and is not providing them with the type of information they require in order to manage an effective and efficient classroom. For example, although eSIS is where teachers and staff are required to record attendance, many teachers are forced to manually keep track of attendance and other student data separately due to the limitations of the system. Oftentimes, the information on an absence is received in manual form by teachers from other school employees. Since teachers cannot process changes to attendance data in eSIS dating back more than two days, teachers then must send a manual change to the attendance clerk, who then updates eSIS and sends another manual form to the teacher acknowledging that the change has been processed. This is a cumbersome and time-consuming process for the teachers.

Another business system the DOE uses to track student information is the Electronic Comprehensive Student Support System (eCSSS). eCSSS is a web-based application that was designed to merge the Integrated Special Education Database (ISPED), the Comprehensive Student Support System (CSSS) and the Safe School Information System (SSIS). eCSSS was rolled out during school year 2007-08 and is used for gathering, analyzing, and reporting information related to students. It contains student information relating to special needs assistance requirements and documentation of disciplinary actions. eCSSS was intended to serve as a single point of reference for student information. However, because of eCSSS's current lack of compatibility with eSIS, information is not shared between the two systems requiring school staff to spend time accessing both systems to review student data. In addition, because of limited teacher access to eCSSS in some schools, student information is not always communicated to all of a student's teachers in a timely manner. Again, these systems are consuming an inordinate amount of teachers' time and offering limited resource information.

The DOE utilizes Filenet for its document management and retention. The majority of student records are in paper hardcopy form. Student records are required to be transferred to microfilm within eight years after a student graduates and must be maintained for up to 100 years. The DOE has only completed microfilming records up to 1976 and is currently 25 years behind its goal. This backlog has placed an undue administrative burden on the schools which have had to dedicate staff time to records management that could otherwise be used for teaching. It also has resulted in schools having to utilize limited storage space at schools to store hardcopy records for students dating back to 1976. Again, this information offers little value for effective teaching.

The DOE's Financial Management System (FMS) is not capable of providing on-demand reporting in formats typically needed for effective fiscal planning and decision making at the school-level. The current system is based on outdated technology and is not capable of providing the types of reports administrators need to manage their increasing responsibilities and accountabilities. For example, the current FMS does not provide timely information on personnel expenditures due to lags between the current state payroll system and the posting of payroll in FMS. Since personnel costs are the single largest expense at a school, principals do not have timely information to compare their budgeted and actual expenditures and determine if changes are needed to bring their actual costs in line with their budget.

Under Act 51, the DOE has done a more effective job of reducing its backlog for repair and maintenance requests by making better use of its automated system for monitoring and tracking repair and maintenance activities. The Maximo system was rolled out in 2006, replacing an antiquated and



largely manual-based system. The new system has met with great success and been widely accepted by those using it. However, a number of reporting functions in Maximo are not clearly understood by all users, such as tracking of all outstanding work orders to better monitor completion of all job requests. More training is needed.

Information Technology (IT) support at the school sites is very inconsistent and in some cases insufficient. Some schools have full or part-time teachers filling the role of IT support staff, while others have a clerk, outside contractor, or no on-site support at all. This wide variety of staff providing IT support is partially due to there being no formal job description for IT support and no minimum qualifications required. The DOE should examine its use of IT support staff and develop job classifications and duty statements that will ensure that schools have the properly trained and qualified technical support staff they need to function effectively.

Among the key recommendations in this area are the following:

- Interface and upgrade the eSIS, eCSSS and related systems to reduce the need for unnecessary manual processing of paperwork and provide more timely and useful student information. Much of this work could and should be centralized.
- Develop a longitudinal system for comprehensively tracking student information to improve educators' abilities to track student achievement and to better identify strategies to meet students' needs.
- Reduce the effort and time invested in scanning of student records on microfilm or CDs by modifying existing record retention requirements
- Replace the current financial management system with an Enterprise Resource Planning (ERP) system
- Formalize information technology job classifications and job descriptions and fill positions at schools accordingly

### ***3. Recruitment, Hiring and Staff Development***

In school year 2007-08, the DOE employed approximately 11,400 full-time equivalent classroom teachers and a total of nearly 1,700 librarians, counselors and administrators. In a typical year, the DOE recruits teachers to fill in excess of 1,000 teaching vacancies statewide. The DOE fills its teacher vacancies from several sources each year, including: staff-reduced teachers; tenured teachers applying for voluntary transfer; teachers in their final semester of probation; other probationary teachers; and new hires and non-credentialed current teachers. Generally speaking, principals must consider applicants in this priority order for filling any vacancy.

The current teacher recruitment and hiring process is an excessively lengthy, inefficient, and predominantly manual process. The process essentially begins in February and often is not completed until the succeeding school year is underway. Moreover, our discussions with various interviewees at the schools revealed that there was considerable uncertainty regarding how the process actually works or whether it is administered as designed. This is not conducive to managing an effective educational environment, and is cumbersome for the employee. In recognition of the limitations of the existing recruitment and hiring process, the DOE is piloting a new system to automate these activities called the Collaborative Human Resource Automation Project (CHAP).



Our review indicated that the process used by the DOE to fill vacancies had a particularly negative impact on two groups of teachers. First, probationary teachers who will not receive tenure during the following semester have their positions reposted as vacancies at the end of the school year, with the exception of some special education teachers and some teachers in hard-to-staff schools. As a result, probationary teachers who may have received extensive training, mentoring, and support within their existing school, and who may fit in well with the instructional team and philosophy present at their existing school, are in many cases forced to give up their successful teaching positions and principals are required to interview other teachers to fill probationary teacher vacancies.

Second, due to the length of time it takes to do the four independent postings that are performed within the DOE for positions each spring time, the schools do not begin filling any vacancies that remain until after all internal tenured teachers have had an opportunity to fill vacancies. Since this opportunity does not occur until June, this places external applicants in the difficult position of being interviewed, hired and then begin teaching classes in less than two months because the school year begins in late July. This timing issue makes it particularly difficult for new hires to prepare for a new school year. Moreover, due to the delays in the hiring process for teachers, some of the highest quality teachers available may already have selected jobs elsewhere.

Another negative impact of the recruitment process for new teachers is the impact it may have on them completing Hawaii teacher licensure requirements prior to the start of the school year. If teachers have not completed their licensure applications and gained certification from the Hawaii Teacher Standards Board prior to start of a semester, they must wait until the next semester that begins once they have gained certification to begin receiving teaching experience toward their tenure requirement. Thus, a new teacher, who otherwise would be eligible for tenure after two semesters, must wait at least an additional semester until they are eligible to start earning teaching credit towards meeting their tenure requirement because his or her certification was not completed at the start of their first semester.

The DOE has made some efforts to improve staff development and make it a priority for new and existing employees. The DOE has developed training programs for teachers and new administrators to improve their skills and abilities. However, there is a need for additional training of school support staff related to improving IT support skills, providing financial and accounting training for individuals involved in the preparation of the School Academic and Financial Plan (AcFin Plan), and training on the functions and capabilities of the Maximo program.

Among the recommendations that we have made in this area are the following:

- Develop detailed policies and procedures documenting how the school hiring lists are to be maintained and distributed
- Continue to move forward with the implementation of the CHAP system to automate the school hiring process
- Shorten the teacher transfer period to allow probationary teachers and external hires to be interviewed and considered earlier in the transfer process





#### **4. Financial and Administrative Support Activities**

Our review identified several financial and administrative support activities performed centrally by the DOE. As a result of the Act 51 restructuring of the DOE, there are important areas that still need to be centralized and performed by the DOE Administration to take advantage of economies of scale, while there are other important activities that are best decentralized and performed at the school level. It is important that an objective task force be established to identify and prioritize areas to be centralized or decentralized. The task force priorities should be improvement of classroom teaching and opportunities for savings. Several such opportunities for savings have been identified in our review.

For example, school principals have been delegated the responsibility for reporting fixed asset inventory to the DOE. Hawaii state law requires that theft sensitive fixed assets with a value of over \$1,000 be inventoried. However, the DOE has imposed a much more burdensome requirement, such that all items purchased for over \$250 must be inventoried. This \$250 threshold requires the unnecessary inventorying of an enormous amount of property and consumes significant hours of teacher and staff time at schools. In addition, schools are responsible for disposing of their own surplus property via a complex and time-consuming process, which further burdens teachers and staff. The result is that classrooms are often filled with antiquated and useless equipment and supplies.

Also, schools are responsible for collecting and accounting for fees and dues associated with a significant number of student activities. These fees, which at the one high school we reviewed were allocated among over 140 different sub-accounts for different activities, are collected by a variety of teachers and staff members. Cash that is collected and handled by a large number of individuals at school sites increases both the administrative burden and the risk and potential for error or lost funds. Moreover, these fees must be accounted for separately and tracked by school staff which consumes a significant amount of time.

The DOE is not taking full advantage of the time savings, purchasing efficiencies and economies of scale achievable through having a more centralized procurement and purchasing process. For example, in recent years schools have opted to set up their own purchase orders rather than using existing DOE vendor lists. Similarly, the DOE has not mandated that textbooks be purchased from an approved textbook list. Rather schools have been given guidance to do so, but they have not adhered to such lists. Finally, although principals at schools have been issued purchasing cards (P-Cards) for small purchases of some goods, principals have not used P-Cards extensively due to burdensome rules and a presumption of risk of misuse.

The DOE provides student bus transportation to all regular home-to-school transportation students living greater than one mile from school. The cost to the DOE for these services was an estimated \$28 million in school year 2008-2009. The DOE recovers approximately 9% of its transportation costs from students who pay fees for transportation. Thus, the subsidy of its regular home-to-school transportation program is over 90%. The DOE should consider increasing the walking radius for regular home-to-school transportation services, particularly students above the elementary grades, to distances more comparable with those applied by Mainland school districts, and increase the fees charged for regular home-to-school transportation services to reduce the approximately 90% subsidy for such services. A conservative estimate of the potential savings from increasing the walking radius, exclusive of any additional revenue from fee increases, would be \$4 million to \$5 million.



The DOE currently provides some of the printing and graphic services needed by schools. However, the DOE is not fully costing the printing and graphing services it provides to schools and does not fully recover its costs from schools. Many low cost options exist for obtaining printing services at the school level. The DOE has had to increase funding for printing services to offset losses in the past year.

Each school's Academic and Financial (AcFin) Plan is developed in a bottoms up approach, beginning at the school level, then going to the complex area, and then to the DOE. School Community Council members are required to review and approve the AcFin Plan, but the members of the Council may lack the proper training to fully understand the Plan. Preparation of the AcFin Plan requires an understanding of budgeting and accounting that may not exist at every school. The new role of the Business Manager at the Complex level is not clearly defined. This position should be an important resource to help the AcFin Plan process and training.

Our recommendations related to this area include:

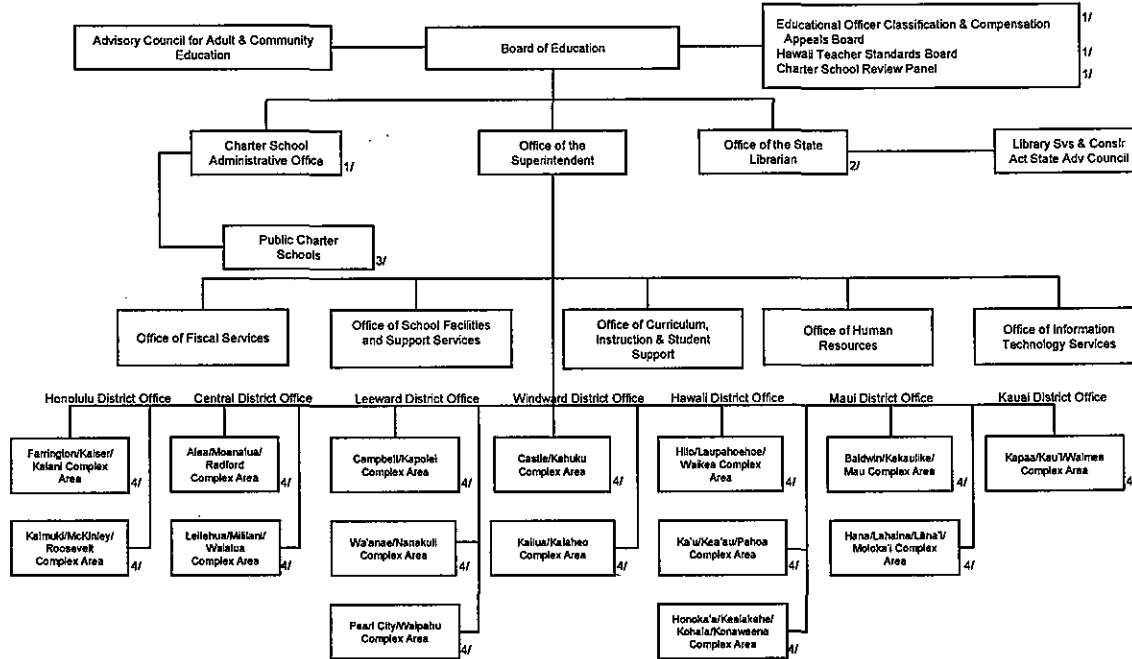
- Increase the threshold on the value of inventoried items from \$250 to \$1,000 and centralize the disposition of surplus property from schools
- Investigate the use of smart cards to reduce the extensive administrative burden in schools associated with collecting, handling and reconciling fees and dues associated with student activities in the schools
- Enhance the centralization of procurement activities to take advantage of economies of scale
- Consider increasing the walking radius for regular home-to-school transportation services for students above the elementary grades and increasing the fees charged for such services
- Fully cost out and charge schools for the printing and graphic services provided by the DOE, while allowing schools the option of using services from another provider
- Provide additional training on AcFin Plans to school personnel and School Community Council members involved in developing the AcFin Plans
- Establish an objective task force to identify and prioritize additional functions that should be centralized or decentralized.

##### ***5. Organizational Roles and Responsibilities***

The restructuring of responsibilities and accountabilities within the DOE resulting from the implementation of Act 51 has resulted in decentralization of the DOE and the flattening of its organization structure. Exhibit iii presented below shows the current complexity and inefficiency of the current DOE organization chart.



Exhibit iii: State of Hawaii Department of Education Organization Chart



- 1/Attached to DOE for administrative purposes only in accordance with the law.
- 2/The public library system organization is published separately by the State Librarian.
- 3/There are 31 public charter schools.
- 4/Each complex area is headed by a Complex Area Superintendent appointed by the Superintendent of Education and approved by the Board of Education.

Source: DOE

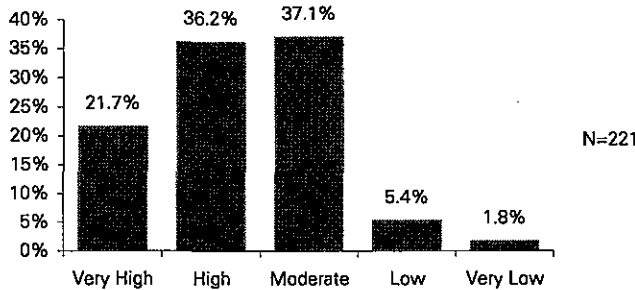
The study revealed that the Superintendent of the DOE has an unusually large number of direct reports compared to school superintendents nationally. These include five Assistant Superintendents, and 15 Complex Area Superintendents, among several others. This organizational structure is seen as unwieldy by many of the interviewees in our study, particularly considering the size of Hawaii’s statewide public school system.

The flattening of the DOE organization structure has significantly increased the administrative responsibilities and burden for complex area staff, principals, teachers and school staff. Moreover, lacking many of the needed integrated business systems, processes, and procedures characteristic within an effective administrative and support services organization, principals, teachers and staff are increasingly caught in a dilemma of completing their administrative responsibilities at the expense of their educational duties.

As shown in Exhibit iv presented below, our survey of teachers showed that 57.9% of the respondents indicated that the amount of time spent on administrative and support activities as part of their teaching responsibilities tended to be very high or high.



**Exhibit iv - Generally speaking, the amount of time that I spend on administrative and support activities as part of my teaching responsibilities:**



Moreover, our survey indicated that the median amount of time spent on administrative and support activities, or that point where half the respondents spent more time and half spent less time on administrative and support activities, was 50%. The most frequent, or modal response, provided by teachers was that they spend 30% of their time on administrative and support activities. The significant amount of time that teachers are spending on administrative and support activities reveals the negative impact that these tasks are having on the amount of time that the respondents to our survey have available for providing educational services to students.

Among our major recommendations in this area are the following:

- Modify reporting relationships within the DOE to free up the Superintendent from the existing broad span of control to focus more on strategic goals and effective change management.
- Develop a Complex Area Superintendent's and a Principal's business systems, processes, and policies and procedures handbook
- Review the role of the CAS as the educational leader of a Complex Area
- Redefine the role of the complex area Administrative Services Assistant to be a technical advisor and support role versus a monitoring and enforcement role
- Develop a business dashboard for use by the DOE, complex areas and principals to provide early identification of emerging business issues
- Reevaluate the broad span of control of principals and identify strategies to lessen their supervisory work loads

### *Next Steps*

The Hawaii public school system has witnessed an unprecedented amount of change in the past decade. Our study revealed that management, administrators, teachers and staff are working tirelessly to meet the students' needs and improve the quality of education that students receive. However, a large part of that effort is being wasted on activities that do not directly impact individual student achievement. Our report contains 61 recommendations for improvement for the DOE, complex area and school level administration, as they continue to evolve and improve and follow the roadmap outlined in Act 51. A complete listing of our recommendations is presented in the Implementation Plan provided in Section IV of our report.



## **I. Introduction**

This section of the report presents background information relating to the complex area administrative and support services review, including Act 51 and Senate Concurrent Resolution Number 115, which authorized the complex area pilot project that this study supports. In addition, this section provides a description of the Hawaii Department of Education's (DOE'S) organizational structure. It also describes the study scope and methodology. Finally, it identifies the limitations of the study.

### **Act 51**

The Legislature of the State of Hawaii enacted a coordinated package of initiatives aimed at implementing comprehensive education reform in Hawaii's public schools known as Act 51: Reinventing Education Act of 2004 (Act). Among the main elements of the Act were the following:

- Establishing a weighted student formula
- Empowering principals through a Hawaii principals academy and other means
- Strengthening community involvement through school community councils and parent-community networking centers
- Reducing the bureaucracy that hampers the effectiveness of the DOE
- Improving the educational accountability system

In establishing the Act, the Legislature recognized that the DOE had taken steps to improve student performance. However, despite these efforts, more needed to be done. Specifically, the Legislature recognized that public school principals were faced with a nearly impossible task, as they were asked to attend to every detail of operating their schools without enough institutional support or discretion to expend funds.

At the same time, the DOE leadership had recently decentralized its operations through the creation of the Complex Area system, including the hiring of complex area superintendents. While replacing the old district system with the complex area system was seen as an important first step, the Legislature recognized that further changes needed to be made to allow meaningful authority to exist as close to the schools as possible. The Legislature believed that the complex area structure would serve as an excellent base upon which to build these reforms. Moreover, the Legislature confirmed its intent to place a far greater number of decisions, and a much higher percentage of moneys directly in the hands of individual schools and their leaders.

The Legislature pointed out that it saw this Act as a roadmap for a critical phase in an ongoing journey. The Act was viewed as a means to empower principals to be the educational leaders of their schools, with more authority relating to budgeting, and more flexibility to expend funds. With these expanded powers, it was envisioned that principals would be held accountable for their performance through a system that includes records, assistance and sanctions. The Legislature recognized that principals would also need more training and support as their duties and responsibilities increased. Furthermore, the Legislature understood that community involvement and support of schools would need to be enhanced if schools were to work effectively.

### **Senate Concurrent Resolution Number 115**

The Hawaii Legislature passed Senate Concurrent Resolution Number 115 (S.C.R. No. 115) in 2008. S.C.R. No. 115 requested the DOE to convene a pilot project to allow a school complex to identify critical



Department rules and policies that impede effective decision-making, administering, and teaching and to operate free of those rules and policies.

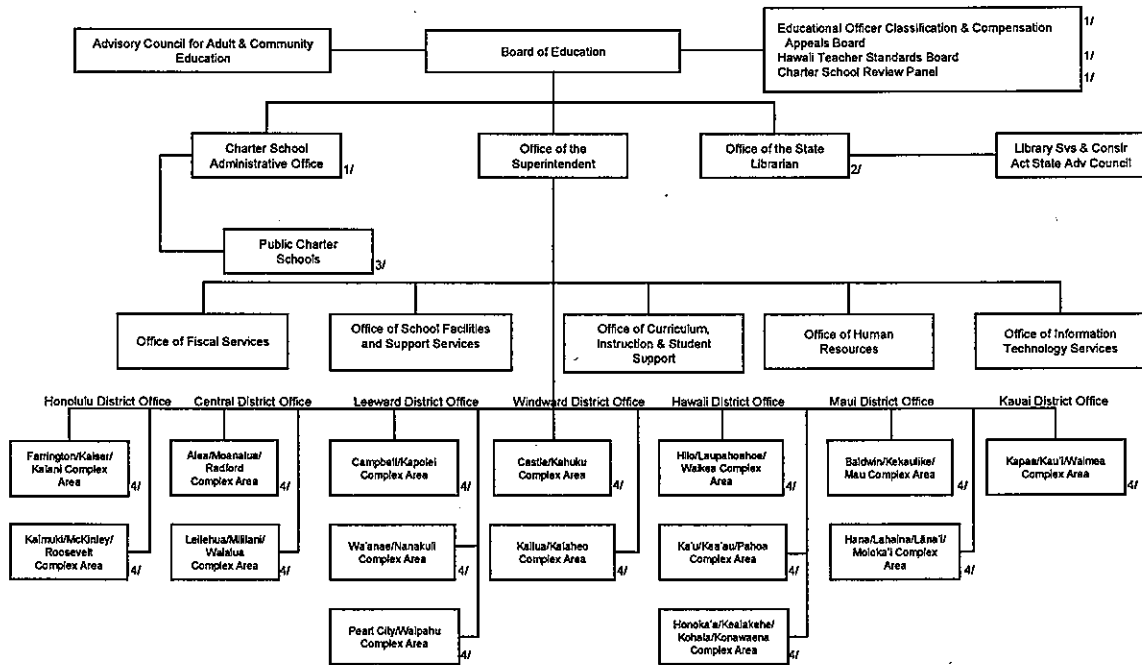
Subsequent to the passage of S.C.R. No. 115, the Hawaii Business Roundtable (Roundtable) raised funding to pay for a study to support the pilot project. The Roundtable selected KPMG LLP to conduct a review of the operations and workflow of the major administrative support functions performed by a complex area within the Hawaii DOE.

### Organization of the DOE

The Department of Education is the only statewide public school system in the United States. In school year 2007-08, the DOE served approximately 178,300 students, in kindergarten through grade 12, and had an operating budget of approximately \$2.4 billion. In addition, the DOE's capital budget for the school years 2007-08 and 2008-09 was a total of approximately \$300 million. The DOE has responsibility for 257 public schools, 31 charter schools, two special schools and 11 adult education schools, for a total of 290 schools.

The DOE is governed by the Board of Education, which is composed of 13 members elected on a nonpartisan basis and one non-voting public high school representative. The Board sets statewide educational policy within general laws enacted by the Legislature, adopts student performance standards and assessment models, and monitors school success. The Board also appoints the chief executive officer of the public school system, the Superintendent of Education. Exhibit I-1.1 shows the Hawaii DOE Organization Chart.

Exhibit I-1.1 State of Hawaii Department of Education Organization Chart



1/Attached to DOE for administrative purposes only in accordance with the law.  
 2/The public library system organization is published separately by the State Librarian.  
 3/There are 31 public charter schools.  
 4/Each complex area is headed by a Complex Area Superintendent appointed by the Superintendent of Education and approved by the Board of Education.

Source: DOE



The Superintendent is accountable for the efficient and effective administration of the public schools and is assisted by the following five division-level staff offices that provide system-wide support services. Each office is headed by an appointed Assistant Superintendent:

- Office of School Facilities and Support Service – provides administrative, fiscal, and logistical services and programs.
- Office of Curriculum, Instruction and Student Support – provides leadership in standards-based curriculum and instruction, educational accountability and student support systems.
- Office of Human Resources – provides employment and personnel management services and programs.
- Office of Information Technology Services – provides information and telecommunication systems and support services.
- Office of Fiscal Services – manages the DOE's budget, accounting, internal auditing, and procurement activities and systems to serve the needs of school's, school complexes, complex areas and the DOE's state office.

In addition to the five division-level staff offices listed above, there is a Deputy Superintendent who reports to the Superintendent, and additional DOE staff offices that report to the Superintendent

The Hawaii public school system is divided into 15 complex areas in seven geographic districts throughout the state. Each complex area is supervised by a Complex Area Superintendent (CAS). The 15 CAS's also report to the DOE Superintendent, giving the Superintendent a total of more than 20 direct reports.

A complex area is composed of one or more school complexes. Each school complex is made up a high school and feeder middle and elementary schools. Each school is overseen by a principal and an established school community council.

The Moanalua Complex was selected to be the complex area reviewed in this pilot study. The Moanalua Complex is part of the 'Aiea / Moanalua / Radford Complex and is located within the Central District Office. The Moanalua Complex includes the following schools:

- Moanalua High School
- Moanalua Middle School
- Moanalua Elementary School
- Red Hill Elementary School
- Salt Lake Elementary School
- Shafter Elementary School

In school year 2007-2008, the Moanalua Complex served 4,897 students and had 291 classroom teachers, based on full-time equivalent headcount.

In addition to reviewing the Moanalua Complex, the study team conducted interviews and research at the Nanakuli Complex to help validate the broad applicability of the review findings across DOE complex areas. The Nanakuli Complex includes the following schools:

- Nanakuli High & Intermediate School
- Nanakuli Elementary School
- Nanaikapono Elementary School



In school year 2007-2008, the Nanakuli Complex served approximately 2,414 students and had approximately 180 teachers, based on full-time equivalent head count.

### **Purpose of the Study**

The purpose of the study was to conduct an operations and work flow review of the major administrative and support services functions performed within a complex area within the DOE and to provide observations and recommendations that would help ease the administrative burden of the teachers and principals to better allow them to focus on academic achievement. Specifically, this was to be accomplished by reviewing administrative work flow and identifying potential business process improvements through centralization/de-centralization of certain activities, eliminating redundant or unnecessary activities, and streamlining business processes.

### **Scope of the Study**

The scope of the study included a review of the following administrative and support functions within the DOE and the complex area:

- Management decision-making structure
- Accountability mechanisms
- Student programs and services
- Facility management
- Information technology systems
- Food service
- Custodial operations
- Transportation
- School administrative support
- Business services
- Financial management
- Procurement
- Warehousing and inventory control
- School safety services
- Human resources management
- Accounting and budgeting
- Services to children with special needs

### **Methodology**

The project utilized the following methods and activities to perform the operations and workflow review:

- Collected and reviewed background information on the Moanalua Complex administrative and support services, including:
  - Strategic plans
  - Organization charts
  - Policies and procedures
  - Job descriptions and duty statements
  - Budget and financial reports
  - Administrative reports on service levels and activities performed
  - Other pertinent documentation
- Performed walk-throughs of major administrative and support activities at Moanalua High School, Moanalua Middle School, and Moanalua Elementary School. The walk-throughs





provided an understanding of major business processes, work flows and automated and manual systems in use by the schools and the Moanalua Complex

- Conducted interviews with business process owners for each administrative and support function being reviewed within the Moanalua Complex
- Met with DOE staff responsible for the oversight, administration and support for the functions being reviewed within the Moanalua Complex to gain an understanding of the organization, roles and responsibilities, operation and performance of each function
- Held a focus group with School Community Councils at Moanalua High School, Moanalua Middle School, and Moanalua Elementary School to gain an understanding of their viewpoint relating to administrative and support activities
- Held a focus group with business managers from various complexes to discuss administrative and support activity issues and concerns and potential opportunities for improvements
- Administered a survey to all teachers and principals in the Moanalua Complex to gain information on the time spent on various administrative activities, as well as their perspective on what activities were working well and which activities needed improvement
- Performed a span of management control review regarding the management reporting relationships within the Moanalua Complex: including: an analysis of the layers of management; the division of management responsibilities between layers; the ratio of managers to support staff; and the proportion of administrative staff to overall staffing levels
- Compared the results of the business process review, expenditures and policies within the Moanalua Complex with similar organizations and functions using national education statistics from established sources, as appropriate
- Performed a follow-up review at the Nanakuli Complex to identify similarities and/or differences in the results of the administrative and support activity review as compared to the Moanalua Complex
- Conducted a focus group with teachers from a variety of complex areas to get their perspective on administrative and support activities issues and potential opportunities for improvement

### **Study Limitations**

The study of the major administrative and support functions conducted pursuant to the S.C.R. No. 115 used the Moanalua Complex, which is within one of 15 Complexes within the DOE, as the pilot complex area for the study. As a result, the following limitations exist regarding the study:

- The study involved detailed fieldwork within the Moanalua Complex. While efforts were made to corroborate the observations made relating to the Moanalua Complex, such as conducting meetings with the Nanakuli Complex and using various focus groups involving personnel from other complex areas to help corroborate the observations made at the Moanalua Complex, the administrative and support activities were not reviewed at other complex areas within the DOE. Therefore, the results of the review of the Moanalua Complex may not be fully applicable to all other complex areas.
- KPMG collected extensive data and information provided by DOE management and staff, Moanalua Complex management and staff, and management and staff from other complex areas, these documents were reviewed for reasonableness and accuracy; however, they were not formally audited.



- The study was conducted during the first half of calendar year 2009. For the most part, this assessment applies to the way the DOE and the complex areas were organized at the time of the review. It should be noted that changes were occurring in the DOE's organization structure at the time of our study. Thus, to the extent that the DOE has made changes in its organization structure subsequent to our fieldwork, this may impact some of our recommendations.



## II. Survey Results

As part of the fieldwork for the complex area administrative and support services review, we conducted an electronic survey of principals and teachers in the Moanalua Complex. A total of 305 surveys were sent out to teachers in the Moanalua Complex and 223 surveys were completed, a 73.1% response rate.

The purpose of the survey was to gain information on the relative amount of time that principals and teachers spend on administrative and support activities as part of their teaching responsibilities. Specifically, the survey asked the respondents to indicate the relative amount of time that they spend on administrative and support activities in specific areas that had been identified during our fieldwork within the Moanalua Complex. In addition, respondents were asked a series of open-ended questions regarding the following:

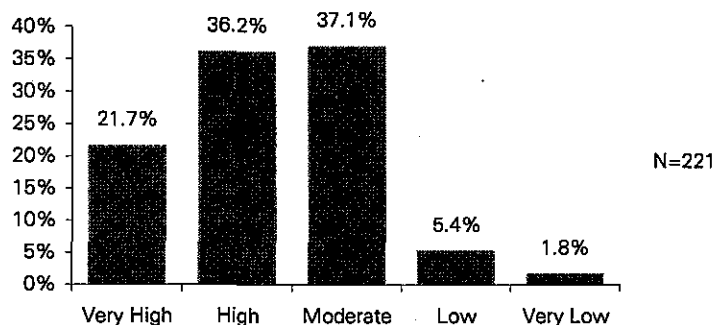
- What administrative and support activities are performed well at their school?
- What administrative and support activities could be performed better at their school?

The respondents were also asked to list and explain one recommendation for improvement of an administrative and support activity that they were required to perform. Finally, the survey requested any additional comments that principals and teachers wanted to make regarding the administrative and support activities that they were required to perform. A copy of the electronic survey document used in this study is presented in Appendix A

### General Survey Results

The survey found that generally speaking, the amount of time that the teachers spend on administrative activities is quite high as indicated in the responses below shown on Exhibit II-2.1 and Exhibit II-2.2:

Exhibit II-2.1: Generally speaking, the amount of time that I spend on administrative and support activities as part of my teaching responsibilities:



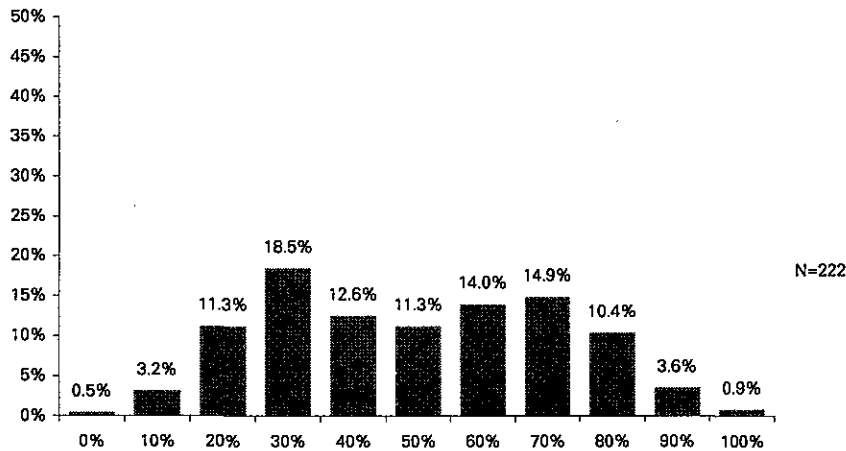
Of the 221 respondents to this question (N=221 as shown in the Exhibit), 132, or 57.9%, indicated that the amount of time that they spend on administrative and support activities tends to be very high or tends to be high.



The survey also revealed that the average amount of time spent on administrative and support activities as part of the respondents teaching duties was quite high as shown in the responses below.

Exhibit II-2.2: On average, the amount of time spent on administrative and support activities as part of my total teaching duties is:

**Question #6 Responses**



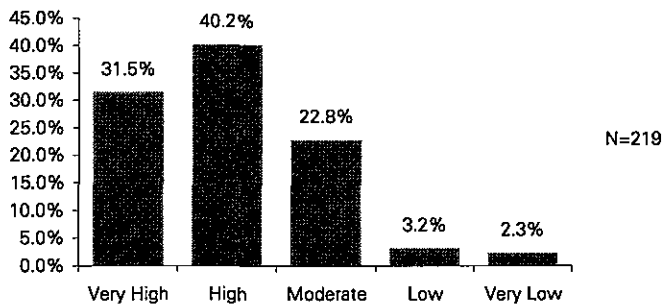
A total of 222 teachers answered this question. The responses show that the most frequent (mode) response to this question was 30% of a respondents time was spent on administrative and support activities as part of their total teaching duties. The average amount of time (mean) spent on administrative and support activities was 50%. The median (half more and half less) response was also 50%, meaning that 50% of a teachers total teaching duties was spent on administrative and support activities..In our experience, it is unusual to have classroom teachers indicate that they are spending this much time on administrative and support activities.

**Detailed Survey Results**

The KPMG survey also asked teachers and administrators to indicate the relative amount of time that they spend on 18 different administrative and support activities as part of their teaching responsibilities. The results relating to each of these administrative and support activities are presented below in descending order from the highest relative amount of time spent on an activity to the lowest relative amount of time spent on an activity.

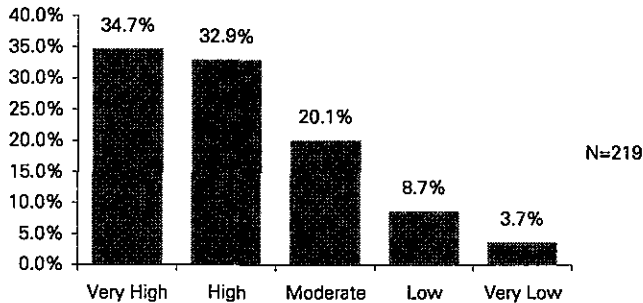


### Exhibit II-2.3 - Conducting Student Assessments



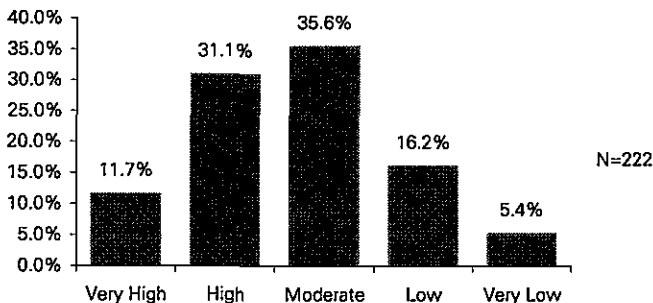
Conducting Student Assessment was the administrative and support activity that the survey respondents indicated they spend the most relative amount of time on. A total of 71.7% of the respondents indicated that they spend a very high or high relative amount of time on this activity.

### Exhibit II-2.4 - Working on Curriculum Development



The activity reported by the survey respondents as consuming the second highest relative amount of time was working on Curriculum Development. A total of 67.6% of the respondents indicated that they spend a very high or high relative amount of time on this activity.

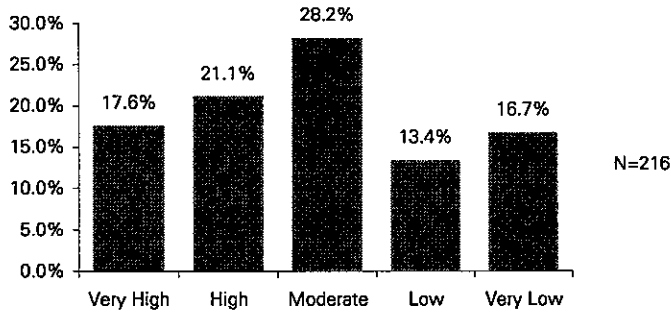
### Exhibit II-2.5 - Participating in Meetings Regarding School Operations



The activity which respondents indicated required the third highest amount of relative time was Participating in Meetings Regarding School Operations. 42.8% of the respondents indicated that they spend a very high or high relative amount of time on this activity.

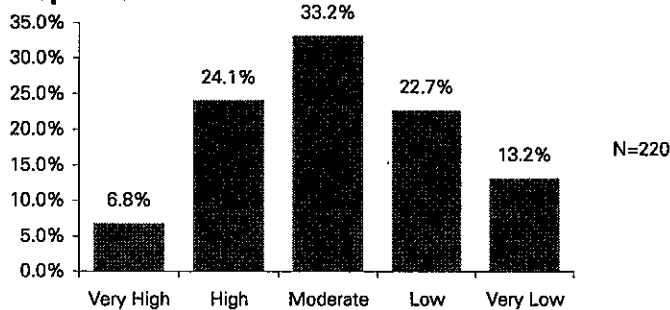


### Exhibit II-2.6 - Inputting Information into eSIS



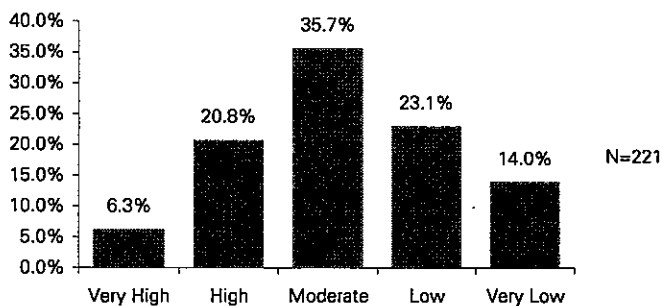
The activity which respondents rated as consuming the fourth highest relative amount of time was Inputting Information into the eSIS, the DOE's system used for school attendance among other things. A total of 38.7% of the respondents said they spend a very high or high relative amount of time on this activity.

### Exhibit II-2.7 - Participating in Academic and Financial Plan Development



The activity reported by respondents as consuming the fifth highest relative amount of time was Participating in Academic and Financial Plan Development. A total of 30.9% of the respondents indicated that they spend a very high or high relative amount of time on this activity.

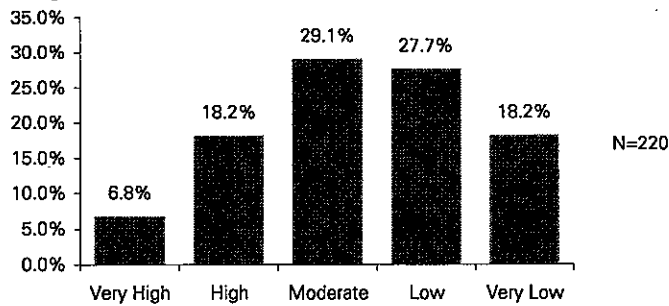
### Exhibit II-2.8 - Participating in Student Discipline Activities



Participating in Student Discipline was ranked as the sixty highest activity in terms of relative time consumed. Although 27.1% of the respondents indicated that this activity consumed a very high or high relative amount of time, 35.7% of the respondents indicated it took a relatively moderate amount of time to perform.

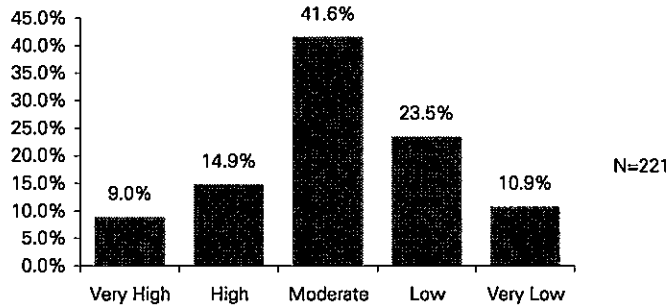


**Exhibit II-2.9 - Preparing and Holding Peer Review and Parent Meetings**



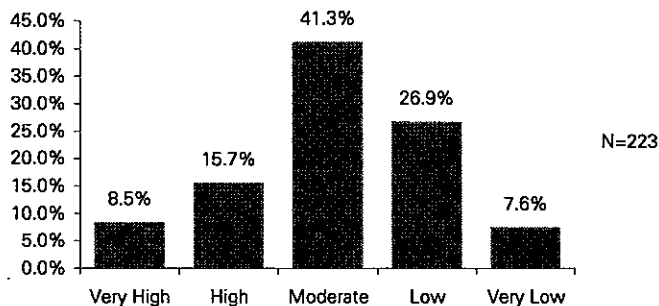
The activity reported by respondents as requiring the seventy highest relative amount of time was Preparing and Holding Peer Review and Parent Meetings. A total 25.0% of the respondents indicated this activity took a very high or high relative amount of time.

**Exhibit II-2.10 - Participating in Mandatory Safety Drills (e.g. Fire, Evacuation, Bomb Threats, etc.)**



The activity that respondents indicated took the eighth highest relative amount of time was Participating in Mandatory Safety Drills. While a total of 23.9% of respondents said this activity took a very high or high amount of time, 41.6% indicated it took a relatively moderate amount of time.

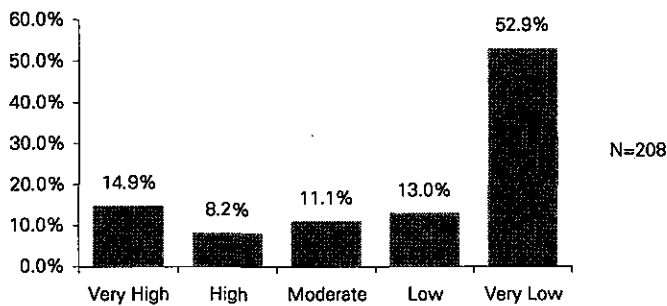
**Exhibit II-2.11 - Purchasing Supplies**



Purchasing Supplies was ranked the ninth highest activity in terms of relative amount of time spent. A total of 24.2% of the respondents rated this activity as very high or high in terms of relative time spent on it. However, 41.3% of the respondents rated it as a relatively moderate time consuming activity.

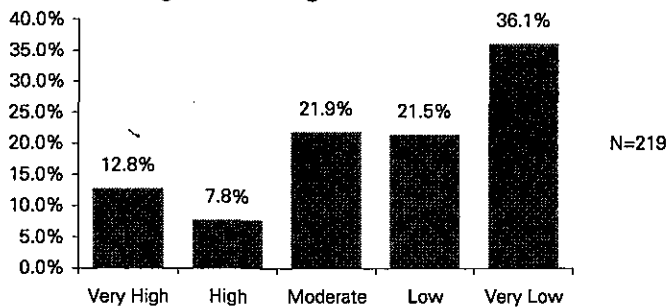


**Exhibit II-2.12 - Inputting Information into eCSSS**



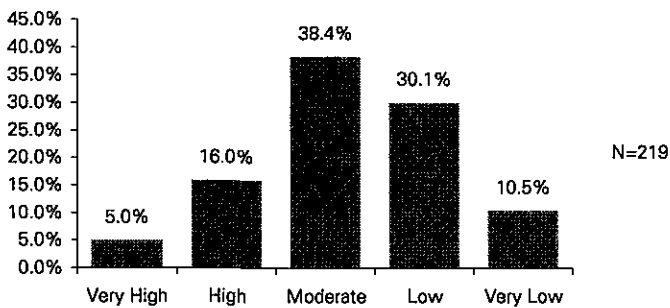
Inputting information into eCSSS was ranked the 10<sup>th</sup> highest activity in terms of relative time spent on it. 23.1% rated it as a very high or high activity in terms of relative time spent on it. However, 52.9% rated it as very low.

**Exhibit II-2.13 - Preparing Individualized Education Program (IEP) and Holding IEP Meetings**



Preparing Individual Education Program (IEP) and Holding IEP meetings was ranked the 11<sup>th</sup> highest activity in terms of relative time spent on it. 20.6% of the respondents rated it as consuming a very high or high relative amount of time. Conversely, a total of 57.6% rated it as very low or low.

**Exhibit II-2.14 - Participating in School Surveys**

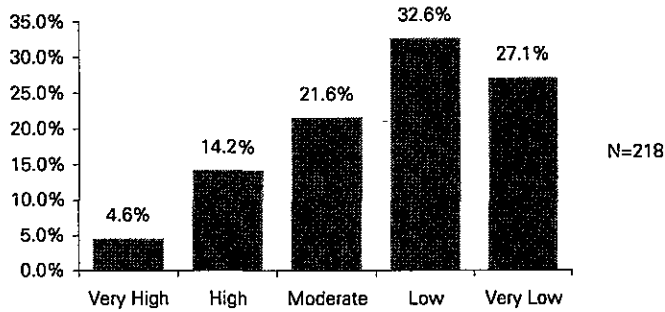


Participating in School Surveys was the 12<sup>th</sup> highest activity in terms of the relative amount of time spent on it. 21.0% rated it very high or high in terms of relative time spent, yet a total of 68.5% rated it moderate to low.



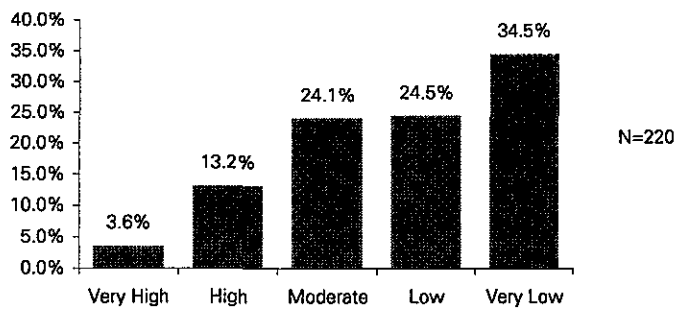


**Exhibit II-2.15 - Inventorying School Property**



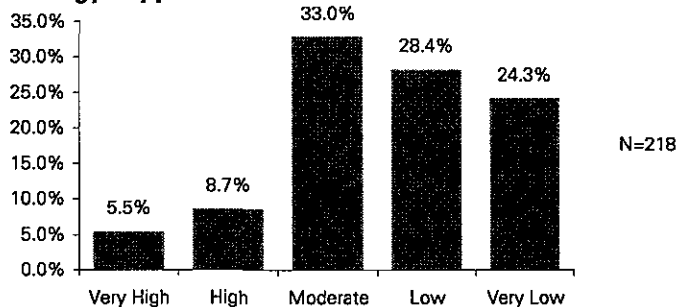
Inventorying School Property was the 13<sup>th</sup> ranked activity in terms of the relative amount of time spent on it. A total of 18.8% of the respondents rated it very high or high, while a total of 59.7% of the respondents rated it very low or low.

**Exhibit II-2.16 - Collecting and Accounting for School Funds**



Collecting and Accounting for School Funds was the 14<sup>th</sup> ranked activity in terms of relative time spent. A total of 16.8% of the respondents rated it very high or high, while a total of 59.0% rated it very low or low.

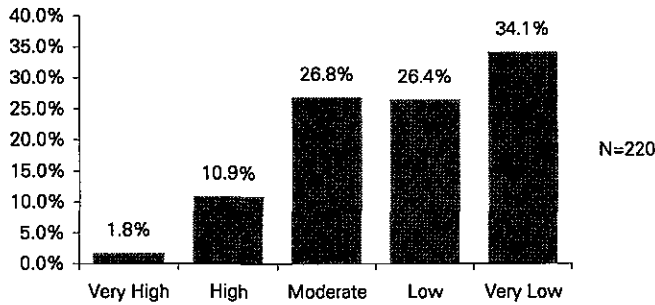
**Exhibit II-2.17 - Providing and Obtaining Information Technology Support**



Providing and Obtaining Information Technology Support was the 15<sup>th</sup> ranked activity in terms of relative time spent. A total of 14.2% of the respondents rated it very high or high; conversely, a total of 61.4% of the respondents rated it moderate or low.

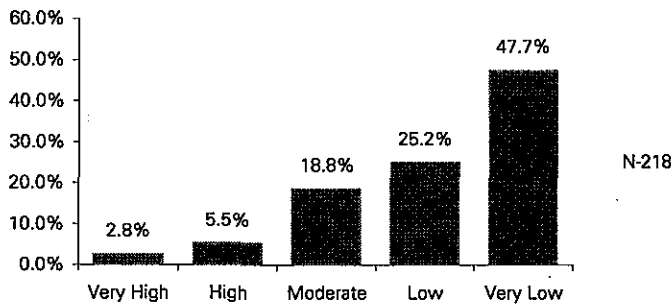


**Exhibit II-2.18 - Performing Textbook Selection**



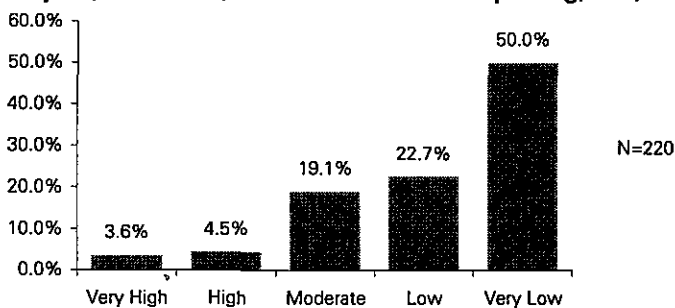
Performing Textbook Selection was the 16<sup>th</sup> ranked activity in terms of relative time spent. A total of 12.7% of the respondents rated it very high or high, while a total of 60.5% rated it very low or low.

**Exhibit II-2.19 - Completing Travel Request and Reimbursement Forms**



Completing Travel Request and Reimbursement Forms was the 17<sup>th</sup> ranked activity in terms of relative time spent. A total of 8.3% of the respondents rated it very high or high, while 72.9% rated it very low or low.

**Exhibit II-2.20 - Performing Human Resources Transactions (e.g. Payroll, Personnel, Time & Attendance Reporting, etc.)**



Performing Human Resources Transactions was the 18<sup>th</sup> ranked activity. A total of 8.1% of the respondents rated it very high or high, while a total of 72.7% rated it very low or low.



A total of 127 respondents, or 55% of the respondents to the survey, provided responses that indicated administrative and support activities that were being performed well at their schools. Among the activities most frequently being identified as performed well were:

<u>Activity</u>	<u>Reponses*</u>
Conducting Student Assessments	18
Professional Development	17
Participating in Mandatory Safety Drills	13
Performing Human Resources Transactions	10
Curriculum Development	9
Developing Academic and Financial Plans	9

\*Note: While respondents were asked to identify one activity, some respondents indicated multiple activities

The respondents also indicated administrative and support activities that they felt could be improved at their schools. A total of 119 respondents, or 52%, answered this question. Among the activities most frequently being identified as potentially needing improvement were:

<u>Activity</u>	<u>Reponses*</u>
Student Discipline	18
Curriculum Development	12
Inputting Information into eSIS	11
Conducting Student Assessments	11
Information Technology Support	7

\*Note: While respondents were asked to identify one activity, some respondents indicated multiple activities

The principals and teachers also provided recommendations for improvements in administrative and support activities and other comments regarding their perception of these activities. A total of 122 respondents, or 53% answered this question. Their comments addressed the following areas:

<u>Activity</u>	<u>Reponses*</u>
Conducting Student Assessments	19
Inputting Information into eSIS	9
Student Discipline	6
Information Technology Support	4
Curriculum Development	5

\*Note: Some teachers provided more than one response.

### ***Summary***

The project team was impressed with the response by 223 respondents out of a total of 305 surveys sent out to teachers in the Moanalua Complex, a 73.1% response rate. The project team used the results of the survey to identify issue areas and to determine areas of concern that warranted additional fieldwork regarding potential opportunities for improvement which are addressed in the next section.



### III. Study Results

This section of the report presents the study results of the administrative and support services review of the Moanalua Complex Area. Specifically, it presents our results in five major areas; including:

- Performance standards, benchmarks, student assessments and curriculum
- Administrative and financial systems
- Recruitment, hiring and staff development
- Financial and administrative management activities
- Organizational roles and responsibilities

Each of these major areas of the study results are discussed separately in the remainder of this section.

#### **Performance Standards Benchmarks, Student Assessments and Curriculum**

The State of Hawaii's commitment to standards-based education dates back to 1994, when the State established the Performance Standards Review Commission (PSRC), predating the federal governments' passage of the No Child Left Behind Act of 2001. During the past 15 years, the Hawaii Content and Performance Standards (HCPS) have been revised twice. The current version, HCPS III, is up for review by Hawaii's PRSC in 2010. Our review indicated that one of the top concerns of teachers and administrators in the Moanalua Complex was the need to further reduce the number of standards and benchmarks in use in Hawaii public schools. In addition, the teachers and administrators believe there is still confusion between standards and benchmarks and their intent and usage. As a result, many believe that the standards and benchmarks limit teacher's ability to form better relationships with their students and address other student needs regarding rigor, relevance and higher-order thinking.

The DOE conducts Quarterly Assessments aligned with the HCPS III in the first, second and fourth quarter of the school year to students in grades 3, 4, 5, 6, 7, 8, and 10. In addition, the Hawaii State Assessment (HSA) is administered in the spring of each year in reading and mathematics to assess Adequate Yearly Progress (AYP). Individual schools also have the discretion to develop and/or use other student assessments.

A second major concern of the teachers and administrators in the Moanalua Complex was the relative amount of time that teachers spend conducting student assessments. Our survey of teachers in the Moanalua Complex indicated that 71.7% of the respondents rated the relative amount of time spent on conducting student assessments as very high or high. As a result, the teachers believed that there was "over testing" which took time away from teaching other areas of curriculum that are necessary to address the "whole child". Similarly, a total of 67.6% of the respondents stated that the time spent working on curriculum development was very high or high. In our experience working with other districts throughout the nation, it is unusual to see classroom teachers devoting such a large portion of their time to student assessments and curriculum developments as opposed to instruction.

Finally, our study revealed that teachers are also concerned regarding the alignment between existing standards and benchmarks, the current curriculum and the tests used to assess student progress. Finally, teachers expressed frustration that professional development and resources, as well as existing text books, do not align with the standards and benchmarks.



### ***Hawaii Content and Performance Standards and Benchmarks***

The State of Hawaii has a longstanding commitment to standards-based instruction dating back to the creation of the Performance Standards Review Commission (PSRC) in 1994. In 1998, as a result of the PSRC's recommendations, the booklet "Making Sense of Standards" and the ten content area documents that constituted the Hawaii Content and Performance Standards (HCPS II) was published.

In 2002 the PSRC convened again and issued a report on HCPS II. In response to this report and input from the teacher field, the DOE in cooperation with the Mid-continent Research for Education and Learning (McREL) worked to identify essential and desirable standards, benchmarks, and performance indicators that resulted in HCPS III.

### ***DOE Strategic Plan***

Originally developed in 1999 and most recently refreshed for the 2008-2011 timeframe, the DOE has an established Strategic Plan that sets the direction and provides a roadmap for educational programs and services. The Strategic Plan focuses on three goals:

- Improving student achievement through standards-based education
- Providing comprehensive support for all students
- Continuously improving performance and quality

The Strategic Plan underscores the DOE's commitment to meeting the requirements of federal law contained in the No Child Left Behind Act of 2001 (NCLB). The NCLB Act has various testing requirements for grade levels and subjects that must be aligned with state content standards. The Strategic Plan also identifies General Learner Outcomes that are goals of standards-based learning in all content areas. The HCPS areas are:

- Language Arts
- Mathematics
- Science
- Social Studies
- Career and Life Skills
- Fine Arts
- Health
- Physical Education
- World Languages

The content standards identify important ideas, concepts, issues and skills to be learned by students. They are intended to challenge the learner to demonstrate, provide evidence of understanding, evaluate, use or apply content knowledge.

The Strategic Plan goes on to outline specific objectives, strategies and measurements to provide standards-based curriculum, instruction, and assessment in all classrooms that reflect rigor, relevance and relationships. Among the primary strategies that the DOE has embraced to meet this objective are: implementing standards-based curriculum, instruction, and assessments that measure student achievement in all classrooms; and implementing focused, prioritized, standards-based curriculum, instruction, assessment, and professional development options.



### ***HCPS III Streamlining Project***

While the HCPS III was seen as an improvement over HCPS II because it reduced the number of standards from 1,544 to 139, teachers still felt there were too many benchmarks and grade level performance indicators to implement at the classroom level. In response to this concern, the DOE in partnership with the University of Hawaii, initiated the HCP III Streamlining Project in 2008. The project leadership has indicated various reasons why the project is necessary. These include:

- There is confusion between standards and benchmarks and the intent/purpose of each
- There are too many standards/benchmarks
- Teachers feel overwhelmed and conflicted
- Standards-based education is currently better implemented in elementary schools than in secondary schools
- There is a sense of urgency to recommend and approve HCPS III changes in core subject areas since the new HSAs will be constructed from them
- National standards in respective subject areas should guide recommendations and decisions
- General Learner Outcomes will remain in place

The purpose of the Project was to:

- Review progress in implementing HCPS III
- Revise standards and benchmarks, as needed, to better address teacher and student needs
- Identify essential, core content and reduce the number of streamline benchmarks to better focus teaching and learning
- Collaborate with Hawaii State Assessment (HSA) developers on test design and test item emphasis
- Assist in designing professional development related to implementation
- Recommend criteria to select effective instructional programs that align with the streamlined HCPS III

The HCPS III Streamlining Project is expected to issue its final recommendations by May 2009. It is the Project leaderships understanding that the results of the Project will be shared with PSRC when it meets for its next scheduled review in 2010.

### ***Concerns about the HCPS III Standards and Benchmarks***

During our review, we utilized two major sources of information that identified the concerns of administrators and teachers regarding the HCPS III standards and benchmarks. These included: a survey that the Moanalua Complex administered to the participants in its Winter 2009 professional development conference and the work in progress by the HCPS III Streamline Project.

### ***Moanalua Complex Survey***

On February 6, 2009, the Moanalua Complex held a Professional Development Conference for its teachers and administrators. Approximately 400 teachers and administrators attended the conference. As part of the conference education process, the Moanalua Complex administered a survey that asked attendees, "What do you feel are barriers or obstacles to becoming a high performing Complex?" 318 people, or approximately 80% completed the survey.



The second highest response to the survey question was concerns relating to standards and the HCPS. Thirty-three of the 318 people, or 10.4%, who responded to the survey, had concerns with this issue.

The issues that the respondents had with standards and the HCPS included:

- Too many benchmarks to address. Limits teacher creativity, relationship building, time to teach higher order thinking, teaching for relevance
- Standards and benchmarks too vague; not enough “common interpretation of standards”
- Too content-based, not enough process-based
- Benchmark maps confining
- Some standards not age or developmentally appropriate
- The existing HCPS III and national standards in all core subjects lack rigor
- Standards, and especially benchmarks, were developed in isolated “silos” and are not easily connected
- Teacher preparation program accreditation is based on national standards in each subject area
  - Benchmarks do not align with national standards
- If benchmarks are so comprehensive and do not *exclude* anything, they are likely to be less useful than if they identify essentials

However, the project also identified teacher feedback that was consistent with the KPMG and the Moanalua Complex surveys. This teacher feedback included:

- Too many benchmarks to implement in a school year.
  - Benchmarks taught superficially, not in depth. Students complain that not enough time is spent on developing understanding before moving on
  - Inquiry teaching is impossible because of time and too many benchmarks
- Language of benchmarks needs clarification
  - Some benchmarks are too wordy/vague; others too specific; varies by subject area and grade
  - Write in kid language
- HCPS III provide guidelines, but need more help in implementation
  - Professional development and resources
  - Textbooks do not align with benchmarks
- No consistent prioritization among benchmarks
- Challenging benchmarks relating to critical thinking need greater emphasis
  - Put strategies back in benchmarks

Finally, the focus groups that were held as part of the needs assessment portion of the project issued preliminary findings that identified recurring themes among teachers. These included:

- There are too many benchmarks to implement in a school year
- The language of benchmarks needs clarification or more specificity
- The HCPS benchmarks are a good thing because it gives educators a guide but teachers need more support to implement them



- Would like to have the essential topics identified for each content area and improved alignment of benchmarks

These preliminary findings mirror some of the results of KPMG's and the Moanalua Complex's surveys. Taken together, they indicate more work needs to be done on devising core performance standards that can be used as effective metrics for evaluating student performance.

### ***Student Assessment and Curriculum***

The Hawaii State Assessment (HSA) is administered in the Spring of each year in reading and mathematics to assess the Adequate Yearly Progress (AYP) for schools and all required subgroups within them toward the NCLB goal of 100 percent of students being proficient in these subjects in 2013-14.

The DOE's Quarterly Assessments are aligned with the HCPS III. In particular, they are aligned to the Benchmark Maps that teachers use for teaching curriculum to students during each quarter. The quarterly assessments are administered in the first, second and fourth quarter of the school year to all students.

The DOE goes through considerable time and effort developing and administering the HSA and the Quarterly Assessments. In addition to being expensive, the HSA and Quarterly Assessments are viewed by school administrators and teachers as overly time-consuming and of questionable value. During our review, we utilized two major sources of information that identified the concerns of administrators and teachers regarding student assessments. These included: a survey KPMG administered to principals and teachers in the Moanalua Complex; and a survey to Moanalua Complex administered in its winter 2009 professional development conference.

The KPMG survey of teachers in the Moanalua Complex asked teachers to indicate the relative amount of time that they spent on 18 different administrative and support activities. Conducting student assessments was rated as the administrative and support activity requiring the relatively largest amount of time. Exhibit III-3.1, shows the breakdown of the responses.

**Exhibit III-3.1 - Conducting Student Assessments**

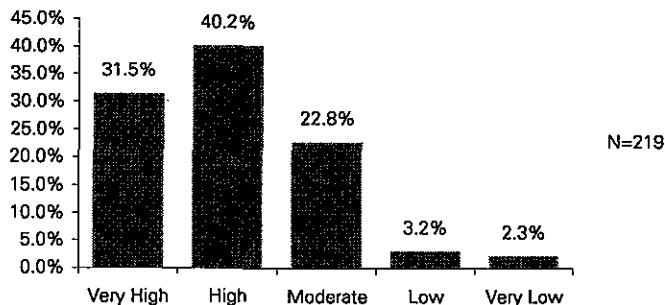


Exhibit III-3.1 shows that a total of 71.7% of the 219 respondents to this survey indicated that the relative amount of time spent on conducting student assessments tends to be very high or high.

While the survey indicated that the respondents were spending a relatively high amount of time conducting student assessments, there was a mixed reaction to how well the student assessments were being conducted. When asked to identify one administrative and support activity that was being





performed well in their school, 18 respondents out of 127, or 14.2%, said conducting student assessments. This was the highest positive responses of any of the 18 administrative and support activities listed in the survey. Conversely, when asked to identify one administrative and support activity which could be performed better in their schools, 11 of the 127 respondents, or 8.7%, said conducting student assessments. This was the third highest response of any of the 18 administrative and support activities listed in the survey. Thus, there was some inconsistency on the responses to these two questions.

On February 6, 2009, the Moanalua Complex held a Professional Development Conference for its teachers and administrators. Approximately 400 teachers and administrators attended the conference. As part of the conference education process, the Moanalua Complex administered a survey that asked attendees, "What do you feel are barriers or obstacles to becoming a high performing Complex?" A total of 318 people, or approximately 80% of conference attendees, completed the survey.

The highest response to the survey question cited concerns relating to the HSA testing and NCLB related issues. Seventy-eight of the people who responded to the survey, had concerns regarding these issues. This was the largest area of concerns expressed by the respondents to the survey.

The issues that the respondents raised relating to the HSA Testing and NCLB related issues included:

- "Over testing"
- "Driving" curriculum – too much emphasis on tested subjects, taking away elective choices; limits teacher creativity; takes away from "relevant" curriculum; limits time to form relationships
- Idea that one test is used as an indicator of schools' overall "success"
- Poor quality of HSA in comparison to other tests; test for "whole child"
- Taking away from instructional time

Another issue related to student assessments noted by principals and teachers in discussions with KPMG was that of student motivation. Unlike course-specific tests that affect student grades, or national ACT, SAT and AP examinations that affect college entry, doing well on the HSA and Quarterly Assessments offers no direct benefit to students. Most students are fully aware of this and some may not put forth their best efforts on these assessments, thereby compromising the validity of the assessment results.

The concerns expressed about student assessments raise the question of what alternatives exist to the HSA and Quarterly Assessments. Currently, many states, including Hawaii, have joined together to develop standardized assessment tests based on national norms to improve the quality and reduce the cost of developing and administering tests and to provide improved comparability of tests results. For example, one alternative that is used in the Chicago Public Schools is the use of the ACT achievement test for high school students. The ACT, which is given to all juniors, provides results in English, reading, science and math and takes only about four hours on one day to administer. Conversely, the HSA, which is administered to students in grade 10 in Hawaii, takes a period of weeks to administer and only provides results on reading and math. There is a potential in cost savings as well as time savings in considering the ACT in place of the HSA for high school students.

The issue of student assessment is closely tied to that of curriculum development. Currently, the DOE permits schools considerable latitude in establishing school-specific curriculums. This provides maximum flexibility to accommodate school-specific conditions, but does impose curriculum



development burdens. The KPMG survey indicated the teachers have concerns regarding working on curriculum development, as shown in Exhibit III-3.2.

**Exhibit III-3.2 - Working on Curriculum Development**

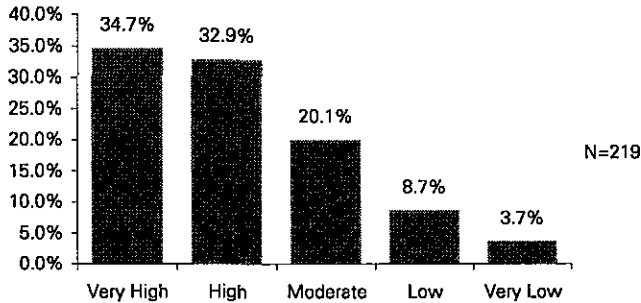


Exhibit III-3.2 shows that a total of 67.6% of the respondents to this question indicated that they spend a very high or high amount of time working on curriculum development.

While the survey showed that teachers perceived that they were spending a relatively high amount of time working on curriculum development, there was a mixed reaction on how well curriculum development was being performed. For example, when asked to identify one administrative and support activity that was being performed well, 9 of 127 respondents, or 7.1%, indicated curriculum development. Conversely, when asked to identify one activity that could be improved, 12 of 119 respondents, or 10.1%, indicated curriculum development. In fact, this was the second highest response to this question after student discipline.

These results suggest not only that curriculum development consumes a significant amount of classroom teachers' time, but also that many teachers perceive there could be a better approach to curriculum development. As an example, the DOE could centrally develop a recommended standards-based curriculum directly tied to improved core performance standards and a nationally normed assessment testing instrument that is vertically scaled. Schools could still be given the flexibility to develop their own variations on the recommended curriculum, or a substitute curriculum, provided their students continued to meet or exceed minimum assessment results. However, schools preferring not to invest the time and effort to develop their own custom curriculums would have the option of relying on the recommended curriculum.

In addition to giving teachers more time to teach, one of the benefits of promoting more uniformity in school curriculums across the DOE is that transferring students would find it easier to change schools. The DOE reports that up to 8% of students change schools during mid-year. Many of these students are changing schools because of loss of housing or changes in their parent's employment. Added to the stress associated with such situations, these students often must cope with the burden of different textbooks and curriculums. A standardized curriculum would assist both student and teacher in this challenging transition and enhance student achievement for this vulnerable group of children.



### ***Conclusion***

The State of Hawaii has demonstrated a long-standing commitment to standards-based education. While the standards and benchmarks used by the DOE have evolved and been streamlined over the past 15 years, our review indicated that teachers within the Moanalua Complex believe that the HCPS III standards and benchmarks need further streamlining and clarification to improve their implementation in Hawaii public schools.

Our study also revealed that teachers are overwhelmingly concerned with the relatively high amount of time that is being spent on conducting student assessments at the expense of other classroom activities, such as building better relationships with their students or providing coursework that better addresses the “whole child”. They were also concerned with the relatively high amount of time spent on curriculum development.

In addition, we found that teachers are concerned with the lack of alignment of the current curriculum with existing standards and benchmarks, as well as with the tests used to gauge student achievement. Finally, they expressed frustration that professional development and classroom resources, including existing textbooks, do not align with the standards and benchmarks.

### ***Recommendations***

Recommendation 3.1 – The DOE should work with the Hawaii State Performance Standards Review Commission to establish and implement a specific set of core performance standards which, in accordance with the Hawaii Content and Performance Standards III Streamlining Project, is designed to offer more effective metrics to properly evaluate student performance.

Recommendation 3.2 – The DOE should continue its professional development of teachers relating to standards and benchmarks. There is a continuing need to educate principals and teachers on the importance and use of standards and benchmarks in the education of Hawaii’s students.

Recommendation 3.3 – The DOE should develop a flexible standards-based core curriculum for use in Hawaii public schools that is aligned with the State’s standards and benchmarks, uses standardized student assessments, and is supported by a core set of curriculum and textbooks. This would provide an optional default core curriculum if needed by some schools.

Recommendation 3.4 – The DOE should make modifications to textbook selection based on revisions in standards and benchmarks. The DOE should continue to strive to achieve greater alignment between standards and benchmarks and its curriculum and textbooks.

Recommendation 3.5 – At the secondary school level, the DOE should utilize a more cost-effective and time-efficient standardized nationally normed test semi-annually to assess the effectiveness of the core performance standards and standards-based curriculum. At the pre-secondary level, until a suitable standardized national test can be implemented, the DOE should reduce the number of times State-developed assessments are administered in the classroom each year or improve the quality and relevance of the assessment by making the data more useful to teachers and relevant to students.

Recommendation 3.6 – The DOE should more fully automate the assessments it administers and the scoring of assessments. This will reduce the amount of time it takes to perform and score assessments and provide classroom teachers more timely feedback on test results to use in educating students.



### **Administrative Support System**

The DOE's business systems, processes, and policies and procedures have not kept pace with changing needs at schools, nor do they use state-of-the-art technology to enable business activities while reducing manual effort. Act 51 placed more business demands on schools that existing business systems, policies and procedures and practices can support well. Insufficient, untimely, and cumbersome business systems, as well as undocumented processes, policies and procedures have resulted in wasted time and effort by principals, teachers and school staff.

The DOE has a number of major system development efforts going on at the current time. Some of those systems were reviewed as part of our study. The capabilities and use of the systems listed below were reviewed as part of our study. These include:

- Financial Management System
- eSIS
- eCSSS
- Records Management
- Repair and Maintenance

The DOE's Financial Management System is not capable of providing on-demand reporting in formats typically needed for effective fiscal planning and decision making at the school-level. The current system is out-of-date and not capable of providing the types of reports administrators need to manage their increasing responsibilities and accountabilities. The DOE should replace the current financial management system and implement an Enterprise Resource Planning (ERP) system that will meet the needs of a broader range of users.

The DOE uses a number of separate business systems to track student information. One of those systems, the Electronic Student Information System, or eSIS, is used to track demographic information, attendance, report cards, and student transfers. eSIS does not interface with the other systems in use by the DOE. eSIS is not fully meeting the needs of teachers and administrators because it has time-consuming data input requirements and is not providing them with the type of information they require in order to manage an effective and efficient classroom. There are a number of modules the DOE could implement to improve the functionality of eSIS, such as a parental access module that would allow parents to access grades online, and a mobility module that would allow teachers to access eSIS using a hand-held device.

Another business system the DOE uses to track student information is the Electronic Comprehensive Student Support System (eCSSS). eCSSS is a web-based application that was designed to merge the Integrated Special Education Database (ISPED), the Comprehensive Student Support System (CSSS) and the Safe School Information System (SSIS). eCSSS was rolled out during the school year 2007-2008 and is used for gathering, analyzing, and reporting information related to students. It contains student information relating to special needs assistance requirements and documentation of disciplinary actions. eCSSS was intended to serve as a single point of reference for student information. However, because of eCSSS's current lack of compatibility with eSIS, information is not shared between the two systems requiring school staff to spend time accessing both systems to review student data. In addition, because of limited teacher access in some schools to eCSSS, student information is not always communicated to all of a student's teachers in a timely manner. Again, these systems are consuming an inordinate amount of teachers' time and offering limited resource information.



The DOE utilizes Filenet for its document management and retention. The majority of student records are in paper hardcopy form. Student records are required to be transferred to microfilm within eight years after graduation and maintained for up to 100 years. The DOE has only completed microfilm records up to 1976 and is currently 25 years behind its goal. This backlog places an undue administrative burden on the schools which have had to dedicate staff time to records management that could otherwise be used more effectively to support a school's educational mission. It also has resulted in schools having to store hardcopy records for students dating back to 1976. Again, this information offers little value for effective teaching.

The DOE has done an effective job of reducing its backlog for repair and maintenance requests by making better use of its automated system for monitoring and tracking repair and maintenance activities. The Maximo system was rolled out in 2006, replacing an antiquated and largely manually-based system. The new system has met with great success and has been widely accepted by those using it. However, there are a number of reporting functions in Maximo that are not clearly understood by all users, such as the ability to track all outstanding work orders to better monitor completion of all job requests. To better utilize the functions of Maximo, more school site staff training on Maximo's capabilities is needed.

Information Technology (IT) support at the school sites is not consistent. Some schools have full or part-time teachers filling the role of IT support staff while others have a clerk, outside contractor, or no on-site support at all. This wide variety of IT support is partially due to there being no formal job description for IT support and no minimum qualifications required. The DOE should examine its use of IT support staff and develop job classifications and duty statements that will ensure that schools have the technical support they need to function properly.

### *Financial Management System*

The DOE's Financial Management System is not capable of providing on-demand reporting in formats typically needed for effective fiscal planning and decision making at the school level, such as up-to-date information on personnel expenditures. The current system does not take advantage of available technology and is not capable of providing the types of reports administrators need to manage their increasing responsibilities. The DOE's current operations rely heavily on manual processes that are inefficient and require labor intensive reconciliations between systems. Purchasing and approvals and reconciliation of procurement card transactions are primarily a manual process that are in need of automation. Lags between the current state payroll system and posting of payroll data in the FMS system have resulted in reporting difficulties and a lack of timely information. Many of these problems could be eliminated by the implementation of an Enterprise Resource Planning (ERP) system.

The advantage of an ERP system for school finance is that it allows a complete, accurate, and timely display of the distribution and use of resources, with direct educational program implications. School financial accounting systems are an important source of information for measuring the costs of education. A focus on accountability has turned the spotlight on achievement in schools. The focus of much school financial information is how much it costs to achieve a minimum acceptable level of educational performance for all students. An ERP system can greatly assist in helping to measure costs and benefits obtained and can facilitate financial decision making.

ERP software attempts to integrate business processes across departments onto a single enterprise-wide information system. The major benefits of ERP are improved coordination across functional departments and increased efficiencies of doing business. Another benefit of implementing ERP systems is the



facilitation of day-to-day management. ERP systems offer better accessibility to data so that management can have up-to-the-minute access to information for decision making and managerial control. ERP software helps to track actual costs of activities and perform activity based costing analysis.

### ***Conclusion***

A financial management system should be capable of providing the necessary reports and should maintain sufficient controls to meet the needs of the user. The current system is out-of-date and not capable of providing the types of reports administrators need to manage their increasing responsibilities and accountabilities. Principals lack the financial information required to make informed and timely management decisions. As a result, Principals are severely handicapped in trying to effectively manage their multimillion dollar operations due to inadequate financial information.

### ***Recommendation***

Recommendation 3.7 – The DOE should replace its current financial management system with an ERP system that will meet the needs of a broader range of users and will be capable of providing necessary controls around business processes.

### ***Electronic Student Information System (eSIS)***

eSIS is the Department of Education's centralized electronic student information system. It is currently being used by schools for student demographics, attendance, report cards, and student transfers. Through interviews with school site staff and feedback from KPMG's teacher and administrator survey, we identified a number of limitations related to the current capabilities of eSIS.

School administrators depend on access to demographic information to make decisions at their schools. Currently, eSIS appears to have limited reporting capabilities for school site staff. While eSIS contains a significant amount of data related to attendance and demographics, school administrators seem to lack either the access or proper training to generate useful reports.

There are a number of business systems in use at schools and the DOE to document student information. eSIS does not interface with these existing systems. For example, eSIS uses a nine digit student identification number for students while the VAX system (used by the DOE) uses a ten digit identification number. As a result, when information originating in the VAX system is sent to schools and student files need to be accessed, school staff needs to manually look up students to determine their eSIS student number so that records can be accessed. Additionally, eSIS does not interface with eCSSS which is used for the input and tracking of disciplinary actions, special education individual education plans, and other student data. Information entered into eCSSS that effects attendance (e.g. suspensions) is not reflected in eSIS. As a result, administrators have to contact teachers and attendance staff separately to notify them of suspensions.

Although eSIS is where teachers and staff are required to record attendance, many teachers are also required to keep track of attendance separately. When a student is absent, many teachers are forced to manually make a notation in eSIS and in their grade/attendance book. These manual records are used to reconcile student absences to what is recorded in eSIS. If there are discrepancies between the grade/attendance book and what is recorded in eSIS, the teacher needs to follow up with the attendance clerk to have eSIS updated. This follow up is required because teachers can not process changes to attendance data in eSIS dating back more than two days. If the absence was more than two days ago, the teacher has to send a note to the attendance office to have the students record in eSIS changed. The



attendance clerk then updates eSIS and sends a note back to the teacher notifying them of the change. This heavily manual process of updating attendance information is partially due to the limited capabilities of eSIS.

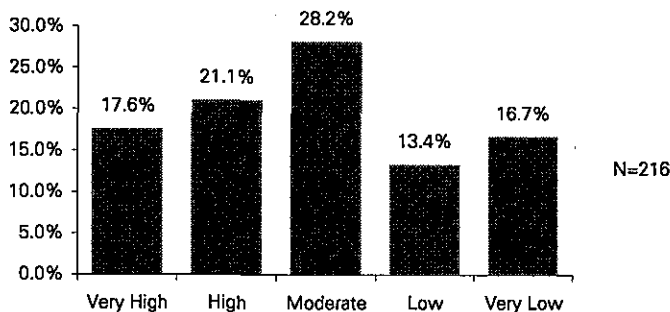
Following an unexcused absence, teachers and office staff are required to contact the parent and determine the cause of the absence. They are then required to document this parental contact, but eSIS does not allow for documentation of this information so teachers and office staff must manually document parent contacts in the students paper file. This has resulted in schools keeping manual paper records of parent contacts that have to be communicated to teachers and office staff. If the parental contact is made by an attendance clerk, they will send a note with the student to class so the teacher can update their records. If the contact is made by a counselor, they send an e-mail to the teacher and the attendance clerk and the attendance clerk documents the contact on a paper card.

In addition to being unable to document contact with parents in eSIS, there are also limitations with the number and type of course description codes used. The current set of course codes registrars have to choose from do not accurately describe all courses offered at their school. This creates problems for students who transfer or graduate and need to have documentation supporting that they have completed certain courses.

Lastly, eSIS has standardized report card capabilities that have not been implemented across all schools. Implementation of this module in eSIS would allow the DOE to adopt a standard report card format and streamline the report card process.

As a result of these issues with eSIS, teachers spend extensive time inputting data into eSIS with little benefit from the information entered. Manual records have to be maintained offline to support teachers and staff because they can not document information in eSIS. The most significant impact of these issues is the amount of time spent by teachers and staff to work in and sometimes around eSIS. As part of our survey, we asked teachers to identify the amount of time they spend inputting information into eSIS. The results are presented in Exhibit III-3.3 below.

**Exhibit III-3.3 - Inputting Information into eSIS**



As indicated in the graph, 38.7% of the teachers surveyed during the review indicated that they spend a high or very high amount of time inputting information into eSIS. This was the fourth highest rated administrative time consuming activity identified in our survey.



The DOE is currently planning on implementing a number of modules to increase the functionality of eSIS. These modules will allow for parental access to grades and the creation of an electronic grade book. They will also give teachers the ability to access eSIS using hand-held devices to allow for even more flexibility and greater access options. Student transportation and fee management modules are also planned for implementation which would allow for the maintaining of bus routes and tracking of riders through eSIS, as well as the paying of school fees and obligations using credit cards. There is also a centralized electronic transcript module that is planned for implementation in the near future. These modules should greatly increase the functionality and usefulness of eSIS and result in time savings for school site staff.

### ***Conclusion***

An electronic attendance and reporting system should be capable of providing useful and necessary reports to meet the needs of the user. It should also be capable of storing data needed at school sites and help reduce the dependence on manual, offline processes. Any system that is dependent on information from other systems (i.e. eCSSS) should have an interface to communicate information to and from those systems.

In its current state, eSIS is not fully meeting the needs of school administrators, teachers, and staff. There are constraints keeping the DOE from moving towards integrating the eSIS and eCSSS systems so that information input into one system can be accessed in the other system. The DOE has yet to obtain additional Modules for eSIS that would enable it to be more useful to teachers and school administrators.

### ***Recommendations***

Recommendation 3.8 - The DOE should interface and upgrade the eSIS, eCSSS and related systems to reduce the need for unnecessary manual processing of paperwork and provide more timely and useful student information. Much of this work could and should be centralized.

Recommendation 3.9 - The DOE should make the necessary updates to eSIS so that attendance and parental contacts can be documented and communicated through eSIS and eliminate the need for keeping separate manual records.

Recommendation 3.10 - The DOE should make changes to eSIS so that course description codes more accurately reflect courses taken and the DOE should fully implement the report card capabilities of eSIS.

Recommendation 3.11 - The DOE should continue with its planned future module implementations specifically related to:

- Parent Assistant (parent access to grades)
- Mobile Assistant (using hand-held devices to access eSIS)
- Electronic Gradebook
- Fee's Management Module (using credit card to pay school fees and obligations)
- Centralized electronic transcript
- Student Transportation (maintaining bus routes and riders)





### ***Electronic Comprehensive Student Support System (eCSSS)***

The Electronic Comprehensive Student Support System (eCSSS) is a web-based application designed to merge the Integrated Special Education Database (ISPED), the Comprehensive Student Support System (CSSS) and the Safe School Information System (SSIS). eCSSS was rolled out during school year 2007-2008 and is used for gathering, analyzing, and reporting information related to students. It contains student information relating to special needs assistance requirements and documentation of disciplinary actions.

eCSSS was intended to reduce the redundancy of information and have one entry point for student information. eCSSS was created to ensure state and Federal compliance with mandates such as the No Child Left Behind Act, the Individuals with Disabilities Education Act (IDEA), Act 51, the Felix Consent Decree, the Family Education Rights and Privacy Act (FERPA), and, Title 8 Chapter 34 of the Hawaii Administrative Rules, Protection of Educational Rights and Privacy of Students and Parents.

Special education teachers must fill out Individual Evaluation Plans (IEP) for each special education student and enter that information into eCSSS. The forms are lengthy and time consuming, sometimes taking up to two hours to complete one IEP. Some special education teachers feel that eCSSS is not user friendly, and information that is entered into eCSSS must be entered in multiple places.

In some cases, general education teachers are not informed about a student's special education status in a timely manner when a student needing special assistance transfers into their class. Currently, not all teachers have access to eCSSS so they are not able to look up their new students and see if that student has special needs. Each user is granted certain access rights to eCSSS based on their role at the school, complex area, and/or the DOE. Since eCSSS contains confidential student data, there are concerns about who should have access to eCSSS. Furthermore, since the data contained in eCSSS is sensitive, there is the potential for misusing the data. However, some may argue that any teacher should be able to see their student's records, whether academic or disciplinary, so teachers can better serve the needs of their students.

In addition to containing special needs information, eCSSS also contains student disciplinary information. The vice principals are generally in charge of discipline at the schools and are responsible for the entering of student discipline referrals and consequences for discipline into eCSSS. This process can be time consuming as some information entered into eCSSS is repetitive. Furthermore, since eCSSS contains longhand information, it is difficult to obtain useful data to assess overall student needs and determine whether or not student intervention is needed.

The DOE currently does not have a longitudinal data collection system for tracking all K-12 students in public schools in Hawaii. Such a system is very useful in tracking students' performance, informing teachers of students' needs, and assisting in developing educational strategies and plans to meet students' needs.

### ***Conclusion***

The DOE's long term vision for eCSSS is to have the application serve as the single point of entry for student data; to be more user friendly; and, ultimately to provide the schools with relevant and reliable data. As described in the eSIS section above, eCSSS does not interface with eSIS and until this is corrected, the DOE will not be able to utilize eCSSS as the single system for student information. Additionally, because access to eCSSS has only been granted to certain teachers and staff, eCSSS will not



be able to serve as the single point of reference for student information unless the DOE changes eCSSS access policies.

### ***Recommendations***

Recommendation 3.12 - The DOE should continue to develop eCSSS so it can better produce data to support student learning. By continuing the development of eCSSS, the DOE can move further towards their goal of having a more complete and accurate student record system.

Recommendation 3.13 - The DOE should implement timelier processes to notify general education teachers about the status of their students. This will help to ensure that teachers are aware of special education student needs and can help them to better serve their student.

Recommendation 3.14 - The DOE should expand access to eCSSS to general education teachers to allow them to better serve the needs of their student.

Recommendation 3.15 - The DOE should automate the IEP form in eCSSS to minimize the amount of time teachers spend completing the form and eliminate the need of having to transcribe the handwritten IEP form data into eCSSS.

Recommendation 3.16 - The DOE should develop a longitudinal system for comprehensively tracking student information to improve educators' abilities to track student achievement and to better identify strategies to more effectively meet student needs.

### ***Records Management***

The DOE uses the filenet system for document management. The school registrars are responsible for maintaining student records with the majority of student records being hardcopy. The Records Management Branch, State Archives Division, Guide to Microfilming Hawaii High School Students Records, requires the Microfilming of a students high school students records eight years after graduation. The documents required to be scanned are: the Secondary Cumulative Record; the Standardized Test Record Card, Secondary; the Elementary Cumulative Record; the Standardized Test Record Card, Elementary; and, records equivalent to those listed above, with all records other than those designated for microfilming able to be destroyed after eight years

At Moanalua High School, the registrar is responsible for maintaining records for up to 100 years. Although the State's policy is to microfilm records after eight years (HRS 1968: Sec. 92-29), microfilmed records have only been completed up to 1976. The years 1976 to present have not been microfilmed. This has resulted in the storing of student records in hard copy form, making it time consuming to locate and file student documentation. These records are also taking up the limited storage space in schools. Additionally, student records may be at risk of theft and or loss in the event of a fire or flood. Moreover, there is a risk of leaking confidential student information.

### ***Conclusion***

The requirement to maintain student records for 100 years and the fact that some schools are decades behind in their microfilming of records has resulted in schools being required to keep hardcopies of student files on site taking up valuable space. This also leads to difficulties in locating student records, risk of identity theft, and a risk of loss due to damage. The DOE needs to address this situation and help schools free up the space and minimize the risk these requirements and the backlog places on them.



### Recommendations

Recommendation 3.17 - The DOE should fund the scanning of all student records on microfilm or CDs. By funding the scanning of student records onto microfilm or another method, student records will be at less risk of being lost or misused. This would also free up valuable storage space at the schools.

Recommendation 3.18 – The DOE should revise record retention policies to reduce the amount of time and effort invested in record scanning and free up storage space. By lessening the requirement of having to retain student records for up to 100 years, valuable storage space at the schools could be freed up.

### Repair and Maintenance Requests

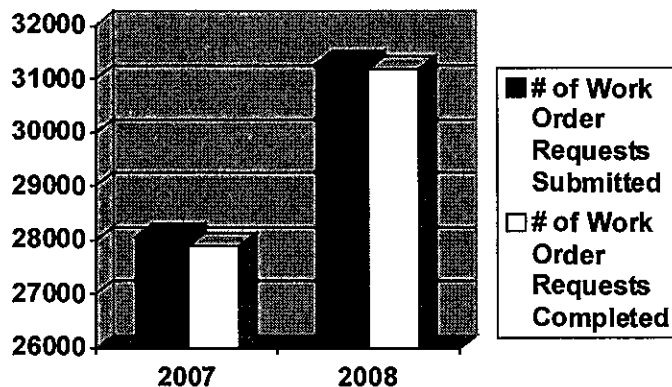
The passage of Act 51 in 2004 enabled the DOE to restructure itself to establish that schools are clients; restructured the Office of School Facilities and Support Services so that the Capital Improvements Program (CIP) and repair and maintenance processes are transparent to the schools and principals; and, created “districts” to oversee and manage the repair and maintenance needs of the schools.

The DOE has a web-based, real time, repair and maintenance database called Maximo which is overseen by the Facilities and Maintenance Branch (FMB). The Maximo system was rolled out in 2006, replacing the AS400 system, which used hard copies to submit, process, and distribute work order requests. Schools are required to submit repair and maintenance requests via a Work Order Request using Maximo. In the event of an emergency repair, schools can call FMB if the request is a health or safety issue. Once the clerk in FMB receives the Work Order via Maximo it is checked for accuracy and assigned to one of five District Managers who then assigns the Work Order to the appropriate person to perform the repair.

At various stages of the Work Order request process, schools are able to check the status of the Work Order in Maximo. The status will say the Work Order request has been accepted, in progress, work has been scheduled, or the work has been completed. However, it is unclear whether schools are actually tracking the status. Our review indicated that staff at certain school sites responsible for processing and monitoring work order requests were not familiar with how to generate reports using the Maximo System to track the disposition or status of work order requests. The Facilities and Maintenance Branch monitors the backlog on a weekly basis.

As shown in Exhibit III-3.4 below, for calendar year 2008, 31,281 work requests were submitted and 31,173 were completed or 99.7%. One school visited in the Nanakuli Complex during our review raved about the positive changes the staff saw when the Maximo system was rolled out.

Exhibit III-3.4 – Work Order Requests





### ***Conclusion***

The implementation of Maximo has been successful and employees seem to have adapted well to the new system. It has greatly reduced backlog of Work Orders and helped to streamline the repair and maintenance request process. Although the Maximo system is showing positive results by reducing the number of backlogged repair and maintenance requests, it was observed that not all schools have been trained properly on the reporting capabilities of Maximo. Access to Maximo and related help documents can be found on the DOE Office of School Facilities and Support Services website. There are step by step instructions on how to submit a Work Order. However, it appears that there is limited tracking of Work Order status at the school level. Without the schools running regular reports on the number of backlogged Work Orders, the schools are unable to determine what repairs have or haven't been completed. Without proper training being administered to the schools, Work Orders are not able to be monitored or tracked in a timely fashion and principals are possibly not aware of risks being posed to their facilities.

### ***Recommendations***

Recommendation 3.19 – The DOE should update the policies and procedures for Maximo to include instructions for school staff on how to produce timely and accurate reports for the tracking of work orders at the schools. This would enable staff to determine the status of their schools Work Order requests. Procedures for producing reports could also help prevent the likelihood that a Work Order is overlooked, resulting in possible damage to school facilities.

Recommendation 3.20 – The DOE should conduct training for school level staff to ensure they are properly trained on the capabilities and use of the Maximo system.

### ***Information Technology Support***

Information Technology (IT) support at the school level varies greatly from one school to another. The IT support position is one that schools have to budget for separately and not all schools can even afford to hire their own IT support staff. For schools without a support staff, they have to rely on the skills of their teachers and office staff, or try and use the tech support provided through the DOE.

IT support staff qualifications also vary greatly from school to school. There is not a formal job description for school site IT support staff so schools are free to choose whomever they feel will best meet their needs. One potential problem with this is that without a working knowledge of what their IT needs are, schools may not be in a position to determine what skills they require from an IT support staff. This can result in schools hiring support staff that are not capable of meeting their needs. Even when schools are able to hire IT support, training for school site IT support is not provided by the DOE.

During our review, we determined that school site IT support staff varied from office clerks and independent contractors, to part-time or full time teachers, or no support at all. The support needed at schools mainly falls under these categories:

- Providing internet access support for the school office and administration
- Ensuring teachers computers are functioning properly
- Troubleshooting basic problems
- Relating guidelines from the State of Hawaii to the teachers
- Providing basic repair services



We also learned that the DOE operates on one LAN for the whole Department making it difficult to isolate problems when they are detected. The DOE maintains the system and provides technical support when local school technicians are unable to resolve problems. In addition, the DOE has a contract with IBM to provide support for computer repairs. This three-tiered approach to providing IT support, relying on a combination of school site staff, centralized staff and contract staff, is confusing and inefficient.

### ***Conclusion***

There is a lack of formal job descriptions or qualifications for school site IT support staff. This has resulted in a wide range of employees fulfilling the IT support role at individual schools. This inconsistency in support produces challenges for schools to meet their IT needs. The DOE should ensure that the IT support schools receive is performed by qualified IT staff who have the training and experience to meet the needs of schools.

### ***Recommendations***

Recommendation 3.21 – The DOE should establish and effectively communicate a clear division of roles and responsibilities between school site IT support staff, centralized IT support staff, and contract IT support staff.

Recommendation 3.22 – The DOE should formalize a job description and required skill sets for school site IT support staff.

Recommendation 3.23 – The DOE should ensure that school sites have access to qualified IT support staff.

Recommendation 3.24 – The DOE should formalize job descriptions for NSSB support staff.

Recommendation 3.25 – The DOE should expand the use of help desks at the DOE to provide help on specific business systems, processes and policies and procedures for the entire DOE.

### **Recruitment, Hiring, and Staff Development**

The DOE employs over 11,000 full-time equivalent classroom teachers and a total of nearly 1,700 librarians, counselors and administrators. In a typical year, the DOE will recruit teachers to fill in excess of 1,000 teacher vacancies statewide. The DOE fills its teacher vacancies from several sources each year. These include: staff-reduced teachers; tenured teachers applying for voluntary transfer; teachers in their final semester of probation; other probationary teachers; and new hires and non-credentialed current teachers. Generally speaking, principals must consider applicants in this priority order for filling any vacancy.

The current teacher recruitment and hiring process is an excessively lengthy, inefficient, and predominantly manual process. The process essentially begins in February and often is not completed until the succeeding school year is underway. Moreover, our discussion with various interviewees at the schools revealed that there was considerable uncertainty regarding how the process actually works, or whether it is administered as designed. This is not conducive to managing an effective educational environment, and is cumbersome for the employee. In recognition of the limitations of the existing recruitment and hiring process, the DOE is piloting a new system to automate these activities called the Collaborative Human Resource Automation Project (CHAP).



Our review indicated that the process used by the DOE to fill vacancies had a particularly negative impact on two of those groups listed above. First, probationary teachers who will not receive tenure during the following semester have their positions reposted as vacancies at the end of the school year, with the exception of some special education teachers and some teachers in hard-to-staff schools. As a result, probationary teachers who may have received extensive training, mentoring, and support within their existing school, and who may fit in well with the instructional team and philosophy present at their existing school, are in many cases forced to give up their successful teaching positions and principals are required to interview other teachers for the probationary teacher vacancies.

Second, due to the length of time it takes to do the four independent postings that are performed within the DOE for positions each spring time, the schools do not begin filling any vacancies that remain until after all internal tenured teachers have had an opportunity to fill vacancies. Since this opportunity does not occur until June, this places external applicants in the difficult position of being interviewed, hired and then begin teaching classes in less than two months because the school year begins in late July. This timing issue makes it particularly difficult for new hires to prepare for a new school year. Moreover, due to the delays in the hiring process for teachers some of the highest quality teachers available may already have selected jobs elsewhere.

Another negative impact of the recruitment process for new teachers is the impact it may have on their completing Hawaii teacher licensure requirements prior to the start of the school year. If teachers have not completed their licensure applications and gained certification from the Hawaii Teacher Standards Board prior to start of a semester, they must wait until the next semester that begins once they have gained certification. Thus, a new teacher, who otherwise would be eligible for tenure after two semesters, must wait at least an additional semester until they are eligible to start earning teaching credit towards meeting their tenure requirement because their certification was not completed at the start of their first semester.

The DOE has made some efforts to improve staff development and make it a priority for new and existing employees. The DOE has developed training programs for teachers and new administrators to improve their skills and abilities. However, there is a need for additional training of school support staff related to improving the skills of IT support staff, providing financial and accounting training for individuals involved in the preparation of the AcFin Plan, and training on the functions and capabilities of the Maximo program.

### ***Recruitment and Hiring***

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The current school teacher hiring process is an excessively lengthy, inefficient, and predominantly manual process. The process starts with the schools identifying vacancies in the fall for the next school year. This process can take up to three weeks to complete. After schools generate their vacancy list, they manually reconcile the list to their approved financial plan. Following this reconciliation, schools update



their course descriptions and identify the positions and qualifications they will require in the following year. After these vacancies are identified, vacancy lists are communicated to the DOE. Vacancy lists are posted and the teacher transfer program allowing tenured teachers and second semester Probationary 4 teachers to transfer to a new location begins.

The teacher transfer period is a four step process beginning in February. Tenured teachers can apply for vacant positions and be put on a list for interviews for the newly vacant positions. Second semester Probationary 4 teachers are permitted to apply for vacancies listed, but only for the first transfer period. Once interviews have been completed and transfers have been made, a new list of vacant positions is generated based on these transfers and the process starts over again. This process repeats for four rounds of lists and interviews and runs through late May.

The first transfer period lasts for two weeks followed by a two week break. Transfer periods two through four are one week periods with a two week break between periods two and three. There is no break between periods three and four.

After these first four rounds are complete, vacancy lists are updated and reposted for probationary teachers. Probationary teacher lists are then generated and given to the principals to begin the interview process. Following the exhaustion of the probationary teacher list, a list of new hires is generated and provided to the principals. New hire interviews are conducted and principals then select teachers for their remaining vacant positions.

This process is lengthy and time consuming because the majority of steps are manual processes. Delays in the process have lead to school starting the first day of school without an assigned teacher in all classrooms. Delays in the processing of paperwork for new teachers have also lead to significant delays in new teachers receiving their first paycheck. In some cases, schools have indicated to us that it has taken six to eight weeks before a new teacher has received his or her initial paycheck.

Hiring lists are generated by the district office Personnel Regional Officer (PRO) out of the VAX system and hard copies of the lists are faxed to principals. Because these lists are manual, changes and updates to the school hiring lists are not shared with everyone affected in a timely manner. The current manual process often results in teacher hiring lists that are not updated in a timely manner and which include teachers who have already been hired by another school, or are no longer available for, or interested in, a position. As a result, school administrators have to spend a significant amount of time attempting to contact teachers and schedule interviews with unavailable teachers.

The distribution of school hiring lists lacks a well documented process and is not clearly understood by everyone that depends on the lists. Lists generated by the PRO's in each District are broken up into smaller lists of 8-10 teachers and then shared with each school. It is unclear what process is used to determine which teachers on the list will be shared with which school.

Our review indicated that the process used by the DOE to fill vacancies had a particularly negative impact on two groups. First, probationary teachers who will not receive tenure during the following semester have their positions reposted as vacancies at the end of the school year, with the exception of some special education teachers and some teachers in hard-to-staff schools. As a result, probationary teachers who may have received extensive training, mentoring, and support within their existing school, and who may fit in well with the instructional team and philosophy present at their existing school, are in many



cases forced to give up their successful teaching positions and principals are required to interview other teachers for probationary teacher vacancies.

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Another negative impact of the recruitment effort for new teachers is the impact it may have on their completing Hawaii teacher licensure requirements prior to the start of the school year. If teachers have not completed their licensure applications and gained certification from the Hawaii Teacher Standards Board prior to start of a semester, they must wait until the next semester that begins once they have gained certification. Thus, a new teacher, who otherwise would be eligible for tenure after two semesters, must wait at least an additional semester until they are eligible to start earning teaching credit towards meeting their tenure requirement because their certification was not completed at the start of their first semester.

The DOE is in the process of piloting a Collaborative Human Resource Automation Project (CHAP) that will automate the school hiring list process. The CHAP will shorten the time required to generate and distribute school lists from a three week process to a one day process. Once updates to the school lists are made, they will be communicated immediately. The CHAP is designed to automate updates to course descriptions in eSIS which will allow for automatic matching of teacher qualifications to teach courses in the vacancies they have applied for. The CHAP also is designed to automate the audit and approval of school lists and allow for immediate access by everyone. This should greatly reduce the amount of time spent contacting interviewees who have already been hired or are no longer interested in a position.

### *Conclusion*

School hiring lists are a manual process and updates are not made frequent enough to keep lists up to date. When changes to the lists are made, they are not communicated to school administrators in a timely manner. School administrators spend a significant amount of time contacting potential teachers on the list that have either already been hired or for other reasons are no longer available. The current process results in delay in hiring teachers to fill vacant positions. Hiring lists are often out of date and waste principals' and staff time contacting candidates who are no longer available.

Probationary teachers and external applicants are negatively impacted by the current hiring process. Probationary teachers can be displaced from their position by a tenured teacher regardless of how well that probationary teacher is meeting the needs of the school. Also, because the current transfer process for existing teachers extends into May, external hiring of new teachers is greatly delayed which could result in the loss of qualified new candidates. In addition, the late hiring of external teachers may result in delays in their gaining certification for their licensure and delay them receiving teaching time credit towards their tenure requirements.

The DOE is automating the hiring process with the implementation of the CHAP. This project has the potential of significantly reducing the time and effort required by school administrators and staff to contact potential teachers, schedule interviews, and fill vacant positions.





### ***Recommendations***

Recommendation 3.26 – The DOE should develop detailed policies and procedures documenting how the school hiring lists are to be maintained and distributed.

Recommendation 3.27 – The DOE should continue to move forward with an automated process (CHAP) for adding to and deleting from the school hiring lists and those updates should be communicated electronically to all users of the lists.

Recommendation 3.28 – The DOE should shorten the teacher transfer period and allow probationary teachers and external hires to be interviewed and considered for positions earlier in the teacher transfer process.

### ***Staff Development***

The DOE has made an effort to make staff development a priority in a number of areas. In 1999 the DOE established the Professional Development and Educational Research Institute (PDERI) as a tool for professional inquiry that utilizes best practices in education and standards for educators. For schools to be successful, teachers must be competent and qualified to teach, and administrators must be able to organize and lead their schools to support the work of teachers and provide for their growth. The PDERI provides support and is focused on teacher and administrator development in the following areas:

- **Teacher Development:** The purpose of teacher development is to create a quality professional development program that:
  - Encourages potential candidates into the teaching profession.
  - Provides support for beginning and in-service teachers in learning and implementing effective research-based strategies that lead to high student achievement in meeting the standards.
  - Provides for the development of teacher leaders.
- **Administrator Development:** PDERI's purpose for administrator development is to provide professional development opportunities to build the leadership capacity of our educational administrators to successfully implement the direction of the Board of Education and the State Superintendent.

The DOE has also developed the New Principals Academy to assist new principals. Some of the areas of focus include:

- Budgetary and Fiscal Responsibilities
- Financial Planning
- Daily Operations – Cash Handling
- Personnel Issues
- Student Discipline
- Leadership
- Human Resources

The DOE also provides training opportunities online and through Lotus Notes. Updates are sent out through Lotus Notes on a regular basis to inform teachers and staff of changes to policies and procedures.

While the DOE does provide training in a number of areas as described above, additional training is needed. As discussed previously, the DOE should conduct training for school level staff to ensure they are properly trained on the capabilities and use of the Maximo system. There is also a need for training



related to the school IT support staff to ensure they are capable of meeting the needs of their schools. School office staff would also benefit from finance and accounting training related to the preparation of the AcFin Plan.

### ***Conclusions***

The DOE has developed and offered a wide range of staff development training consistent with the intent of Act 51. Schools could benefit from additional training related to the use and capabilities of the Maximo system, formal training of school site IT support staff, and financial/accounting training to assist with the preparation of the AcFin Plan.

### ***Recommendations***

Recommendation 3.29 – The DOE should continue with its effort to develop teacher and administrators through PDERI.

Recommendation 3.30 – The DOE should develop formal training for school support staff related to the use and capabilities of Maximo, required skills for school IT support staff, and finance and accounting skills required for the preparation of the AcFin Plan.



### **Financial and Administrative Support Activities**

Our review identified several financial and administrative support activities performed by the DOE and the schools that need to be improved. As a result of the Act 51 restructuring of the DOE, there are important areas that still need to be centralized and performed by the DOE Administration to take advantage of economies of scale, while there are other important activities that are best decentralized and performed at the school level. In addition, we identified some activities that offered opportunities for savings.

The Department of Education (DOE) needs to take advantage of the purchasing efficiencies and economies of scale achieved through having a more centralized procurement and purchasing process. For example, in recent years schools have opted to set up their own purchase orders rather than using existing DOE vendor lists. The DOE has not mandated that textbook be purchased from an approved textbook list; rather, schools have been given guidance to do so, but they have not necessarily adhered to such guidance. The DOE needs to improve its efforts to standardize purchasing, simplify the purchasing process, and take advantage of economies of scale available through an improved, centralized purchasing process.

School Community Council members are required to review and approve the School Academic and Financial (AcFin) Plan, but the members of the Council may lack the proper training to fully understand the AcFin Plan. Preparation of the AcFin Plan requires an understanding of budgeting and accounting that may not exist at every school. The Department of Education (DOE) needs to continue to provide additional training to improve the development process for the School AcFin Plans.

The DOE is not fully recovering the cost of providing printing services to schools. Many low cost options exist for obtaining printing services at the school level. The DOE has had to increase funding for printing services to offset losses in the past year. The DOE should fully cost the printing and graphic services it provides to schools at the school level and allow schools the option to purchase services through the DOE or from others.

School Principals have been delegated the responsibility for reporting fixed asset inventory to the DOE. Hawaii state law requires that theft sensitive fixed assets with a value of over \$1,000 be inventoried. However, the DOE has imposed a much more burdensome requirement, such that all items purchased for over \$250 must be inventoried. This \$250 threshold requires the unnecessary inventorying of an enormous amount of property and consumes significant hours of teachers and staff time at schools. In addition, schools spend time disposing of their surplus property via a complex and time consuming process which further burdens teachers and staff. The result is that classrooms are often filled with antiquated and useless equipment and supplies.

The DOE provides student bus transportation to all students living greater than one mile from school. The cost to the DOE regular home-to-school transportation in School Year 2008-09 is estimated to be \$28 million. The DOE recovers approximately \$3 million, or an estimated 9% of its transportation costs from students. The DOE needs to increase the walking radius for regular home-to-school transportation students and increase the fees charged for regular home-to-school transportation services to reduce the approximately 90% subsidy for such services.

Schools are responsible for collecting and accounting for fees and dues associated with a significant number of student activities. These fees are collected by a variety of school faculty and staff members.



Cash that is collected and handled by a large number of staff at school sites may increase the risk and potential for lost funds or theft. These fees must be accounted for separately and tracked by school staff which consumes a significant amount of time. The DOE should evaluate the potential use of smart cards for payment of student dues and fees for school activities.

### ***Procurement Process***

Section 3-121-6(c), HAR, and the Guidelines for Procurement and Contracting, certain services are available from a department or State Procurement Office price/vendor list. In order to minimize the time needed to solicit quotations and determine competitive pricing and vendor qualifications, the State and the department have developed price/vendor lists for frequently purchased services. These lists assure access to competitively priced services provided by qualified vendors.

Board of Education Policy for Instructional Materials 2200 Series Instruction Policy 2240 Instructional Materials Policy states that “The Office of Curriculum, Instruction and Student Support shall provide a list of recommended textbooks and other instructional materials for select curricular areas. It shall also provide general and content-specific evaluation criteria for schools to use when evaluating instructional materials.”

The policy further states that “schools that select texts and instructional materials not on the list of recommended texts and instructional materials shall demonstrate that these materials will better support their students’ learning needs. Evidence shall include statewide assessment results and other data documenting student achievement.”

According to the Guidelines for Procurement and Contracting, Procurement of Goods, Section D.4 Small Purchase Procurement – less than \$25,000 states that “Small purchases of goods shall be done via PO”. Expenditures with an estimated total cost that is less than \$5000 are to be purchased “from the best available source”.

In July of 2005, Act 51 took effect empowering the DOE to manage its own procurement process and develop its own policies and procedures. As a result, the DOE had the authority to manage its own procurement of goods and services.

The procurement of goods and services for the DOE is directed by the Guidelines for Procurement and Contracting issued by the Procurement and Contracts Branch. The Guidelines provide direction on the proper methods to procure various types of goods and services. The Guidelines for Procurement and Contracting are intended to standardize and decentralize the DOE’s procurement process.

The Guidelines were issued to the DOE’s complex area superintendents, assistant superintendents, principals, and directors in order to bring greater awareness and understanding of the various methods of procurement and contracting. The guidelines provide a work flow process for each procurement scenario and procurement and contracting forms.

The guidelines were accompanied by a memorandum from the Superintendent entitled “Delegation of Procurement Authority for Chapters 102, 103D and 103F, Hawai‘i Revised Statutes (HRS),” dated April 7, 2006 and updated on February 2, 2007. This memorandum delegated the Superintendent’s authority to procure goods and services as the chief procurement officer to the deputy superintendent, assistant superintendents, complex area superintendents, directors, and principals.



Our review focused on procurement activities at the school sites and was focused around the following types of procurement activities:

- Purchase Orders - Purchase orders are used in place of contracts for small purchase procurements.
- Price/vendor list – Price and vendor lists are to be utilized for certain services available from a department or State Procurement Office. The State and the DOE have developed price/vendor lists for frequently purchased services. These lists are intended to assure access to competitively priced services provided by qualified vendors. Some price/vendor lists are mandatory and others are optional, allowing purchasers to purchase from another source if the list does not meet their needs. If the service on the list does not meet school or office needs, request for approval to purchase from another source can be made by completing a DOE Form 5, Request for Exception from Price List.
- P-card - The purchasing cards (P-cards) act much like credit cards and are intended to streamline the small purchase and payment process by eliminating the use of purchase orders. Once a month, the DOE makes a single payment to the card issuer for all P-card purchases made. P-cards also have built-in controls that can be customized to meet the specific needs of the cardholder and agency. These controls include purchasing limits and restricting purchases charged to blocked Merchant Category Codes (MCCs). Authorization criteria include purchase limits on single transactions, the number of transactions allowed per day and month, and monthly spending limits.

Based on our review of current DOE policies and procedures, interviews with school site and DOE staff, and review of prior audits, we documented a number of potential issues with the current procurement structure that may act as barriers to the DOE achieving the economies of scale available to an organization its size.

The DOE lacks an effective system of controls around their procurement process to help ensure the schools effectively carrying out their procurement responsibilities. The DOE does not appear to adequately monitor procurement activities nor take appropriate action to identify and correct non-compliance with procurement policy as indicated in the “Procurement Audit of the Department of Education: Part 1 and 2”, issued in 2009.

Purchase orders appear to be the preferred procurement method used at school sites. Schools typically execute purchase orders with vendors to purchase goods and services rather than utilize DOE approved price/vendor lists. While schools are permitted to utilize purchase orders for purchases, this option does not utilize the benefits and discounts that should be available through purchases made from an approved price/vendor list. It appears that purchase orders are preferred because they require little effort to identify suppliers of goods and services and allow schools to quickly make their purchases.

The current price and vendor lists appear to have a limited number of companies from which to purchase goods and services and are not updated regularly. School site staff expressed difficulties and frustration with identifying vendors on the lists to purchase from and instead set up their own purchase orders rather than using price and vendor lists, or using purchase orders set up by the DOE. Because schools are not using these DOE price lists regularly, schools are not taking advantage of the economies of scale that can be obtained and the savings available through goods purchased at a discounted price. The DOE needs to make an effort to keep price/vendor lists current and encourage schools to use these lists for their routine purchases.



In addition to price/vendor lists, the DOE provides schools with standardized textbook purchasing lists. To date, the DOE has not mandated that the standardized textbook purchasing lists be followed by schools. While the DOE has provided a list of recommended textbooks, they have not mandated selection of textbooks from approved lists. If schools deviate from the recommended list, they are required to demonstrate that the selected materials better meet the needs of their students, but the description of evidence that may be used to demonstrate this is so broad that the requirement is ineffective as a control.

P-Cards are not being used by schools to effectively manage and streamline their small purchase and payment processes and minimize the use of purchase orders. There appears to be a lack of understanding of the benefits associated with the use of P-Cards and the convenience and ease of purchasing goods and services without having to establish a purchase order agreement or price/vendor list. There are also benefits to be gained by the significant reduction in the amount of paperwork associated with the use of P-Cards. Instead of making multiple payments to various vendors, one monthly payment is made to the card issuer to pay for all charges incurred. However, our discussions with principals indicated that principals do not make use of P-Cards due to burdensome rules and a presumption of risk of misuse.

### *Conclusion*

While the enactment of Act 51 provided schools more freedom in their purchasing and procurement activities, it also may have led to some of the current issues in the purchasing process, such as not utilizing price/vendor lists to purchase goods and services at a discount, reliance on purchase orders for commonly purchased goods, and the absence of a mandated textbook purchasing policy. The Act initiated a comprehensive change in the DOE by transferring procurement authority from a centralized state system to the DOE's control. Following its enactment, the DOE quickly inherited enormous responsibility and accountability.

Unfortunately, the DOE lacks an effective system of controls around their procurement process to help ensure the schools effectively carrying out their procurement activities. As a result of this decentralization of authority, the DOE does not appear to adequately monitor procurement activities nor take appropriate action to identify and correct non-compliance with procurement policy as indicated in the "Procurement Audit of the Department of Education: Part 1 and 2", issued in 2009.

The DOE is not benefiting from economies of scale due to a lack of effort to encourage the use of vendor and price lists. Because lists are not updated regularly and a more comprehensive list of vendors has not been established, schools often seek other means to meet their procurement needs. Schools are not using these DOE price lists regularly, and as a result are not taking advantage of the economies of scale that can be obtained, and the savings available, through goods purchased at a discounted price.

In the absence of a mandated, standardized textbook purchasing policy, there is a lack of continuity among complex areas regarding which textbooks are used, and as a result, the potential benefit derived from bulk purchases of textbooks is not maximized. Also, there appears to be articulation problems between schools and complexes when students are not required to use the same textbooks and transfer to a new school.

There are benefits to be gained by the use of P-Cards for small purchases. For instance, there is a significant reduction in the amount of paperwork associated with the use of P-Cards. Instead of having to make multiple payments to various vendors, one monthly payment is made to the card issuer to pay for all charges incurred.



### ***Recommendations***

In an effort to take advantages of the economies of scale available through purchasing agreement and to strengthen procurement policies and internal controls, the DOE should consider the following activities:

Recommendation 3.31 – The DOE should establish an objective task force to identify and prioritize financial and administrative support activities to be centralized or decentralized. The task force priorities should be improvement of classroom teaching and opportunities for savings.

Recommendation 3.32 - The DOE should follow previous audit report recommendations from the “Procurement Audit of the Department of Education: Part 1 and 2”, issued in 2009 and the Financial Statement Audit, issued in 2007, related to the design, development, and operation of an effective internal control system based on the Committee of Sponsoring Organizations of the Treadway Commission’s published findings in Internal Control Integrated Framework.

Recommendation 3.33 - The DOE should establish improved policies and procedures for procurement of goods and services.

Recommendation 3.34 - The DOE should establish and enforce more rigorous policies and procedures for textbook purchasing.

Recommendation 3.35 - The DOE should maintain established vendor lists for purchases and identify new vendors to enhance these lists. The DOE should also make it a priority to ensure these lists are updated on a regular basis.

Recommendation 3.36 - The DOE should establish blanket purchase orders to be utilized by all schools to help ensure that economies of scale are taken advantage of when purchases are made.

Recommendation 3.37 - The DOE should take advantage of available technology and automate the purchase order system to expedite and streamline DOE approval and processing.

Recommendation 3.38 – The DOE should educate the complex areas and schools on the benefits of using P-Cards and minimize restrictions on the use of P-Cards for small purchases.

### ***Academic and Financial Plan***

The Academics and Financial Plan (AcFin Plan) review and approval process has been in effect for three years. Each school is required to prepare and submit an AcFin Plan to their School Community Council for review. The plan is then submitted to the Complex Area Superintendent (CAS) for their review and approval. Through our interviews with school administrators, DOE staff, and meetings with School Community Council focus groups we noted a number of issues with the current AcFin Plan development process.

School administrators have expressed concerns about the tight timeframes associated with the AcFin Plan. This relatively short timeline of when budget and funding figures are going to be available for inclusions in the AcFin Plan has been problematic for some school administrators and staff. They have expressed difficulty completing the AcFin Plans in a satisfactory manner in the short allotted time between when the budgeted numbers are provided to use in their plan and the required plan submittal date.



School Community Council members have expressed concerns due to difficulties in reviewing and understanding the Plans. These difficulties appear to be related to a lack of understanding regarding how financial information is presented in the Plans. They felt there was a lack of transparency related to formulas and numbers provided in the Plan making it difficult to analyze. This may be partially due to fact that while training has been provided to administrators regarding how the Plans are to be prepared, not all individuals involved in the planning process have received or attended the necessary training. In addition, the new role of the Business Manager at the Complex level is not clearly defined. This position should be an important resource to help the AcFin Plan process and training.

Hawaii Bill 1409 section 302A-1124 mandated the initiation of School Community Councils. The Bill specifically stated that:

“The department, through the board and its superintendent, shall establish a school community council system under which each public school, excluding charter schools, shall create and maintain a school community council. Each school community council shall:

- (1) Review and evaluate the school's academic plan and financial plan, and either recommend revisions of the plans to the principal, or recommend the plans for approval by the complex area superintendent;
- (2) Ensure that the school's academic and financial plans are consistent with the educational accountability”

Since School Community Council members are required to review and approve the AcFin Plan, it is imperative they understand the planning process.

One of the reasons for these issues is probably related to the fact that this is a relatively new process and that the AcFin planning process has been changing and evolving over the past three years.

### ***Conclusion***

Preparation of the financial sections of the AcFin Plans may require individuals with experience in budgeting, accounting and finance. Because schools are not required to hire administrative staff with this type of background, schools may lack the experienced personnel necessary to fully understand and complete a financial plan.

Our discussions also revealed that some of the school and community personnel involved in the AcFin planning process had not received training. As a result, school financial plans may not be prepared as well as possible and may not be as useful as a management tool. Because these Plans are to be used throughout the year for the effective management of schools, it is important that they are as accurate and reliable as possible.

### ***Recommendations***

Recommendation 3.39 - The DOE should develop clear policies and procedures detailing how the AcFin Plans are to be completed. Better guidelines and clearly communicated policies and procedures should strengthen the accuracy and reliability of the Plans and make them a more useful management tool.

Recommendation 3.40 - The CAS and Business Managers should provide comprehensive training and support to schools and individuals in the preparation and submission of their AcFin Plans. Such support should include preparing initial drafts of Financial Plans when requested by schools. This will help to ensure that schools have the skills, knowledge and support necessary to complete the plans.





**Printing Services**

The Office of School Facilities and Support Services, Auxiliary Services Branch has a Reprographic Section which contains a Graphic Services Unit and a Printing Unit. The Reprographics Section designs, prints and distributes most of the Department’s publications. For Calendar Year 2008, the Printing Unit performed approximately 1,970 printing jobs for the DOE and the schools. The Reprographics Section gives each District an allotment out of its own budget for printing services. If the schools go over their allotment they are billed for the additional cost. The total budget for the DOE’s Printing Unit was \$434,728 in 2008. For Calendar year 2008, the Printing Unit billed schools an additional \$162,818 for printing services in excess of schools’ allotments. Since the Reprographic Section only charges the schools for the cost of the paper and binding materials, it is not fully costing its printing services. Many local options exist to get printing and graphic services at a low cost; however, in the absence of fully costed prices, schools have no means of comparing DOE’s costs to the prices charged by other providers.

As shown in Exhibit III-3.5, during Fiscal Year 2006-2007 a total of \$58,140 in allotments was given to the schools. The amounts were increased in Fiscal Year 2007-2008 to \$105, 570. Although the allotments are fiscal year allocations, schools are billed by Calendar Year. In Calendar Year 2008, the Reprographics Section billed the schools more than in Calendar Year 2007 even with the increased allotment amounts.

Exhibit III-3.5 – Allotment Amount given to each District by the Reprographics Section

	<b>FY 2006-2007 Allotment</b>	<b>FY 2007-2008 Allotment</b>
Honolulu	\$14,156	\$21,114
Central	\$12,580	\$14,076
Leeward	\$8,832	\$14,076
Windward	\$9,912	\$14,076
Hawaii	\$5,680	\$21,114
Maui	\$4,680	\$14,076
Kauai	\$2,300	\$7,038
<b>Total Allotment</b>	<b>\$58,140</b>	<b>\$105,570</b>

**Conclusion**

The DOE is not capturing and allocating the full cost of offering printing services. The amount of time and money spent by the DOE providing staff and financial assistance for printing assistance is not being taken into full consideration in charging the schools. Since the DOE is only charging for the cost of the paper used, and not the time and effort of their employees, the DOE may be losing money by offering these services. The DOE needs to revisit its charges to schools and fully cost out its services. Then, schools should be able to purchase the DOE’s services or choose other alternatives if they are more cost effective.

**Recommendation**

Recommendation 3.41 – The DOE should fully cost out the printing services it provides to schools, including DOE staff time. By costing both the materials and staff time, the DOE will be able to see the true cost of providing printing services to the schools and then schools could choose to purchase these services centrally from the DOE or go elsewhere if the services could be provided more economically by another provider.



### ***Fixed Asset Inventory***

School Principals have been delegated the responsibility for reporting fixed asset inventory to the DOE. Hawaii state law requires that theft sensitive fixed assets with a value of over \$1,000 be inventoried. Hawaii DOE requires items over \$250 be inventoried. This \$250 threshold necessitates the inventory of an extensive amount of property and consumes significant hours of teacher and staff time.

Hawaii state law requires that records of state owned property be maintained. Schools are required to report fixed asset inventory to the DOE. The DOE has delegated the responsibility to the principals. Hawaii state law states that a fixed asset is any State owned property with a cost of \$250 or more and a life expectancy of one or more years. Fixed assets that are theft sensitive, and have a value of one thousand dollars (\$1,000) or more must be inventoried. However, as Exhibit III-3.6 shows below, schools maintain inventory on many items which no longer warrant being on the inventory lists because they are worth less than the \$1,000 theft sensitive threshold.

Exhibit III-3.6 – Sample of Inventoried Items at a School

<b>Description</b>	<b>Acquired</b>	<b>Original Cost</b>
Desk, Single Pedestal	June-94	\$395.00
Word Processing System	November-85	\$487.97
Typewriter Electric	January-79	\$515.00
Typewriter Electric	December-75	\$430.00
Table, Multi Pupil	June-94	\$260.00
Table, Multi Pupil	June-94	\$160
IBM Computer, Micro-Video DIS	September-93	\$342.16
Computer Printer	August-93	\$384.38
Television- Color	September-96	\$366.92
Computer Furniture, Table	December-96	\$280.19

Inventory is classified by location and by subclass code. At one school we visited, there were 179 different locations being inventoried with a total value of \$ 4,348,362.20. There are multiple persons performing fixed asset inventory, at schools, including teachers responsible for inventorying their classrooms. Performing fixed asset inventory is a paperwork intensive process. Front office staff has been delegated the responsibility of maintaining the school inventory list and entering the information into Financial Management System (FMS) in the schools in the Moanalua Complex. Our review showed that many of the inventory codes are obsolete or outdated, therefore inventoried items are listed as “other” the majority of the time.

In addition to the extensive list of items that have to be inventoried, school teachers and staff are also responsible for the process of having old items removed from the list and the disposition of those items. To dispose of an inventoried item, a request to dispose form must be completed by the school for items above \$250. The form is then submitted to DOE Inventory for approval. If approved, the schools approved copy of the form is returned to the school with a Certification of Disposal form requiring a school authorized signature. After signing the original Certificate of Disposal form, it is returned to DOE Inventory. At this point the school has the responsibility of disposing of the item.



### ***Conclusion***

The DOE's inventory policy is outdated. It appears unnecessary items are being inventoried. By having low threshold amounts of \$250, school staff are spending too much time inventorying the numerous items that meet the threshold amount. The lists may even be inaccurate and unreliable since items on the list are dated, which could result in making the tracking of assets difficult due to poor inventory standards. It is time consuming for teachers to inventory fixed assets in the classroom. The process is manual as teachers must fill out paperwork and submit to the account clerk. Moreover, the DOE's policy of using a \$250 threshold for inventorying items is below the State of Hawaii's threshold of \$1,000.

The procedure for the disposal of inventoried equipment creates a burden on teachers and school office staff. This process is time consuming and would be bettered handled centrally. After all of the paperwork has been submitted and approved, the school is still responsible for disposing of the item.

### ***Recommendations***

Recommendation 3.42 – The DOE should increase the inventory threshold on the value of inventoried items from \$250 to \$1,000. By increasing the inventory threshold amount, fewer items would be inventoried, making the inventory list more reliable, making it less difficult to track fixed assets.

Recommendation 3.43 – The DOE should enhance the automation of the inventory process to decrease the amount of time staff and teachers are spending on inventorying fixed assets. Automating the list will save time and help ensure a more accurate inventory list.

Recommendation 3.44 – The DOE should perform a clean up of all inventory lists, removing fixed assets that do not meet the threshold requirements. Items on the list that no longer meet the threshold will be removed, ensuring a more accurate inventory list.

Recommendation 3.45 – The DOE should update the fixed asset inventory codes to ensure accurate reporting fixed assets. This would prevent the use of using the wrong or "other" codes and ensure an accurate and reliable inventory list.

Recommendation 3.46 – The DOE should update written procedures and policies to reduce inventory requirements. Policies and procedures will need to be updated to reflect the new inventory threshold and requirements.

Recommendation 3.47 – The DOE should centralize its efforts to dispose of unwanted inventory from schools.

### ***Student Transportation***

Student bus transportation is currently provided to regular home-to-school students in kindergarten through grade 12 in Hawaii who live greater than one mile walking radius away from schools (Hawaii Administrative Rules 8-27-5). The Student Transportation Services Branch within the DOE is responsible for providing school bus transportation to approximately 40,000 students. For school year 2008-2009 the DOE spent an estimated \$55 million on student transportation services, including approximately \$27 million for special needs students and \$28 million for students receiving regular home-to-school transportation. On average, regular home-to-school transportation students pay approximately \$120 per year for roundtrip bus transportation. In school year 2008-09, the DOE expects to collect an estimated \$3



million of the \$28 million it spends on regular home-to-school transportation in student transportation fees, or approximately 9% of its costs.

The \$120 paid by students per year for student transportation in Hawaii is considerably lower than what other school districts throughout the country charge their students. Comparative research shows that the amount the students in school districts in other states pay may range from \$180 to \$360 annually. Some school districts charge more or less depending on the students' grade level. Thus, if the DOE increased the amount that students pay on average by 50% to \$180, or roughly the bottom for the range, they could recover a greater portion of its regular home-to-school transportation costs.

The DOE currently has a one mile walking radius from schools for students to be eligible for regular home-to-school transportation for all grades. In other states that do not mandate home-to-school transportation, such as Hawaii, school districts have increased the walking radius from schools for students to be eligible for home-to-school transportation. Exhibit III-3.7, shown below, illustrates Hawaii's current one mile walking radius with those in use by other school districts.

Exhibit III-3.7 – Analysis of Home-to-School Regular Transportation Walking Radius

<b>Grade Level</b>	<b>Hawaii's Home-to-School Walking Radius</b>	<b>Other School Districts' Walking Radius</b>
K-3	1.0 mile	¾ mile to 1.0 miles
4-6	1.0 mile	1.0 – 2.0 miles
Middle School (7-8)	1.0 mile	1.5 – 2.8 miles
High School (9-12)	1.0 mile	2.0 – 3.0 miles

Exhibit III-3.7 shows that the potential exists for the DOE to increase its walking radius for regular home-to-school transportation services to reduce its costs. A conservative estimate of the potential savings from increasing the walking radius for regular home-to-school transportation services would be \$4 million to \$5 million. The DOE would need to conduct a modeling of the potential savings available by changing the home-to-school walking radius for various grade levels and determine the number of students potentially affected and the potential cost savings.

Each school is responsible for the collection of student transportation applications as well as the fees. Recently, a School Bus Transportation Website was launched during school year 2008-2009. Parents are able to download the student transportation application and check the status of the application. However, the form and payments are still collected at the schools. The schools forward the applications to the DOE, and deposit the monies collected into a general DOE transportation bank account. The DOE provides a small payment to the schools for this service.

### **Conclusion**

The DOE's policy on regular student home-to-school transportation appears to be outdated. As a result, the DOE is not charging students a similar amount for these transportation services as compared to other school districts in the Nation. Moreover, the DOE's walking radius of allowing all students who live greater than one mile away from school to be eligible for student transportation is more flexible and costly, than numerous other districts in the Nation. In addition, since the schools are responsible for the collection of student transportation applications and fees, the DOE may not be capturing the actual cost to the DOE in providing school bus transportation to students.



### ***Recommendations***

Recommendation 3.48 – The DOE should consider increasing the distance for secondary students (middle and high school students) from one mile to up to 3 miles, depending on grade level. This would reduce the number of students eligible for student bus transportation, with a conservative estimate of cost savings of a range of \$4 million to \$5 million to the DOE.

Recommendation 3.49 – The DOE should consider increasing the fees for student transportation to recover a greater portion of the expense. This would reduce the amount of money the DOE is subsidizing to make up the actual cost of providing student bus transportation services to students.

### ***Cash Collection and Handling***

Schools are responsible for collecting and accounting for fees and dues associated with a large number of student activities. Some of the major activities for which the schools collect fees include;

- Registration and collection of student bus fees
- Collection of school lunch money
- Class dues
- Student Association dues
- Yearbooks
- Newspapers
- School club dues
- Graduation fees (cap and gown)
- Library fines
- Field Trips

These fees and dues are collected by school office staff, teachers, lunch clerks, and other school employees. Cash collected outside of the business office is required to be turned in daily to the business office, counted in the presence of two individuals, a receipt is to be issued, and deposited daily into the bank. Cash that is collected and handled by a large number of staff at school sites may increase the risk and potential for lost funds or theft.

As part of our review, we conducted interviews with school staff, performed walk throughs of cash handling procedures, and reviewed prior audits. We noted that although cash is to be collected and deposited into one school account, on a daily basis, this does not always occur.

Schools are required to collect fees and dues for a large number of activities. Because they are required to deposit these fees and dues into one account, schools have to maintain a separate ledger to track account balances for each separate account. Numerous sub-accounts are required to separately track funds collected and deposited in the Local School Fund account. One of the high schools we reviewed had over 140 sub-accounts they had to monitor and track. As a result, the monthly reconciliation of sub-accounts to local school fund bank statements is a time consuming process.

Smart card technology is being used increasingly in educational institutions for financial transactions because it has been shown to reduce time-consuming manual transactions, provide improved payment and collection capability, and improve the tracking, reporting and reconciliation of funds.



### ***Conclusion***

The balancing and reconciliation of funds collected at schools is a time consuming process for teachers and office staff. Because funds collected for different activities have to be tracked separately but deposited into one local school fund account, a separate ledger has to be maintained of school office staff. Cash and checks are collected by a wide range of school employees increases the potential for the loss of funds. Cash handling policies requiring all cash to be deposited on a daily basis are not consistently followed.

### ***Recommendations***

Recommendation 3.50 – The DOE should evaluate the use of smart card technology to reduce the extensive administrative burden in schools associated with collecting, handling and reconciling fees and dues associated with student activities in schools.



## **Organizational Roles and Responsibilities**

The restructuring of responsibilities and accountabilities within the DOE resulting from the implementation of Act 51 has resulted in decentralization of the DOE and flattening of its organizational structure. While this has succeeded minimizing management layers in the DOE, there have been some unintended consequences.

One consequence is that, the DOE Superintendent is currently responsible for more than 20 direct reports, which is unwieldy and highly unusual for a large state-wide organization like the DOE. Having so many direct reports inherently compromises the Superintendent's ability to focus on strategic goals and objectives as well as change management.

The flattened structure of the DOE also has significantly increased the administrative responsibilities and burden for complex area staff, principals, teachers and school staff. Moreover, lacking many of the needed integrated systems, processes, and procedures characteristic within an effective administrative and support services organization, principals, teachers and staff are increasingly caught in a dilemma of completing their administrative responsibilities at the expense of their educational duties.

The greatest burden appears to have fallen on school principals, whose job responsibilities have evolved to encompass an extremely broad and complex set of duties. The DOE has recognized this and attempted to assist principals by establishing staff support positions in the complex areas, including the Business Manager and Administrative Service Assistant positions. However, there is currently some confusion over these individuals' roles, and inconsistency in how their functions are performed, which limits their effectiveness in providing support to principals.

With a disproportionate administrative and support burden being placed on school principals, and not being effectively relieved by complex area staff, a portion of this burden is inevitably shifted to teachers. As previously discussed in the Survey Results section, our survey of teachers showed that 57.9% of the respondents indicated that the amount of time they spend on administrative and support activities as part of their teaching responsibilities tended to be very high or high. The significant amount of time that teachers are spending on administrative and support activities has a negative impact on the amount of time they have available for providing educational services to students.

Our major recommendations in this area are the following:

- Modify reporting relationships within the DOE to reduce the number of direct reports to the Superintendent and give him or her more time to focus on strategic goals and objectives as well as change management
- Develop a CAS' and a Principal's business systems, processes, and policies and procedures handbook
- Review the role of the CAS as the educational leader of a complex area
- Clarify the role of the complex area Business Manager to maximize his or her effectiveness, and redefine the role of the complex area Administrative Services Assistant to be a technical advisor and support role versus a monitoring and enforcement role
- Develop a business dashboard for use by the DOE, complex areas and principals to provide early identification of emerging business issues
- Reevaluate the broad span of control of principals and identify strategies to lessen their supervisory work loads



### *Changes in Roles and Responsibilities*

When the Legislature passed Act 51 in 2004 aimed at implementing comprehensive education reform in Hawaii's public Schools, it set off a cascade of change in organizational roles and responsibilities within the State's educational system at the State, complex, and school levels. First, the DOE decentralized its operations through the creation of the complex area system, including hiring complex area superintendents. Second, the Act further empowered principals to be the educational leaders of their schools with more authority relating to budgeting and more flexibility to expend funds, while at the same time holding principals more accountable for their performance. Finally, the Act increased community involvement and encouraged greater support through school community councils and parent-community networking.

While the DOE has reduced the numbers of layers of management within its organization over the past few years, the administrative burden for principals, teachers and school staff has significantly increased. A total of 57.9% of the teachers responding to our survey in the Moanalua Complex Area indicated that the amount of time spent on administrative and support activities tends to be very high or high. Moreover, the most frequent, or modal response to our survey was that teachers and administrators spend 30% of their time on administrative and support activities, while median amount of time spend on these activities averaged was 50%. As a result, the increased amount of time spent on administrative and support activities is perceived as negatively impacting the amount and quality of educational services being provided to students.

### *Layers of Management*

The number of layers of management above the lowest level staff member within an organization to the top decision-maker in an organization is indicative of the complexity of the reporting structure within an organization. For example, an organization with a president, vice president and nine line staff has two layers of management. Conversely, an organization with a president, vice president, four divisional chiefs, and five management bureaus, and 100 line staff all reporting through each level has four levels of management.

We examined the number of layers of management in the DOE, the Moanalua Complex, and the schools within the Moanalua Complex and found that the DOE has made a conscious effort to remove layers of management and flatten its organization structure since the passage of Act 51. Currently, there are only three layers of management between the line staff at schools in the Moanalua Complex and the DOE Superintendent. All of the line staff at the schools in the Moanalua Complex Area report to the principals in their respective schools which represent the first layer of management. The principals, in turn, report to the Complex Area Superintendent, who represents the second layer of management. Next, the Complex Area Superintendent reports directly to the DOE Superintendent, who represents the third layer of management.

Generally speaking, by eliminating unnecessary layers of management, the DOE has increased accountability and responsibility both at the complex level and the school level through the delegation of authority which ultimately should enhance the speed of the decision-making process to the areas of greatest need. However, a consequence of the DOE's flattening of its organizational structure has been that the Deputy Superintendent, all five Assistant Superintendents, various DOE staff offices, and all 15 CAS's currently report directly to the DOE Superintendent. Requiring the leader of the Hawaii public school system to be responsible for more than 20 direct reports is unwieldy and highly unusual for a large state-wide organization like the DOE. It inherently compromises the Superintendent's ability to focus on strategic goals and objectives and related issues such as change management.

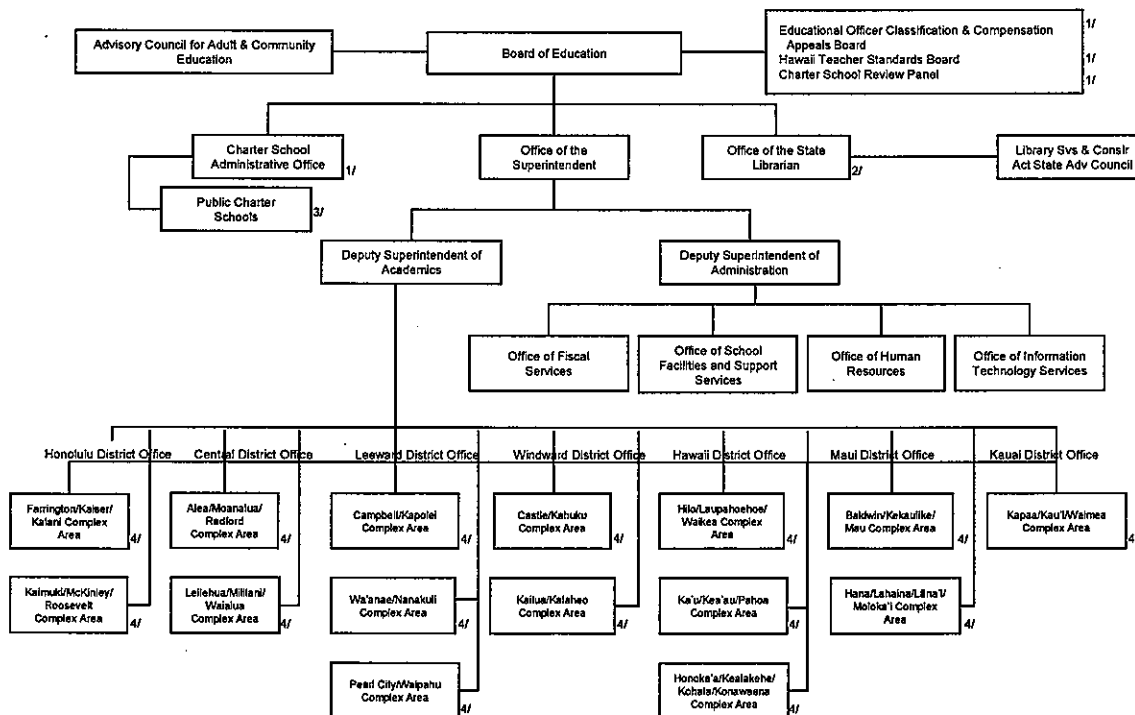




It is more common nationally for school superintendents to have a handful of senior direct reports responsible for the major functions of curriculum/instruction, administrative support and school operations. For example, the existing position of Assistant Superintendent for Curriculum, Instruction and Student Support could be converted to a Deputy Superintendent of Academics who would remain responsible for the Office of Curriculum, Instruction and Student Support while also managing the 15 CAS's. At the same time, the existing Deputy Superintendent position which has no direct reports could be converted to a Deputy Superintendent of Administration who would manage the Assistant Superintendents for School Facilities and Support Services, Human Resources, Information Technology Services, and Fiscal Services. With just these changes, the number of direct reports to the DOE Superintendent would be reduced significantly from more than 20 that currently report to her.

A revised organization chart showing the effect of these changes is shown below for illustrative purposes in Exhibit 3.8. Obviously, there are alternative changes that could be made to reduce the number of direct reports to the Superintendent. The important point is that some reorganization of this kind is essential to give the Superintendent maximum opportunity to devise, obtain BOE approval of, and execute an effective strategic vision for the DOE that encompasses genuine change. Such a structure could be implemented by the Hawaii DOE without adding any new senior educational officers or radically changing the existing organizational structure by making a few key changes in existing reporting relationships.

Exhibit 3.8 – Example of a Potential Revised DOE Organization Structure



**Reporting Relationships**

The duty statement of the Principal states that the Principal has immediate responsibility for the total operation of the school, including the fact that the Principal: “may supervise administrative personnel and supervises clerical and support service personnel in administering and managing the business, teacher



personnel, pupil personnel, facilities and grounds maintenance, lunch services, and auxiliary programs and functions of the school; and performs other duties as required.” Moreover, the Principal is responsible for the evaluation and rating of all school personnel. The Vice Principals duty statement differs in that the Vice Principal *assists* in the total operation of the school and *participates* in evaluating and rating school personnel.

While we witnessed some informal delegation of authority at the individual schools, such as having a Vice Principal at the Moanalua High School handle some delegated supervisory responsibilities from the Principal, or having a School Administrative Services Assistant (SASA) informally oversee the work of clerks, it was ultimately the Principal’s job at each school to supervise and evaluate all teachers and staff and conduct their performance reviews.

We observed that at most of the schools in the Moanalua Complex, the majority of the staff report to the Principal. Schools that have Vice Principals may have reporting relationships delegated to them by the Principal. For example, at Moanalua High School, the Principal has informally delegated administrative duties across the four Vice Principals. Some of the Vice Principals do evaluate personnel depending on the level of experience. For instance, if the Vice Principal is acting, or an intern, then the levels of delegation will vary and the Principal may have to perform more duties. Conversely, at Shafter Elementary School, which is a smaller school, and therefore does not have a Vice Principal, the Principal is responsible for supervising all of the staff. Our review indicated that some Principals are responsible for supervising more than 40 professional and administrative staff.

The DOE may want to encourage the use of lead positions, in which a position generally fulfills a leadership role and has some supervisory authority to ease the supervisory burden on Principals. For example, the Librarian may supervise the activities of the Library Assistant, and the Food Services Manager could supervise the activities of the Cafeteria Helpers, Bakers, and Cooks. Informally, this practice may be occurring in some of the schools; however, the Principals are still ultimately responsible for evaluating all employees. The lead roles could be delegated the task of performing evaluations and rating staff. This would help lessen some of the administrative responsibilities for the Principals, and in some cases the Vice Principals.

### ***Administrative Support Staff***

Another measure of operational efficiency and/or organizational/operational leanness is the percentage of administrative support staff in an organization to the overall number of professionals within the Moanalua Complex schools. For example, the School Administrative Services Assistant (SASA) is performing multiple job functions besides assisting the Principals and Vice Principals. The SASA is responsible for office management, secretarial duties, fiscal and inventory recordkeeping, office services and clerical work, student services, payroll, and ancillary duties. The SASA may in some cases be responsible for informally supervising clerical personnel and may have some input in the evaluation of clerical personnel, although that isn’t necessarily the case in all schools.

Exhibit III-3.9, shown below, shows the ratio of professionals (including principals, vice principals, and teachers) to the administrative support staff at the six schools within the Moanalua Complex.



Exhibit III-3.9 – Ratio of School-Based Professionals to School-Based Administrative Support Staff

School Name	Number of Principals	Number of Vice Principals	Number of Teachers *	Total Professionals	Number of Administrative Support Staff**	Ratio of Professional to Administrative Support Staff
Moanalua High School	1	4	114.5	119.5	8	14.9:1
Moanalua Middle School	1	1	45.5	47.5	5	9.5:1
Moanalua Elementary School	1	1	41	43	2.5	17.2:1
Red Hill Elementary School	1	0	25	26	2	13:1
Salt Lake Elementary School	1	1	38.5	40.5	5	8.1:1
Shafter Elementary School	1	0	13	14	2	7:1

\* Includes Elementary, Secondary, General Education, ROTC, District Office and Special Education Teachers

\*\*Based on Full-time Equivalent Staff

The ratio of professionals to administrative support staff ranges from a high of 17.2:1 at Moanalua Elementary School to a low of 7:1 at Shafter Elementary School. These ratios translate into administrative staff percentages ranging from 5.5% at Moanalua Elementary School to 14.3% at Shafter Elementary School. The ratio of students to teachers in the DOE is comparable to the national average. Based on school year 2006-07 National Center for Education Statistics data, the national average ratio for students to teachers is 15.5:1. In Hawaii, the DOE reported 16.0:1 students to teachers in school year 2006-07. Since the ratio of professionals to administrative support staff seems relatively lean in the Complex and Hawaii's student teacher ratio is in line with the rest of the nation, there does not appear to be additional staff or teachers to handle the additional burden resulting from Hawaii's administrative requirements at the school level or its antiquated business systems and processes. As a result, it is logical to assume that teachers have had to pick up the administrative slack and divert valuable time from their teaching activities.

Since the realignment of the DOE and the creation of the complex areas, the responsibilities of several new and existing positions have been developed or enhanced with the intention of alleviating administrative burdens on schools. These include the role of the Complex Area Superintendent, the Complex Area Business Manager, the Administrative Service Assistant, and the Principals at the local schools.

Each of the 15 complex areas within the DOE is supervised by a Complex Area Superintendent (CAS). The CAS reports to the Superintendent and is responsible for supervising the high school, the feeder middle school and elementary schools in the complex area. The CAS also oversees the various support functions and services provided by the complex office staff to the schools.

The CAS is responsible for serving as the educational leader of his or her respective complex area. However, there are concerns that the CAS' role had become very compliance oriented and has diverted the CAS' focus from that of educational leadership. In addition, after there has been no change in the salary of the CAS. As a result, most if not all principals are paid significantly more than the CAS, who is



in fact their supervisor. This has resulted in many CAS positions going unfilled or having had an “acting CAS” because the position has been difficult to recruit for or attract applicants. Thus, if the DOE expects to recruit the best educational leaders, it must seriously consider the compensation issue.

A key position that was created within each of the 15 complex areas was the position of Complex Area Business Manager (CABM). The CABM is supposed to provide direct business and financial management assistance to principals and CAS’s in the area of school-based budgeting, academic and financial plans, financial reporting and mentoring, budget vs. actual variance analysis, preparing and presenting financial recommendations to the school and complex area administrators, facilities management (repair, maintenance and capitol improvement projects), understanding and providing guidance on procurement transactions and laws, internal financial controls monitoring, following (DOE) financial guidelines, policies and procedures; and overall business administration. Our review found that there continues to be some confusion regarding the role of the CABM’s and inconsistency in the functions they perform.

The Administrative Service Assistant (ASA) within a complex area serves as the complex area level position with overall administrative supervision provided by the CAS, or CAS’ designee. The ASA takes direction from and assists the CABM. The ASA is supposed to help facilitate the operation of school programs by providing management, planning, and other services in support of instruction and various administrative and support services. Our review found that while the ASA’s are usually experienced administrative personnel with considerable school level experience, they are frequently called upon to play a dual role. On the one hand, they play a technical advisor and effective support role to the School Administrative Services Assistant (SASA) at schools. On the other hand, they are asked to go out and monitor, evaluate and enforce DOE administrative policies and procedures. We see these roles as conflicting and believe the monitoring, evaluation and enforcement role is better suited to being performed by the DOE’s Internal Audit Unit.

The school principal, as the overall educational leader at the school, had immediate responsibility for the total operation, administration and management of the school. From a business perspective this includes overall responsibility for the conduct of the business and administrative support activity at a school. While the principal’s business responsibilities have been enhanced significantly since the passage of Act 51, we found that the tools available to support the principals have not been commensurate with the new responsibilities and accountabilities. For example, Principals do not have available a basic business systems, processes, policies and procedures handbooks which provides a complete set of duties, responsibilities and associated policies and procedures reference guide. Instead, principals must use a variety of individual manuals and paper-based reference documents which are in varying states of completeness, and may or may not be up-to-date, to use in overseeing a schools business operations. Although the principals receive frequent electronic updates from the DOE on business policies and procedures, these are not maintained as part of a comprehensive, and complete reference system. In addition, the principals do not have at their convenience an annual checklist/schedule of key activities, milestones and/or timeline of activities related to major business systems, processes and policies and procedures carried out of their schools. Finally, the CAS, CABM and the Principals do not have a business dashboard of key indicators for use to provide early identification of emerging business issues and concerns to enable them to respond proactively to address such issues.

### *Recommendations*

Recommendation 3.51 – Develop a Principal’s Business Systems, Processes, Policies and Procedures Handbook.



Recommendation 3.52 – Develop a CAS’ Business Systems, Processes, Policies and Procedures Handbook.

Recommendation 3.53 – Review the role of the CAS as the educational leader of a complex area and the associated annual compensation paid to CAS’ in view of their role.

Recommendation 3.54 – Develop an annual checklist/schedule of activities for business systems, processes and activities for schools to follow.

Recommendation 3.55 – Provide more clarity to the roles and responsibilities for business systems, processes, policies and procedures at the DOE, complex and school levels.

Recommendation 3.56 – Make greater use of the DOE’s internal audit unit to monitor and evaluate the performance of business operations.

Recommendation 3.57 – Clarify the role of the complex area Business Manager to maximize his or her effectiveness, and redefine the role of the ASA to be a technical advisor and support role rather than a monitoring, evaluation, and enforcement role.

Recommendation 3.58 – Develop a business dashboard for use by the DOE, complexes and Principals to provide early identification of business issues.

Recommendation 3.59 – Provide an on-line tool that provides immediate access to business policies and procedures in a central repository that can be populated or updated for use by DOE, complexes and schools.

Recommendation 3.60 – The DOE should reevaluate the broad span of control exercised by Principals and identify strategies for reducing it to lessen the burden on school Principals by delegating more supervisory roles to lead staff at the school level.

Recommendation 3.61 – The DOE should modify the reporting relationships within its organization to free up the Superintendent from the existing broad span of control to focus more on strategic goals and effective change management.



## **IV. Implementation Plan**

This section of our report summarizes the recommendations presented in the prior chapters of the report.

Exhibit IV-4.1, beginning on the following page, provides an implementation plan for the study's recommendations. It also identifies the department or unit responsible for implementing specific recommendations and designates a time frame for the implementation of each recommendation. In addition, the exhibit shows the relative priority of the recommendation.



Exhibit IV-4.1 – Summary of Recommendations and Implementation Approach

#	Recommendation	Unit Responsible for Implementation	Implementation Timeframe: S=Short-by December 2009 M= Medium-by June 2010 L = Long-after June 2010	Priority: High = H Medium = M Low = L
<b>Performance Standards Benchmarks, Student Assessments and Curriculum</b>				
1.	<b>Recommendation 3.1</b> – The DOE should work with the Hawaii State Performance Standards Review Commission to establish and implement a specific set of core performance standards which, in accordance with the Hawaii Content and Performance Standards III Streamlining Project, is designed to offer more effective metrics to properly evaluate student performance.	OCISS	M	H
2.	<b>Recommendation 3.2</b> – The DOE should continue its professional development of teachers relating to standards and benchmarks. There is a continuing need to educate principals and teachers on the importance and use of standards and benchmarks in the education of Hawaii’s students.	OCISS	M	H
3.	<b>Recommendation 3.3</b> – The DOE should develop a flexible standards-based core curriculum for use in Hawaii public schools that is aligned with the State’s standards and benchmarks, uses standardized student assessments, and is supported by a core set of curriculum and textbooks. This would provide an optional default core curriculum if needed by some schools.	OCISS	M	H

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4.	<b>Recommendation 3.4</b> – The DOE should make modifications to textbook selection based on revisions in standards and benchmarks. The DOE should continue to strive to achieve greater alignment between standards and benchmarks and its curriculum and textbooks.	OCISS	L	H
5.	<b>Recommendation 3.5</b> – At the secondary school level, the DOE should utilize a more cost-effective and time-efficient standardized nationally normed test semi-annually to assess the effectiveness of the core performance standards and standards-based curriculum. At the pre-secondary level, until a suitable standardized national test can be implemented, the DOE should reduce the number of times State-developed assessments are administered in the classroom each year or improve the quality and relevance of the assessment by making the data more useful to teachers and relevant to students.	OCISS	M	H
6.	<b>Recommendation 3.6</b> – The DOE should more fully automate the assessments it administers and the scoring of assessments. This will reduce the amount of time it takes to perform and score assessments and provide classroom teachers more timely feedback on test results to use in educating students.	OCISS	M	H

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<b>Administrative Support System</b>				
7.	<b>Recommendation 3.7</b> – The DOE should replace its current financial management system with an ERP system that will meet the needs of a broader range of users and will be capable of providing necessary controls around business processes.	OFS/OITS	L	H
8.	<b>Recommendation 3.8</b> – The DOE should interface and upgrade the eSIS, eCSSS and VAX systems to reduce the need for unnecessary manual processing of paperwork and provide more timely and useful student information. Much of this work could and should be centralized.	OFS/OITS	L	H
9.	<b>Recommendation 3.9</b> - The DOE should make the necessary updates to eSIS so that attendance and parental contacts can be documented and communicated through eSIS and eliminate the need for keeping separate manual records.	OITS	M	M
10.	<b>Recommendation 3.10</b> - The DOE should make changes to eSIS so that course description codes more accurately reflect courses taken and the DOE should fully implement the report card capabilities of eSIS.	OITS	M	M

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11.	<p><b>Recommendation 3.11</b> - The DOE should continue with its planned future module implementations specifically related to:</p> <ul style="list-style-type: none"> <li>• Parent Assistant (parent access to grades)</li> <li>• Mobile Assistant (using hand-held devices to access eSIS)</li> <li>• Electronic Gradebook</li> <li>• Fee's Management Module (using credit card to pay school fees and obligations)</li> <li>• Centralized electronic transcript</li> </ul> <p>Student Transportation (maintaining bus routes and riders)</p>	OITS	M	L
12.	<p><b>Recommendation 3.12</b> - The DOE should continue to develop eCSSS so it can better produce data to support student learning. By continuing the development of eCSSS, the DOE can move further towards their goal of having a more complete and accurate student record system.</p>	OITS	L	M
13.	<p><b>Recommendation 3.13</b> - The DOE should implement timelier processes to notify general education teachers about the status of their students. This will help to ensure that teachers are aware of special education student needs and can help them to better serve their student.</p>	OITS	M	M

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14.	<b>Recommendation 3.14</b> - The DOE should expand access to eCSSS to general education teachers to allow them to better serve the needs of their student.	District Education Specialist for SPED and CAS	M	L
15.	<b>Recommendation 3.15</b> - The DOE should automate the IEP form in eCSSS to minimize the amount of time teachers spend completing the form and eliminate the need of having to transcribe the handwritten IEP form data into eCSSS.	OITS	M	M
16.	<b>Recommendation 3.16</b> - The DOE should develop a longitudinal system for comprehensively tracking student information to improve educators' abilities to track student achievement and to better identify strategies to more effectively meet student needs.	OITS	M	M
17.	<b>Recommendation 3.17</b> - The DOE should fund the scanning of all student records on microfilm or CDs. By funding the scanning of student records onto microfilm or another method, student records will be at less risk of being lost or misused. This would also free up valuable storage space at the schools.	PRIN*	L	M
18.	<b>Recommendation 3.18</b> - The DOE should revise record retention policies to reduce the amount of time and effort invested in record scanning and free up storage space. By lessening the requirement of having to retain student records for up to 100 years, valuable storage space at the schools could be freed up.	OITS	L	L

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\*Note: The CAS should require the School Principal to be responsible for this and then use results to inform OITS on how/what was done.



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19.	<b>Recommendation 3.19</b> – The DOE should update the policies and procedures for Maximo to include instructions for school staff on how to produce timely and accurate reports for the tracking of work orders at the schools. This would enable staff to determine the status of their schools Work Order requests. Procedures for producing reports could also help prevent the likelihood that a Work Order is overlooked, resulting in possible damage to school facilities.	OITS	M	L
20.	<b>Recommendation 3.20</b> – The DOE should conduct training for school level staff to ensure they are properly trained on the capabilities and use of the Maximo system.	SFSS	S	L
21.	<b>Recommendation 3.21</b> – The DOE should establish and effectively communicate a clear division of roles and responsibilities between school site IT support staff, centralized IT support staff, and contract IT support staff.	SFSS	S	L
22.	<b>Recommendation 3.22</b> – The DOE should formalize a job description and required skill sets for school site IT support staff.	PRIN	M	L
23.	<b>Recommendation 3.23</b> – The DOE should ensure that school sites have access to qualified IT support staff.	CAS	L	M
24.	<b>Recommendation 3.24</b> – The DOE should formalize job descriptions for NSSB support staff.	OHR	M	L

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25.	<b>Recommendation 3.25</b> – The DOE should expand the use of help desks at the DOE to provide help on specific business systems, processes and policies and procedures for the entire DOE.	CAS	L	M
<b>Recruitment, Hiring and Staff Development</b>				
26.	<b>Recommendation 3.26</b> – The DOE should develop detailed policies and procedures documenting how the school hiring lists are to be maintained and distributed.	OFS/OITS	M	M
27.	<b>Recommendation 3.27</b> – The DOE should continue to move forward with an automated process (CHAP) for adding to and deleting from the school hiring lists and those updates should be communicated electronically to all users of the lists.	OHR	M	M
28.	<b>Recommendation 3.28</b> – The DOE should shorten the teacher transfer period and allow probationary teachers and external hires to be interviewed and considered for positions earlier in the teacher transfer process.	OITS	M	H
29.	<b>Recommendation 3.29</b> – The DOE should continue with its effort to develop teacher and administrators through PDERI.	OHR	M	H
30.	<b>Recommendation 3.30</b> – The DOE should develop formal training for school support staff related to the use and capabilities of Maximo, required skills for school IT support staff, and finance and accounting skills required for the preparation of the AcFin Plan.	CAS and PRIN	L	L

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<b>Financial and Administrative Management Activities</b>				
31.	<b>Recommendation 3.31</b> – The DOE should establish an objective task force to identify and prioritize financial and administrative support activities to be centralized or decentralized. The task force priorities should be improvement of classroom teaching and opportunities for savings.	SFSS	M	H
32.	<b>Recommendation 3.32</b> – The DOE should follow previous audit report recommendations from the “Procurement Audit of the Department of Education: Part 1 and 2”, issued in 2009 and the Financial Statement Audit, issued in 2007, related to the design, development, and operation of an effective internal control system based on the Committee of Sponsoring Organizations of the Treadway Commission’s published findings in Internal Control Integrated Framework.	SFSS/OITS/OFS	M	L
33.	<b>Recommendation 3.33</b> - The DOE should establish improved policies and procedures for procurement of goods and services.	OFS	M	H
34.	<b>Recommendation 3.34</b> - The DOE should establish and enforce more rigorous policies and procedures for textbook purchasing.	OFS	M	H

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35.	<b>Recommendation 3.35</b> - The DOE should maintain established vendor lists for purchases and identify new vendors to enhance these lists. The DOE should also make it a priority to ensure these lists are updated on a regular basis.	CAS	M	L
36.	<b>Recommendation 3.36</b> - The DOE should establish blanket purchase orders to be utilized by all schools to help ensure that economies of scale are taken advantage of when purchases are made.	CAS	M	H
37.	<b>Recommendation 3.37</b> - The DOE should take advantage of available technology and automate the purchase order system to expedite and streamline DOE approval and processing.	OFS	M	H
38.	<b>Recommendation 3.38</b> - The DOE should educate the complex areas and schools on the benefits of using P-Cards and minimize restrictions on the use of P-Cards for small purchases.	OFS/OITS	L	L
39.	<b>Recommendation 3.39</b> – The DOE should develop clear policies and procedures detailing how the AcFin Plans are to be completed. Better guidelines and clearly communicated policies and procedures should strengthen the accuracy and reliability of the Plans and make them a more useful management tool.	OFS	M	M

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40.	<b>Recommendation 3.40</b> - The CAS and Business Managers should provide comprehensive training and support to schools and individuals in the preparation and submission of their AcFin Plans. Such support should include preparing initial drafts of Financial Plans when requested by schools. This will help to ensure that schools have the skills, knowledge and support necessary to complete the plans.	CAS	M	M
41.	<b>Recommendation 3.41</b> - The DOE should fully cost out the printing services it provides to schools, including DOE staff time. By costing both the materials and staff time, the DOE will be able to see the true cost of providing printing services to the schools and then schools could choose to purchase these services centrally from the DOE or go elsewhere if the services could be provided more economically by another provider.	CAS	M	M
42.	<b>Recommendation 3.42</b> – The DOE should increase the inventory threshold on the value of inventoried items from \$250 to \$1,000. By increasing the inventory threshold amount, fewer items would be inventoried, making the inventory list more reliable, making it less difficult to track fixed assets.	SFSS	S	L

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43.	<b>Recommendation 3.43</b> – The DOE should enhance the automation of the inventory process to decrease the amount of time staff and teachers are spending on inventorying fixed assets. Automating the list will save time and help ensure a more accurate inventory list.	OFS	S	L
44.	<b>Recommendation 3.44</b> – The DOE should perform a clean up of all inventory lists, removing fixed assets that do not meet the threshold requirements. Items on the list that no longer meet the threshold will be removed, ensuring a more accurate inventory list.	OFS/ITS	L	L
45.	<b>Recommendation 3.45</b> – The DOE should update the fixed asset inventory codes to ensure accurate reporting fixed assets. This would prevent the use of using the wrong or “other” codes and ensure an accurate and reliable inventory list.	OFS	M	L
46.	<b>Recommendation 3.46</b> – The DOE should update written procedures and policies to reduce inventory requirements. Policies and procedures will need to be updated to reflect the new inventory threshold and requirements.	OFS	M	L
47.	<b>Recommendation 3.47</b> – The DOE should centralize its efforts to dispose of unwanted inventory from schools.	OFS	M	L

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48.	<b>Recommendation 3.48</b> – The DOE should consider increasing the distance for secondary students (middle and high school students) from one mile to up to 3 miles, depending on grade level. This would reduce the number of students eligible for student bus transportation, with a conservative estimate of cost savings of a range of \$4 million to \$5 million to the DOE.	OFS	M	L
49.	<b>Recommendations 3.49</b> – The DOE should consider increasing the fees for student transportation to recover a greater portion of the expense. This would reduce the amount of money the DOE is subsidizing to make up the actual cost of providing student bus transportation services to students.	SFSS	S	M
50.	<b>Recommendations 3.50</b> – The DOE should evaluate the use of smart card technology to reduce the extensive administrative burden in schools associated with collecting, handling and reconciling fees and dues associated with student activities in schools.	SFSS	S	M
<b>Organizational Roles and Responsibilities</b>				
51.	<b>Recommendation 3.51</b> – Develop a Principal’s Business Systems, Processes, Policies and Procedures Handbook.	OFS	M	H
52.	<b>Recommendation 3.52</b> – Develop a CAS’ Business Systems, Processes, Policies and Procedures Handbook.	OFS	M	H

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53.	<b>Recommendation 3.53</b> – Review the role of the CAS as the educational leader of a complex area and the associated annual compensation paid to CAS’ in view of their role.	OHR	M	H
54.	<b>Recommendation 3.54</b> – Develop an annual checklist/schedule of activities for business systems, processes and activities for schools to follow.	OFS	S	L
55.	<b>Recommendation 3.55</b> – Provide more clarity to the roles and responsibilities for business systems, processes, policies and procedures at the DOE, complex and school levels.	OFS	S	L
56.	<b>Recommendation 3.56</b> – Make greater use of the DOE’s internal audit unit to monitor and evaluate the performance of business operations.	OFS	M	M
57.	<b>Recommendation 3.57</b> – Clarify the role of the complex area Business Manager to maximize his or her effectiveness, and redefine the role of the ASA to be a technical advisor and support role rather than a monitoring, evaluation, and enforcement role.	CAS	M	L
58.	<b>Recommendation 3.58</b> – Develop a business dashboard for use by the DOE, complexes and Principals to provide early identification of business issues.	OFS/OITS	M	M
59.	<b>Recommendation 3.59</b> – Provide an on-line tool that provides immediate access to business policies and procedures in a central repository that can be populated or updated for use by DOE, complexes and schools.	OFS/OITS	M	M

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60.	<b>Recommendation 3.60</b> – The DOE should reevaluate the broad span of control exercised by Principals and identify strategies for reducing it to lessen the burden on school Principals by delegating more supervisory roles to lead staff at the school level.	OFS	M	L
61.	<b>Recommendation 3.61</b> – The DOE should modify the reporting relationships within its organization to free up the Superintendent from the existing broad span of control to focus more on strategic goals and effective change management.	OFS	M	L

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## V. Appendices



*Appendix A – Copy of Moanalua Complex Survey Instrument*

## 1. Default Section

### 1. Demographic Information- I am currently serving as a:

- Teacher
- Vice Principal
- Principal

### 2. I work at:

- Moanalua Elementary
- Red Hill Elementary
- Salt Lake Elementary
- Shafter Elementary
- Moanalua Middle School
- Moanalua High School

### 3. I have been a teacher in the Hawaii Department of Education for:

- Less than 1 year
- 1 to 5 years
- 6 to 10 years
- More than 10 years

### 4. Generally speaking, the amount of time that I spend on administrative and support activities as part of my teaching responsibilities:

- Tends to be very high
- Tends to be high
- Tends to be moderate
- Tends to be low
- Tends to be very low

**5. Please indicate the relative amount of time you spend on the following administrative and support activities as part of your teaching responsibilities:**

	Tends to be Very High	Tends to be High	Tends to be Moderate	Tends to be Low	Tends to be Very Low
Collecting and Accounting for School Funds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Conducting Student Assessments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Completing Travel Request and Reimbursement Forms	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inputting information into eSIS	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inputting information into eGSSS	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inventorizing School Property	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participating in Student Discipline Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participating in School Surveys	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participating in Meetings Regarding School Operations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participating in Academic and Financial Plan Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participating in Mandatory Safety Drills (e.g. Fire, Evacuation, Bomb Threats, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Performing Textbook Selection	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Performing Human Resources Transactions (e.g. Payroll, Personnel, Time & Attendance Reporting, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Preparing Individualized Education Program (IEP) and holding IEP Meetings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Preparing and holding Peer Review and Parent Meetings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Providing and Obtaining Information Technology Support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Purchasing Supplies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Working on Curriculum Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



**6. On average, the amount of time spent on administrative and support activities as part of my total teaching duties is: (Please check only one)**

- 0%
- 10%
- 20%
- 30%
- 40%
- 50%
- 60%
- 70%
- 80%
- 90%
- 100%

**7. I believe the following administrative and support activities are performed well in our school:**

**8. I believe the following administrative and support activities could be performed better in our school:**

**9. Please list and explain one recommendation for improvement of an administrative and support activity that you are required to perform:**

**10. Please write any additional comments that you would like to make regarding the administrative and support activities that you are required to perform:**



*Appendix B – Listing of Study Interviewees*

<b>Name</b>	<b>Title</b>	<b>Affiliation</b>
Duwayne Abe	Principal	Salt Lake Elementary
Sally Dang	School Administrative Services Assistant	Moanalua High School
Jennifer Senaga	Account Clerk	Moanalua High School
Helene Shinjo	Registrar	Moanalua High School
Adrienne Freitas	Business Management Officer	Central District Office
Calvin Shimomura	Personnel Regional Officer	Central Oahu Personnel Regional Office
Darryl Mizusawa	Personnel Regional Officer	Central Oahu Personnel Regional Office
Caroline Wong	Principal	Moanalua Middle School
Glenn Sawada	School Administrative Services Assistant	Moanalua Middle School
Darrel Galera	Principal	Moanalua High School
Denise Arai	Principal	Moanalua Elementary School
Mona Smoot	Principal	Red Hill Elementary School
Linda Luke	Administrative Services Assistant	Red Hill Elementary School
Pauahi Kazunaga	Standards Resource Teacher	Moanalua Learning Support Center
Complex Re-design Steering Committee Meeting	Complex Re-design Steering Committee	Moanalua Complex
Daniel Hamada	Assistant Superintendent Office of Curriculum, Instruction and Student Support	Department of Education
Peter Chun	Acting Assistant Superintendent Office of Human Resources	Department of Education
Bruce Shimomoto	Director of Personnel Management Branch	Department of Education
James Brese	Assistant Superintendent Office of Fiscal Services	Department of Education
Sheri Faildo	Assessments	Moanalua High School
Geri Mehrtens	Meal Tracker	Moanalua High School
Susan La Vine	Personnel Specialist, Labor Relations Section	Office of Human Resources
Keith Nakanishi	Personnel Specialist, Workers Compensation Unit	Office of Human Resources
Teri Ushijima	Complex Area Superintendent	Central District



*Appendix B – Listing of Study Interviewees (continued)*

<b>Name</b>	<b>Title</b>	<b>Affiliation</b>
Randy Moore	Assistant Superintendent, Office of School Facilities and Support Services	Department of Education
Rodney Moriyama	Assistant Superintendent, Office of Information Technology Services	Department of Education
Ben Meyer	Vice Principal	Moanalua High School
Moanalua School Community Council Presentation	Moanalua High School	Moanalua High School
Moanalua School Community Council Presentation	Moanalua Middle School	Moanalua Middle School
Moanalua School Community Council Presentation	Moanalua Elementary School	Moanalua Elementary School
Merlene Akau	Personnel Specialist	OHR Benefits Section
Marty Okumura	Personnel Clerk	OHR Employee Benefits Unit
Joyce Masumura	Pre-Audit Claims Supervisor	OFS Vendor Payment
Linda Masuoka	Systems Accountant	OFS Vendor Payment
Donald Young	Director and Professor of Education	University of Hawaii at Manoa
Charles Kagawa	Director	OFS School Support Section
Robert Campbell	Director	Office of the Superintendent, Federal Compliance & Project Management Office
Linda Kamiyama	Education Specialist	OHR, Professional Development & Educational Research Institute (PDERI)
Teach for America Focus Group	Teach for America Teachers	Various Schools
Cindi Ahuna	Business Manager	Business Manager Focus Group
May Price	Business Manager	Business Manager Focus Group
Elden Nakamura	Business Manager	Business Manager Focus Group
Judy Gray	Business Manager	Business Manager Focus Group
Francis Cheung	Engineering Program Manager	Facilities Maintenance Branch



*Appendix B – Listing of Study Interviewees (continued)*

<b>Name</b>	<b>Title</b>	<b>Affiliation</b>
William Gebhardt	Engineer VI	Repair & Maintenance Operations Section
Jason Seto	Reprographics Specialist	OSFSS Reprographic Section
Donna Au	Secretary	OSFSS Facilities Maintenance Branch
Annette Shiraishi	Secretary	OSFSS, Reprographic Section
Aaron Kimura	Student Transportation Services Manager	OSFSS Student Transportation Services Branch
Wendy Takahashi	Principal	Nanakuli Elementary
Elden Esmeralda	Principal	Nanaikapono Elementary
Darin Piliialoha	Principal	Nanakuli High School
Lisa Delong	Complex Area Superintendent	Nankuli Complex
Kimo Anderson	State Office Resource Teacher	OITS, Student Services Application Section
Harvey Ouchi	Education Specialist, MIS Support	OCISS Specialist Education Section
Debra Farmer	Education Specialist	OCISS Specialist Education Section
Jamie Oshiro	Principal	Shafter Elementary
Lisa Nagamine	Principal	Moanalua Middle School



### *Appendix C – Listing of Key Documents Reviewed*

During this study, KPMG reviewed various documents in order to complete the scope of our work. The following list identifies key documents that were reviewed by KPMG.

#### **Key Documents**

##### **Key Documents Reviewed by KPMG**

1. 4Learning Criteria in the Moanalua Complex: Summary, Moanalua Complex Professional Development Conference, February 6, 2009
2. 5002 Profile of an Effective Educational Administrator
3. 5003 Profile of an Effective Educational Administrator
4. Act 51: Reinventing Education Act of 2004
5. Agreement Between The Hawaii State Teachers Association and the State of Hawaii Board of Education. July 1, 2007- June 30, 2009
6. Business Management Officer I Position Description
7. Cash Receipts, Business Policies and Procedures Training, OBS-School Support Section
8. Casual Personnel System User Walkthrough Manual
9. Change NO. 2, SPO Price List No. 09-08, Coarse Paper Products on Oahu, Expires November 30, 2009, IFB-09-017-O
10. Changes to the Strategic Plan 2008-2011, November 17, 2008
11. Codes, Business Policies and Procedures Training, OBS-School Support Section
12. Commitment to Continuous Improvement, IT Update, September 2008
13. Compliance Agreement Under Title I of the Elementary and Secondary Education Act Between the United States Department of Education and the Hawaii Department of Education
14. Department of Education Employee Benefits Unit, Procedure for “30-day Event” Changes to Health Plans
15. Department of Education Job Titles for certificated positions by school
16. Department of Education Job Titles for classified positions by school



**Key Documents Reviewed by KPMG (continued)**

17. Department of Education Notification of Personnel Action
18. Department of Education Out of State Travel Quotations Worksheet
19. Department of Education P-Card Program, PVS Net Training for Cardholders, OBS-School Support Section, April 2006
20. Department of Education Position Descriptions for each job title
21. Department of Education Strategic Plan, July 1, 2008 to June 30, 2011
22. Department of Education, Bank of Hawaii- Bankoh Business Connections Cash Management, Local School Account Reporting, OFS, School Support Section, July 2008
23. Department of Education, Reporting Changes to Personnel Employee Information Form
24. Department of Education, Revised Supplemental Operating Budget Request: Fiscal Year 2008-2009
25. Discussion/Recommendation for Board Action on the Reorganization of the Office of Curriculum, Instruction and Student Support, December 15, 2008
26. DOE Forms Website, Business Policies and Procedures Training, OBS-School Support Section
27. DOE IT Project Charter, Standards Practices Project, July 2005
28. Facilities Maintenance Branch Maximo Weekly Update, April 2, 2009
29. Financial Statements and Report of Independent Certified Public Accountants, Department of Education, State of Hawaii, Grant Thornton, Year End June 30, 2007
30. Fixed Assets Business Policies and Procedures Training, OBS-School Support Section
31. Fixed Assets Inventory Memo, March 2, 2009
32. Gartner, Enterprise Resource Planning (ERP) System, Feasibility Study Report (FSR) Executive Summary for the State of Hawaii Department of Education, Board of Education, Budget and Fiscal Accountability Committee
33. Guidelines for Procurement and Contracting, Department of Education, Office of Business Services, Procurement and Contracts Branch, March 7, 2006
34. Hawaii Administrative Rules, Title 8, Chapter 27, Transportation of Students



### **Key Documents Reviewed by KPMG (continued)**

35. Hawaii Business Roundtable, Redesigning Hawaii Public Education, A Position Paper, March 2, 2004
36. Hawaii Department of Education Trend Report: Educational and Fiscal Accountability, State Summary of School Reports for School Year 2007-2008
37. Hawaii Department of Education, Educational Technology Plan (Draft), September 2007
38. Hawaii House Concurrent Resolution No. 106, Textbook Acquisition/replacement
39. Hawaii State Assessment, School Year 2008-2009, Spring 2009 HAS Meetings
40. Introduction to DOE Business, OBS-School Support Section
41. IT Governance Institute, IT Governance Maturity Model, Appendix I, Executive Summary
42. Leave Accounting, OBS-School Support Section, 2003 and 2004
43. Legislative Report on Transportation, 2009
44. Legislative Report, Annual Report for Repair and Maintenance, 2008
45. Legislative Report, Office of Information Technology Services, eSIS Progress and Status Report
46. Management and Fiscal Assessment of the Office of Human Resources, Department of Education, State of Hawaii, School Year 2006-2007, February 9, 2009
47. Management Audit of Kailua High School, Report No. 06-06, September 2006
48. Maximo School Work Requests
49. Minutes from Complex Design Committee Meeting (Draft), April 30, 2009
50. Moanalua Complex Evaluation Report of Professional Development Conference, February 6, 2009
51. Moanalua Complex Trend Report: Educational and Fiscal Accountability, Complex Report for School Year 2007-2008
52. Moanalua Complex, Prioritization of Identified Barriers/Impediments (Draft), April 13, 2009
53. Moanalua Elementary School, School Status and Improvement Report, School Year 2007-2008
54. Moanalua High School Academic Plan, School Year 2009-2010



**Key Documents Reviewed by KPMG (continued)**

55. Moanalua High School Computerized Meal Program
56. Moanalua High School Deposit Record
57. Moanalua High School Inventory Examples
58. Moanalua High School Meal Tracker Cash Report Daily Totals All Unit Summary
59. Moanalua High School Meal Tracker Deposit Receipts
60. Moanalua High School Record of Collection
61. Moanalua High School, Local School Account Bank of Hawaii Statement
62. Moanalua High School, School Status and Improvement Report, School Year 2007-2008
63. Moanalua Middle School, School Status and Improvement Report, School Year 2007-2008
64. No Child Left Behind Act of 2001
65. Office of Business Services, School Support Section, Fall 2006 Workshop
66. Office of Information Technology Services, Three Year Strategic Plan, April 2009
67. Out of State Travel Presentation
68. Pathways to Leadership, Professional Development Opportunities, Leadership Development Council, New Principals Academy, Teacher Leader Academy Training Information
69. Payment Process, Business Policies and Procedures Training, OBS-School Support Section
70. Procurement Audit of the Department of Education: Part I, Report No. 09-03, February 2009
71. Procurement Audit of the Department of Education: Part II, Report No. 09-04, February 2009
72. Procurement Card, Department of Education, OFS, School Support Section
73. Procurement, Business Policies and Procedures Training, OBS-School Support Section
74. Profile of an Effective Teacher, Personnel Series 5001
75. Proposed Reorganization of Department of Education Offices, January 22, 2009
76. Purchase Order Process, Business Policies and Procedures Training, OBS-School Support Section





**Key Documents Reviewed by KPMG (continued)**

77. Records Management Branch, State Archives Division, A Guide to Microfilming of Hawaii State High School Student Records, 1999
78. Red Hill Elementary School, School Status and Improvement Report, School Year 2007-2008
79. Reductions to DOE 2009-2011 Budget Included in the State's Executive Budget, January 22, 2009
80. Reflections, Moanalua Complex PD Conference, February 6, 2009
81. Reorganization of the Office of Fiscal Services Due to Budget Reductions, December 15, 2008
82. Reorganization of the Office of School Facilities and Support Services, December 15, 2008
83. Reprographic Section Job Log, April 2009
84. Request for Intra-State Travel or Out of State Travel
85. Request for Out of State Travel Supplement to Travel Order Form
86. Salt Lake Elementary School Academic/Financial Plan, School Year 2009-2010
87. Salt Lake Elementary School, School Status and Improvement Report, School Year 2007-2008
88. Sample Family Report, Reading and Mathematics Assessment Results, Spring 2008
89. Sample School Report, Reading and Mathematics Assessment Results, Spring 2008
90. School Bus Handbook, School Year 2008-2009
91. School Bus Transportation Website Instructions for School Year 2008-2009
92. School Quality Survey, Statewide Summary, Spring 2008
93. State of Hawaii Department of Education Annual Certification of Fixed Assets Inventory, August 2007
94. State of Hawaii Department of Education Direct Payment/Invoice Form
95. State of Hawaii Department of Education Financial Report July 1 2006- June 30 2007
96. State of Hawaii Department of Education, Chart of Accounts Listing with Current Balance Fiscal Year 2009



**Key Documents Reviewed by KPMG (continued)**

97. State of Hawaii, Department of Education, Application for Part-time Temporary Teacher Position (Form 150)
98. State of Hawaii, Department of Education, Board of Education, Instructional Materials Policy #2240
99. State of Hawaii, Department of Education, Budget Request Fiscal Year 2007-2008
100. State of Hawaii, Department of Education, Financial Report July 1, 2006 to June 30, 2007
101. State of Hawaii, Senate Concurrent Resolution 115
102. Statement of Out of State Travel Completed and Report of Expenses for Reimbursement of Unexpended Advance and Expense Form
103. Student Transportation Services Branch Bus Pass procedures School Year 2007-2008
104. Study on the Appropriate Accountability Structure of the Hawaii Teacher Standards Board. Report No. 09-05, February 2009
105. Summary of Change Request Feedback gathered by CAS-nominated eCSSS Advisory Participants, October 2008
106. Superintendents 18<sup>th</sup> Annual Report, 2007
107. Superintendents 19<sup>th</sup> Annual Report, 2008 Continuous Improvement
108. Teacher Performance Standards, Appendix A, May 2003
109. Technology Update, Board of Education, Committee on Administrative Services, April 14, 2009
110. Travel Order Form
111. William R. Shafter Elementary School, School Status and Improvement Report, School Year 2007-2008

**KPMG**

Presentation to the  
Hawaii State Teachers Association

Results of the Complex Area Administrative  
Services Review

January 30, 2010

ADVISORY

AUDIT • TAX • ADVISORY



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## Background

- Hawaii Legislature passed Senate Concurrent Resolution Number 115 in 2008
- S.C.R. No. 115 requested the Hawaii DOE to convene a three-year pilot project of a school complex
- Purpose of pilot project to identify “DOE rules and policies that impede effective decision-making, administering, and teaching and to operate free of those rules and policies”
- Hawaii Business Roundtable raised funding for the project
- Moanalua Complex was selected as the school complex to be reviewed



## Scope

- Conducted an operations and workflow review of the major administrative and support services functions within the Moanalua Complex. Functions reviewed included:
  - Management Decision-Making Structure
  - Accountability Mechanisms
  - Student Programs and Services
  - Facility Management
  - Information Technology Services
  - Food Service
  - Custodial Operations
  - Transportation
  - School Administrative Support
  - Business Services
  - Financial Management
  - Procurement
  - Warehousing and Inventory Control
  - School Safety Services
  - Human Resources Management
  - Accounting and Budgeting
  - Services to Children with Special Needs



## Methodology

- Collected and reviewed background information, such as strategic plans, budgets, organization charts and policies and procedures
- Conducted interviews and walk-throughs at Moanalua High School, Middles School and Elementary School
- Met with DOE staff responsible for oversight, administration and support of the functions being reviewed
- Held focus groups with School Community Councils at each school reviewed
- Administered a survey to all teachers in the Moanalua Complex
- Held focus groups with teachers from various complexes and also with Business Managers from various complexes
- Performed a follow-up review with Nanakuli Complex



## Study Results

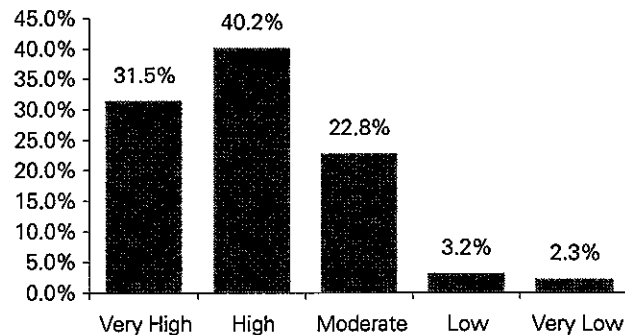
- Act 51 represented a dramatic and unprecedented change intended to significantly restructure and improve kindergarten through grade 12 public education in Hawaii and push the responsibility, control and accountability for academic and financial outcomes down from the DOE to complex areas and schools
- Review indicated that management and staff at the DOE, complex area and schools have demonstrated strong commitment and motivation to implement Act 51
- Review showed that Hawaii public school teachers are heavily burdened with administrative and support activities that reduce the time spent on classroom instruction
- Academic achievement could be improved and costs reduced by changing DOE operational practices to reduce the administrative burden on classroom teachers



# 1. Performance Standards, Benchmarks, Student Assessments and Curriculum

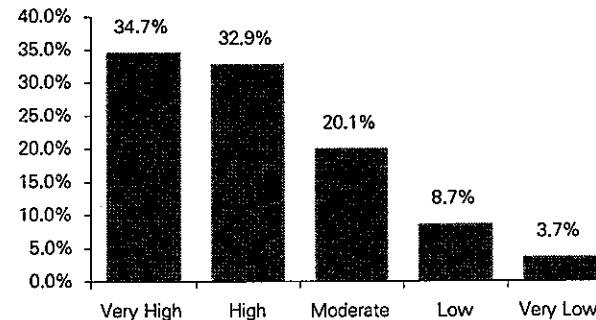
- Hawaii's public schools have a long-standing commitment to standards-based education that pre-dates the passage of No Child Left Behind Act of 2001 (NCLB)
- Critical changes that Hawaii has made in the delivery of public education in the past decade, including its response to NCLB have disrupted the alignment among standards and benchmarks, assessments, curriculum and textbooks

**Exhibit 1 - Conducting Student Assessments**



N=219

**Exhibit 2 - Working on Curriculum Development**



N=219

# 1. Performance Standards, Benchmarks, Student Assessments and Curriculum

## Key Recommendations

- Implement a flexible standards-based curriculum tailored to Hawaii Content and Performance Standards that could provide an optional default curriculum if needed by some schools
  - Schools could still be given the flexibility to develop their own variations on the recommended curriculum, or a substitute curriculum, provided their students continued to meet or exceed minimum performance standards
- Made modifications to textbook selection to achieve greater alignment between standards, curriculum, and textbooks
- Implement a more cost-effective and time-efficient standardized nationally normed test semi-annually to assess the effectiveness of the core performance standards and standards-based curriculum

## 2. Administrative Support Systems

- DOE has a number of on-going major business systems planning and development activities
- DOE's business systems, processes, and policies and procedures have not kept pace with changing needs at schools, nor do they take advantage of enabling technologies to improve operations and reduce manual efforts
- Insufficient, untimely and cumbersome business systems, as well as undocumented processes, policies and procedures result in wasted time and effort of principals, teachers and school staff
- Electronic Student Information System (eSIS) – tracks demographic information, attendance, report cards and student transfers
  - Does not interface with other systems in use at DOE
  - Time-consuming data input
  - Does not provide useful information to classroom teachers
  - Many teachers keep manual records to track changes

## 2. Administrative Support Systems (continued)

- Electronic Comprehensive Student Support System (eCSSS) – contains information related to special needs assistance requirement and documentation of disciplinary action
  - Not compatible with eSIS
  - Limited access by teachers
  - Limited ability to quantify actions
- Financial Management System (FMS) – financial information for fiscal planning and decision-making
  - Not capable of providing types of reports for management purposes needed by principals and teachers in a timely manner

### Key Recommendations

- Interface and upgrade key systems, such as eSIS and eCSS
- Develop a longitudinal system for tracking student information and achievement
- Replace the FMS with an Enterprise Resource Planning (ERP) system

### 3. Recruitment, Hiring and Staff Development

- In a typical year, the DOE recruits teachers to fill in excess of 1,000 teaching vacancies statewide. Sources include:
  - Staff-reduced teachers
  - Tenured teachers applying for voluntary transfer
  - Teachers in the final semester of probation
  - Other probationary teachers
  - New hires
  - Non-credentialed current teachers
- DOE is piloting a new system, called the Collaborative Human Resource Automation Project (CHAP), to automate recruitment and hiring activities
- Current teacher recruitment and hiring process is excessively lengthy, inefficient and predominantly manual process

### 3. Recruitment, Hiring and Staff Development (continued)

- Negative impact on probationary teachers who will not receive tenure during the following semester have their positions reposted as vacancies at the end of the school year
- Length of time it takes to do the four independent postings within the DOE each spring impacts new hires

#### Key Recommendations

- Continue to move forward with the CHAP system to automate the school hiring process
- Shorten the teacher transfer period to allow probationary teachers and external hires to be interviewed and considered earlier in the transfer process

## 4. Financial and Administrative Support Activities

- Act 51 restructuring has resulted in some administrative and support activities that still need to be centralized to take advantage of economies of scale and others that are best decentralized at the school level
  - Fixed asset inventorying – current threshold for inventorying is \$250 and asset disposal process is cumbersome
  - Collection and accounting for fees and dues – over 140 different sub-accounts at the high school visited with numerous teachers and staff handling and tracking.
  - Lack of use of purchasing cards (P-cards) for small purchases due to perception of burdensome rules and risk of misuse
  - Limited use of centralized procurement and purchasing process
  - Regular home-to-school transportation cost \$28 million in school year 2008-2009 and only 9% was recovered from student fees

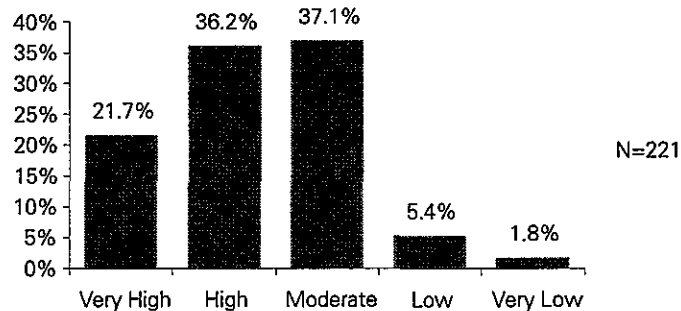
### Key Recommendations

- Increase fixed asset inventory threshold to \$1,000 and centralize asset disposal process
- Consider using Smart Cards for collection of monies at schools
- Encourage use of P-cards to reduce accounting for small purchases
- Expand centralized procurement process to take advantage of economies of scale
- Revisit walking radius for regular home-to-school transportation and/or consider increasing fees

## 5. Organizational Roles and Responsibilities

- Act 51 resulted in decentralization of the DOE and the flattening of its organization structure
- Superintendent of the DOE has an unusually large number of direct reports compared to many school Superintendents nationally, including five Assistant Superintendents, 15 Complex Area Superintendents, among several others
- Flattening of the DOE organization structure has increased the administrative burden for complex area staff, principals, teachers and school staff without the benefit of effective business systems and processes

**Exhibit 3 - Generally speaking, the amount of time that I spend on administrative and support activities as part of my teaching responsibilities:**



### Key Recommendations

- Modify reporting relationships within DOE to reduce Superintendent's broad span of control
- Develop Complex Area Superintendent (CAS), and a Principal's business system, processes, and policies and procedures handbook
- Review the roles and responsibilities of the CAS, Administrative Support Assistants (ASA's) and Principals





## Next Steps

- Report presents 61 recommendations for improvement for the Board of Education's consideration
- Complete year two and year three activities of S.C.R. 115, including implementation and evaluation of recommendations
- Review report recommendations in the context of "Race to the Top" federal funding as a potential source for funding implementation of certain recommendations
- Continue Hawaii's involvement in national initiative to develop core standards and benchmarks

**Department of Education  
House Committee on Education  
Senate Committee on Education and Housing  
March 24, 2010**

**Informational Briefing on  
Complex Area Administrative and Support Services Review  
(KPMG Study)**

The Department of Education is very appreciative of the support given to the Moanalua complex by the Castle Foundation and First Hawaiian Bank to complete the KPMG study in response to SCR 115 of the 2008 Legislature.

We are optimistic and thankful for the convergence of the KPMG study, the tough economic times, our efforts to rethink and reorganize the Department, and our quest to win the Race to the Top.

The Department has begun an initial review of the recommendations in the Complex Area Administrative and Support Services Review and would like to make the following initial comments:

Many of the recommendations require complex area or state office staff to implement. However, the staff at these levels were reduced in the current biennial budget (FY09-11) and are being further reduced as part of the supplemental budget. Examples of recommendations that would require adequate state office or Complex Area staffing:

- 3.1 through 3.4 regarding standards, benchmarks and training- OCISS has already been significantly downsized and may not have sufficient remaining staff to carry these out
- 3.8 through 3.12 regarding interface and upgrade eSIS, eCSSS, VAX systems - the budget for EDN 300 which includes OITS has been reduced significantly; OITS is being reduced by an additional 5%
- 3.19 update policies & procedures for Maximo
- 3.20 conduct training on Maximo for school level staff
- 3.23 CAS to ensure school sites have access to qualified IT support staff
- 3.25 CAS expand the use of help desks
- 3.29 continue teacher and administrator development through PDERI (OHR's budget is being cut by 10%)
- 3.33 through 3.37 new systems, policies and procedures for procurement
- 3.43 through 3.47 increased automation of the inventory process; change policies regarding inventory; centralize efforts
- 3.40 smart card technology for student fees in schools

Some recommendations are already being implemented:

- 3.6 automate assessments
- 3.7 regarding financial management system: new reports are being developed which will make the data currently captured by the financial management system more accessible and useful
- 3.16 longitudinal data system
- 3.48 through 3.49 increase walk distance for bus service and increase fees

The Department has tried to implement some recommendations but there is insufficient funding. Example: 3.7 replace current financial management system; bills that would have helped with obtaining funding for this have not moved forward in the 2010 Legislative session.