

BUILDING FOR THE FUTURE

VERMONT'S PLAN FOR EDUCATION RECOVERY AND BEYOND DRAFT REPORT FOR PUBLIC COMMENT

Publication Date

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By signing this document, I agree to each of the assurances listed in Appendix C and further assure that:

To the best of my knowledge and belief, all information and data included in this plan are true and correct.

Chief State School Officer or Authorized Representative (Printed Name)	
Signature of Authorized SEA Representative	Date:

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Introduction

Vermont Education's journey to recovery and the world beyond the COVID-19 pandemic began in January of 2021. Aided by good epidemiological conditions overall due to the efforts of Vermonters to prevent and contain transmission of the virus, Vermont schools were open for school year 2020-21 and operating under a robust set of health and safety guidelines developed by the State with the input of medical and educational professionals during the summer of 2020.

With additional support from a school staff polymerase chain reaction (PCR) testing effort administered by the State, a robust contact tracing effort run by the Vermont Department of Health, and through the tireless efforts of Vermont's educators and administrators, our schools were open and educating students in a combination of in-person, remote and hybrid instructional models throughout the school year.

In this context, Vermont was in a better position than many of our peer states around the nation and had time and space to begin the process of envisioning the world beyond COVID-19. Our school communities and the Vermont Agency of Education (AOE) have had the opportunity to consider and plan for not only what students need immediately to remediate the impacts of the pandemic, but also in the months and years ahead.

By engaging with Vermont's education stakeholders, the AOE identified three critical focus areas for education recovery: academic success, mental health and social emotional learning, and student engagement. With these focus areas, we could begin the work of education recovery, as well as start planning for the strategic use of Federal COVID-19 emergency funds for education, most predominantly for the use of Elementary and Secondary Schools Emergency Relief (ESSER) funds.

While Vermont's favorable conditions gave us more time to plan and engage with stakeholders on education recovery, it also put us in a place to be able to see farther, beyond reopening classrooms and the immediate impacts of COVID-19 on students and staff. The favorable position means that Vermont's State Plan can look beyond returning students to the classroom. We can turn the corner to not only address the impact of the pandemic on kids, but strategically advance learning and improve the quality and integration of social services needed to make sure students across Vermont have an opportunity to succeed. Vermont is a small state, but it is a rural state, and it is becoming increasingly clear that this community schools model, integrating academic learning with robust social and community services under one roof, is how we will deliver on the promise of a high quality education in all of our communities.

Vermont's special context provided one additional unique aspect to the planning process. Early in the 2021 Session, the General Assembly (GA) identified priorities for COVID-19 response and recovery and resolved to appropriate ESSER state-level set aside dollars for those priorities. Once it was confirmed that this was an allowable process under the federal law, the AOE collaborated with the GA to build a plan, outlined in the pages that follow, that address both the needs of education recovery and the legislature's strategic priorities for education. Accordingly, this plan is developed to meet the needs and serve the interests of Vermont's GA in ensuring that student learning and achievement is advanced, not only in the period of

education recovery, but into the future as well. It reflects the interests and strategic priorities identified in the 2021 Session and in previous years, with the collaboration of the Governor and the AOE, and with robust input, engagement and advocacy by a diverse range of stakeholders.

Organizational Note

The U.S. Department of Education (hereinafter US ED) specified a template with specific questions for State Education Agencies (SEAs) to answer. In the interest of clarity and readability these prompts have been summarized at the beginning of each section. The full questions can be found at the [US ED's State Plan Template](#). More information can be found on the Office of Elementary and Secondary Education (OESE)'s [ARP ESSER website](#).

A. Describing the State's Current Status and Needs

In this section, the US ED requires states to outline the progress they have made in supporting students during the COVID-19 pandemic and describe the priorities and student needs guiding their American Rescue Plan (ARP) ESSER funding decisions, and their current and projected operating status. [Section A State Plan Template Questions \(page 4\)](#)

1. Progress and Promising Practices

States are required to provide their assessment of the most effective strategies in supporting the needs of students during the pandemic.

Overview of Vermont's Response to the Pandemic

After an initial school closure period in March 2020 due to the pandemic and mandated fully remote operations during the rest of the 2019-2020 school year, Vermont successfully reopened its schools for full-time instruction in September 2020. To do so, Vermont promulgated stringent public health requirements for schools through its mandatory guidance. Vermont also enabled operational flexibility for schools to shift to remote learning as local conditions for COVID-19 warranted, or for logistical considerations such as staff and student availability for in-person instruction.

Since September 2020, we estimate about 85% of our students were in some form of hybrid learning during the 2020-2021 school year. The most common model of hybrid learning was four days a week of in-person instruction and one day of remote learning. About 50% of our elementary schools made the shift to full in-person instruction by November 2020 and sustained that level of in-person instruction throughout the year. Approximately 10% of our students received instruction through full remote learning during the 2020-2021 year.

Our schools were able to maintain continuous instructional operations during the pandemic by working closely with the Vermont Department of Health (VDOH) to enact a disciplined program of public health mitigation strategies and contact tracing. We also implemented a weekly statewide program of PCR surveillance testing for school staff from November 2020 through April 2021.

The surveillance testing program consistently yielded a very low positivity rate among school staff, generally lower than 1%, and demonstrated that the stringent health protocols implemented by local education agencies (LEAs) were effective in keeping positivity rates well below the state's already low average and built confidence in our ability to return to in-person learning. This surveillance testing program was ended in April when it became clear that our vaccination program for school staff was sufficiently complete.

The close coordination of communications between state and local leaders also contributed to our ability to maintain operations statewide. School superintendents received daily emails that contained the latest information on COVID-19 and state guidance. The AOE leadership team held weekly statewide calls with superintendents to review the conditions for the virus, state guidance and the need to develop additional frequently asked questions (FAQ) documents, and other emergency response concerns such as the management of federal and state relief funding. This always allowed school system leaders to understand the broader strategic context while simultaneously providing insight into the more immediate decisions they would need to make at moments of key transition in the state's emergency response.

In preparation for Vermont's April 2020 reopening within fully remote operations, the AOE provided resources and supports to the field through the provision of a Continuity of Learning (COL) template and mandatory COL plan submitted by each district. The template required districts to identify the strategies they would employ to assure that students were learning and able to access supports during the pandemic, including fully remote, in-person, and hybrid school operations paradigms. These planning documents were useful to districts as they subsequently moved into the more long-term, largely hybrid operational paradigm during the 2020-2021 school year. Most recently, Vermont's education system has turned toward a statewide focus on "education recovery," explained in further detail in subsequent sections of the plan.

2. Overall Priorities

States are required to provide their assessment of the top issues facing students and schools across their state as a result of or in response to the pandemic, and if possible, provide data illustrating why these are the most critical or most widespread issues.

The state strategy most effective in supporting our students throughout the pandemic has been intentional, regular planning and coordination across several key stakeholders and decision-makers involved in the pandemic response. As noted above, the strong partnership among state agencies and key departments was a significant factor in Vermont's largely successful handling of the crisis. From Day One of the pandemic, Vermont's small size allowed for close working relationships among key state partners, including the Department of Health, State Emergency Operations Committee (SEOC), AOE, Agency of Human Services (including Departments of Mental Health and Children and Families), Department of Public Safety, and the Governor's Office. AOE embedded staff directly within the SEOC, providing the SEA and the field with a bird's eye view of current virus activity, key decision-making, and any rapid changes needed to optimize the state response. This robust structure and effective work together set the stage for

Vermont to both manage the next steps in the pandemic response and enact strategic solutions to meet more immediate needs as they emerge.

A second effective strategy in supporting student need during the pandemic, particularly during the past school year, was rapid expansion of Vermont's ability to provide hybrid and remote learning opportunities that were flexibly deployed to maintain student learning even when viral activity or workforce challenges forced a school's closure. To enhance the state's virtual capacity, the AOE contracted with an existing virtual learning collaborative, Vermont Virtual Learning Cooperative (VTVLC), to massively expand its course offerings, offer full-time virtual programs in partnership with districts at younger grades than had previously been available, and create a collaborative schools option (CSO) that allowed teachers who needed to work remotely due to the pandemic to offer fully remote courses and programs for students throughout the school year. Although this system was not perfect, and required substantial effort by AOE and VTVLC, it was a significant accomplishment that enhanced both student and educator safety during a time of immense operational instability due to the pandemic.

A third strategy that Vermont deployed to ensure that the needs of our most vulnerable students and populations were addressed was requiring a formal recovery planning process of each LEA (i.e., district). The planning process consisted of:

- (1) Assessing need at the local level, using readily available information and data (April 2021);
- (2) Creating an action plan to meet that local need (June 2021);
- (3) Executing initial implementation of the action plan (June - December 2021); and,
- (4) Tuning and refining the plan over time (June 2021-beyond).

Districts were required to complete a mandatory Needs Assessment (NA), across three separate but interrelated arenas of student functioning. First, students' social emotional health, mental health, and well-being were assessed, including students' internalizing and externalizing challenges, both inside and outside the classroom, as well as nutrition, physical health, and family functioning. Next, taking stock of student engagement, including the extent to which students were fully engaged in learning and academic progress, coupled with the extent to which they experienced remote or in-person learning during the pandemic, in addition to identifying when and how students were disengaged was required. Finally, districts were charged with assessing academic achievement and success, including identifying the extent to which any students had fallen behind due to the pandemic. In conducting their Needs Assessment and finalizing their reports, districts were strongly encouraged to attend to the needs of historically marginalized students, as defined in Vermont's ESSA plan.

For this section, we have intentionally highlighted the most effective state-level aspects of Vermont's pandemic response and recovery planning. However, each LEA has specific areas they can be proud of having accomplished throughout the pandemic, including ensuring that students were well-nourished, maintained some level of continuity in their learning, and had continued access to key relationships at school and educational supports. We will encourage

Vermont LEAs to submit their success stories to our Agency Communications team and will share these both publicly and with US ED.

3. Identifying Needs of Underserved Students

States are prompted to describe the highest priority academic, social, emotional and/or mental health needs for the remainder of the 2020-21 school year and the 2021-2022 school year, related to the impact of COVID-19 on each of the following student groups:

- Students from low-income families
- Students from each racial or ethnic group
- Gender
- English learners
- Children with disabilities
- Students experiencing homelessness
- Children and youth in foster care
- Migratory students
- Other groups disproportionately impacted by the pandemic

Summary of Education Recovery Planning

Shortly after January 1, 2021, the AOE began to plan for Vermont's last phase of the COVID-19 emergency response, termed the "education recovery phase." In [guidance](#) published February 2021, the AOE outlined a recovery planning process establishing three focus areas: socioemotional functioning, mental health, and well-being; student engagement; and academic achievement and success. The first part of the recovery planning process required school districts (LEAs) to conduct a needs assessment in each of these three focus areas. The AOE then engaged with LEAs to determine planning priorities and to establish a plan for recovery strategies by June 1st. The results of these local needs assessments and the resulting priorities are described in more detail below.

Although Vermont's education recovery planning process was developed and established well before the required federal planning process under ARP ESSER, our state now benefits from significant synergy in both state and federal requirements. As the state recovery planning efforts emerged and were refined during the past several weeks, we intended for districts to utilize the required state recovery planning process to inform their local use of federal relief funds. In addition, the AOE leveraged the local NAs to help establish state-level priorities for education recovery.

Recovery planning efforts quickly identified "student engagement" as an immediate priority. We reasoned it would be difficult to make progress in the other focus areas if robust engagement with students was not restored. This led to the prioritization of summer engagement activities. Governor Scott gave direction to this work by establishing Vermont's [Summer Matters](#) initiative for the summer of 2021, developing a new public-private partnership to expand engagement activities for all Vermont's students.

Engagement with students will remain a priority for the fall. AOE conducted an initial thematic analysis of districts' submitted NA documentation and discovered that 30% of districts reported a decline in student attendance and 30% reported a decline in student engagement as a result of the pandemic. We expect local activities to involve re-engaging students on a continuum from re-focusing attendance and ensuring timely assignment completion to successfully reconnecting with truant students and their families, so they return to the education system. Local efforts will

inform statewide work in areas such as truancy policy reform and the deployment of state services such as mental health and youth services.

A second pressing issue facing Vermont’s students and schools as a result of the pandemic, consistent with national patterns, is a significant rise in anxiety and stress, and a need for additional supports to address this. AOE’s thematic analysis revealed that 47% of districts reported an increase in students’ anxiety, stress, or internalizing behavior, and 49% reported an increase in the need for school counseling, mental health counseling and/or family supports. Interestingly, 32% of districts reported a decline in behavioral referrals, typically those within the classroom. To assist in addressing these challenges, the AOE is providing tailored state support teams including AOE personnel, and both Department of Mental Health and Division of Child and Families personnel, to each LEA. Our goal with state-level recovery work will be to develop more robust, integrated service delivery models and structures between education and other social services, and to see those integrated models well established in all regions of the state.

Academic slippage was also an area identified as a key concern in LEAs’ NAs, with 40% reporting a decline in students’ academic performance or growth in math, due to the pandemic. Thirty percent of districts reported similar declines in English Language Arts (ELA). Our recovery planning process requires districts to utilize their Education Support Teams (EST) to assess student needs broadly, but to also focus on academic interventions. We are anticipating that ESTs will identify the need for academic supports such as tutoring services, after school programming, and the utilization of online learning resources to augment the regular curriculum and instructional program. As noted, AOE support teams will interface with the recovery planning efforts in each district (districts are required to designate a Recovery Coordinator) and convene communities of practice to identify and share best practices in this work as they emerge.

In addition to the three focus areas outlined in the state’s recovery planning process, a fourth recovery priority emerged—improving the overall health and safety of Vermont’s school facilities. Due to our extensive experience continuously operating schools safely throughout the pandemic, we have come to better understand the needs of our schools in this area. The AOE will be providing coordinating support for schools in the area of facilities improvement, including heating/ventilation upgrades, and will continue to focus on the safe operations of schools in the coming months.

Table A1 – Priority Needs by Student Group

Student Group	Highest Priority Needs
Students from low-income families	<ul style="list-style-type: none"> • Reducing achievement gaps, particularly in math and ELA, between low-income students and their peers. • Increasing mental health and wrap-around supports for students who have experienced trauma, new or continued

	<p>family economic stress, and/or family dysfunction as a result of COVID-19.</p> <ul style="list-style-type: none"> Ensuring students from families with less resources have sufficient access to school, healthy nutritional options, and internet access/materials to fully participate in learning opportunities. Reducing stigma related to low-income populations. <p>Notes:</p> <ul style="list-style-type: none"> 11% of districts reported disparity by free and reduced lunch (FRL) status with respect to social emotional learning (SEL), mental health, and well-being, as a result of COVID-19 (i.e., via Agency’s thematic review of LEA recovery NAs). 13% of districts reported disparity by historically marginalized group status for student attendance and engagement, as well as academic performance, during COVID-19. 11% of districts reported gaps in academic performance for students qualifying for FRL, as a result of COVID-19.
<p>Students from each racial or ethnic background used by the State for reporting purposes</p>	<ul style="list-style-type: none"> Reducing achievement gaps, particularly in math and ELA, between underserved black, Indigenous, and people of color (BIPOC) students and their peers. Increasing mental health and wrap-around supports for BIPOC students who have experienced trauma, new or continued family economic stress, and/or family dysfunction as a result of COVID-19 or other national events. Deploying equity supports that were delayed due to the pandemic, consistent with ESSA state plan <p>Note: Due to small population sizes, it is difficult to break down trends for Vermont by specific racial or ethnic groups. This is particularly true for information that is narratively reported to the AOE, such as that garnered from recovery NAs.</p>
<p>Students by gender – please add a row for each gender</p>	<p>Recovery themes related to gender and/or gender differences have not yet emerged in our work to date. However, we will be monitoring local and statewide trends in the coming months to prepare and offer targeted supports as needed.</p>
<p>English Learners (EL)</p>	<ul style="list-style-type: none"> Ensuring ELs have opportunities to attain proficiency and achieve content standards through access to high-quality Language Instruction Educational Program (LIEPs) and differentiated supports. Embedded professional learning, collaboration and co-teaching opportunities to provide effective educational

	<p>services to ELs across learning environments and optimize resources for coordinated programs and instructional contexts.</p> <ul style="list-style-type: none"> • Ensuring sufficient staffing ratios of qualified EL and Multilingual educators to provide effective evidence-based language and academic programs/services for ELs with diverse needs and backgrounds.
	<p>In their NAs, 11% of districts reported specific gaps in academic performance for students qualifying for special education as a result of COVID-19.</p> <p>Based on both AOE’s assessment and recommendations from the Vermont Special Education Advisory Panel, the following unmet needs are deemed highest priority:</p> <ul style="list-style-type: none"> • Ensuring all general and special education educators, and administrators, understand and can effectively implement Multi-tiered Systems of Support (MTSS); ensuring all parents understand key features of MTSS. • Assisting LEAs in developing processes to effectively solicit parents’ suggestions, opinions, and concerns, and uniformly integrate this information into student plans for assuring free and appropriate education (FAPE). • Ensuring that articulated processes and policies for effectively addressing students’ unique academic and behavioral needs align with actual education practice. • Proactive planning to ensure physical and emotional safety, and dignity, of BIPOC and other marginalized students qualifying for special education services, including protection against bullying and harassment. • Elementary level strengthening of the comprehensive assessment system by providing dyslexia identification resources, training and professional development to all general educators, as well as special education and reading specialists.
<p>Students experiencing homelessness</p>	<ul style="list-style-type: none"> • SEL and mental health supports, including adequate counseling and expertise in issues specific to homeless students and populations. • Wrap-around services and supports, including sufficient access (including transportation) to all available resources • Increased outreach and improved awareness about educational rights to youth/families experiencing homelessness

Children and youth in foster care	We will be monitoring trends for our children and youth in foster care, via partnership with the Vermont Department of Children and Families (DCF), as well as local and statewide education trends in the coming months. We will deploy targeted supports as needed.
Migratory students	<ul style="list-style-type: none"> Expanded access to extended learning and early educational programs, including prekindergarten (PreK), after school, and summer programs Intensive academic supports to ensure that migrant students achieve at levels like peers Support to facilitate and improve communication between migrant families and schools Greater access to educational resources including necessary materials and supplies
Other groups of students identified by the State	<ul style="list-style-type: none"> To be determined.

4. Understanding the Impact of the COVID-19 Pandemic

States are asked to describe how they will support their LEAs identification of the extent of the impact of COVID-19 on student learning and well-being, and the student groups most impacted.

As outlined above, AOE mandated an education recovery planning process of each LEA in Vermont. Districts were required to conduct a NA across three key areas of student functioning, as well as delineate specific plans for addressing these identified needs. In the required template, LEAs were instructed to “Pay particular attention to the status of historically marginalized students (students in different racial/ethnic groups, English learners, students with disabilities, students in poverty, migrant students, military-affiliated students, homeless students, students in foster care).”

AOE provided a comprehensive list of suggested key indicators for districts to draw from in developing their NAs, including metrics such as the number of students demonstrating a decline in mental health and/or well-being, the number of students requiring mental health supports, the number of student absences, percent of students fully engaged/not engaged with schoolwork, number of students qualifying for an IEP or 504 plan, and data from local comprehensive assessment systems that addressed student performance and growth in core academic proficiencies. Districts were instructed to compare current data to the 2018-2019 school year whenever possible. Potential data sources identified for districts to draw from included: formative assessment measures, curriculum-based measures, mental health and well-being screening measures, other student self-reports (e.g., referrals regarding MH/well-being), grades and proficiencies, graduation rates, dropout rates, attendance/truancy data, student portfolio measures, college and career readiness measures, physical education data, nurse and school counselor referrals, teacher absences, parental requests for services, kindergarten readiness results, data from local EST work, and exclusionary discipline practices and

outcomes. Districts were also instructed to “Draw on your learning from the data literacy professional development series to consider new and existing data sources for understanding needs.” The data literacy series is an ongoing professional training opportunity, initiated by AOE during the pandemic, to assist district personnel with selecting optimal data and using it to make decisions for education systems improvement.

5. School Operating Status

States are asked to describe the data collection on school operational status and modes of instruction for all schools in the State.

Throughout SY 20-21, the AOE has conducted survey activity that played an active and ongoing role in Vermont’s COVID-19 response. The [Strong and Healthy Schools Survey](#) (SHS), first deployed in September 2020, is a monthly collection of Continuity of Operations questions and a twice-yearly extended collection comprised of both Continuity of Operations and COL questions (see [complete list of questions](#)). The SHS was deployed the last Friday of each month to LEA Superintendents and was due the following Friday (i.e., a one-week timeframe to complete the response).

The collection tool provided a means by which Superintendents could decide how supervisory district/union questions were answered, typically through coordinating with their principals to answer school-specific questions. LEAs were asked to answer questions to the best of their ability and in a manner that best reflects, when appropriate, a monthly average. This survey is a required activity, designed to ensure that Vermont can maintain a strong, coordinated, statewide response to the ongoing emergency. It is currently built using a lightweight, web-based tool called Cognito to gather these data. Data land in a SharePoint list where AOE Data Management and Analysis Division (DMAD) staff retrieve them and execute Python scripts to process them for reporting.

Monthly data collection questions about instructional mode have provided insight into districts’:

- (1) mode of instruction (in-person, fully remote, hybrid) across grade spans (elementary, middle, and high school),
- (2) school-level percent of students in each instructional mode across grade levels,
- (3) split of in-person/remote days for students in a hybrid learning model,
- (4) activities that occur in hybrid 1-day remote models, and
- (5) options for students/families to choose a mode of instruction. These district-level data, in turn, allowed the AOE and partners to determine state-level trends and regional patterns in instructional disposition across the state.

Survey results have informed current and future state guidance, enabled coordinated support efforts across the state, and met federal reporting expectations for assessments such as National Assessment of Educational Progress (NAEP). These data are shared with the Vermont Department of Financial Regulation, which has led the Vermont COVID-19 data modeling effort, the Vermont Department of Health, and the general public via an [interactive dashboard](#).

To disaggregate the data based on the required demographic groups, the AOE cross-referenced available demographic data for each supervisory union/supervisory district (SU/SD) with the information collected through the Strong and Healthy Schools Survey.

While there are efficiencies in the Data Management and Analysis Division (DMAD) is building into this system at present, it is not a feasible long-term solution if this collection is required for longer than SY21. The current setup requires a monthly workflow with human execution at both the LEA and the SEA level, taking valuable time that otherwise might be invested in operational and/or recovery work.

Data on Instructional Modalities for School Year 2020-21

States are asked to provide the data described in the question above for the most recent time period available.

The AOE published this data on our website as the [ARP ESSER Summary of Instructional Modalities for School Year 2020-21](#).

Planned Operational Status and Mode of Instruction for Summer 2021 and SY 2021-22

States are asked to describe, to the extent they are able, plans for operation and mode of instruction during the Summer of 2021 and School Year 2021-22.

In May 2021, the AOE published [guidance indicating that LEAs should expect a return to full in-person instruction for the 2021-2022 school year](#) with nominal, if any, recommended mitigation strategies. Summer programs are operating under normal operations with a general recommendation that unvaccinated individuals wear masks when indoors.

B. Safely Reopening Schools and Sustaining their Safe Operations

In this section, the US ED requires states to outline how they will support LEAs to safely reopen schools and sustain their safe operations.

[Section B State Plan Template Questions \(page 6\)](#)

1. Support for Local Education Agencies

States are required to describe how they will support LEAs to safely return to in-person instruction and safe operation, including the following subsections:

Implementing Mitigation Strategies

States are required to outline how they will support the LEAs in implementing prevention and mitigation policies in line with the most up-to-date guidance from the Centers for Disease Control and Prevention (CDC).

Vermont successfully reopened its schools in September 2020. Schools were able to toggle between full in-person, remote, and hybrid learning to adjust for local operational conditions,

the mitigation strategies outlined below proved to be very successful in allowing schools to maintain continuous operations throughout the school year. In May 2021, the AOE and the Vermont Department of Health announced schools would return to full in-person in the fall of 2021 with minimal mitigation measures being recommended. If such mitigation measures are determined to be necessary, they will be published in August of 2021.

Mitigation Strategy	SEA Response
Universal and correct wearing of masks	Required of Vermont schools through mandatory state guidance as of August 2020
Physical distancing (e.g., including use of cohorts/podding)	Required of Vermont schools through mandatory state guidance as of August 2020. Three (3) foot was the minimal distancing requirement for students in grades PreK-6, and six (6) foot was the minimal distancing requirement for students in grades 7-12. In April 2021, the minimal distancing requirement was modified to three (3) feet for all students PreK-12.
Handwashing and respiratory etiquette	Required of Vermont schools through mandatory state guidance as of August 2020
Cleaning and maintaining healthy facilities, including improving ventilation	Required of Vermont schools through mandatory state guidance as of August 2020
Contact tracing in combination with isolation and quarantine, in collaboration with the State, local, territorial, or Tribal health departments	Implemented by the Vermont Department of Health throughout the 2020-2021 school year
Diagnostic and screening testing	Voluntary, weekly PCR surveillance testing for school staff implemented in Vermont schools from November 2020 through April 2021. A pilot PCR testing program for unvaccinated students and staff launched in May 2021 to be continued through the summer for schools and community-based summer programs. AOE will offer testing for unvaccinated students and staff to schools in Fall 2021.
Efforts to provide vaccinations to educators, other staff, and students, if eligible	Staff were vaccinated at schools, pharmacies and community clinics in March and April of 2021. Statewide efforts are underway to vaccinate all eligible Vermonters, including eligible students, with the highest vaccination uptake rate (over 80% with at least one dose) of any state.
Appropriate accommodations for children with disabilities	Required of Vermont schools through mandatory state guidance as of August 2020

with respect to the health and safety policies	
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Statewide Plans and Policies

States are required to outline plans, policies, timelines and milestones related to reopening and operations of school facilities, including mechanisms to track and monitor implementation.

Vermont successfully opened all its schools in September 2020. We implemented a monthly survey to collect information on learning modalities (e.g. in-person, hybrid and remote), and weekly PCR surveillance testing. In May 2021, the AOE, in conjunction with the Vermont Department of Health, advised districts that all schools would return to full in-person in the fall of 2021 with nominal mitigation measures, if any. Shortly thereafter this announcement, Governor Scott ended the state of emergency in Vermont.

Consultation with Federal, State and Local Health Officials

States are required to outline how they will consult with federal, state and local health officials.

The AOE worked closely with the Vermont Department of Health throughout the emergency. With the conclusion of our PCR surveillance testing program, we are now implementing a pilot testing program for unvaccinated students and staff that started as a pilot in May 2021 and will continue through the summer and fall. This program is paid for by the Vermont Department of Health and funded via a federal grant.

Guidance, Professional Learning and Technical Assistance

States are required to outline any guidance, professional learning, and technical assistances they will provide to LEAs.

The AOE holds weekly calls with education stakeholder groups and continues to respond to inquiries through its helpdesk.

2. Safe Return to In-Person Instruction and Continuity of Services Plans

In this section states are required to describe how the SEA will ensure that LEAs that receive the ARP ESSER funds meet the requirements of the ARP to either within 30 days of the act have a plan for safe return to in-person instruction and continuity of services, or have developed and made publicly available on the LEA's website a plan that meets the requirements of the ARP.

Because of the strategies and requirements highlighted above, Vermont's schools have had plans for in-person and hybrid learning in place since September 2020 and, as of June 2021, all Vermont schools have returned to in-person instruction. To meet the requirements of the Safe Return to In-Person Instruction and Continuity of Services Plans, LEAs have completed a self-audit of all of the required plan elements, ensuring that they are available to families and open for public comment and input. The ARP ESSER LEA Application will include an attestation that

all requirements of the Safe Return to In-Person Instruction and Continuity of Services Plans have been met.

C. Planning for Use and Coordination of ARP ESSER Funds

US ED requires SEAs to seek input from diverse stakeholders to ensure plans are responsive to the needs of students, families and educators. In this section, states are required to describe their plans for consultation and for coordinating the use of APR ESSER funds.

[Section C State Plan Template Questions \(page 8\)](#)

1. SEA Consultation

States are required to describe how the SEA engaged in meaningful consultation with stakeholders.

AOE's state plan reflects a larger "education recovery" planning initiative that was launched in January 2021. That initiative was developed through significant stakeholder input as it was developed. For example, the AOE consulted regularly with superintendents, and its Secretary's Advisory Group through weekly meetings. A special education advisory group, formed to implement changes to Vermont's special education funding system, was consulted monthly. This consultation resulted in formal feedback from the chief disability advocacy organization in the state. The AOE also reviewed the state plan with the Vermont State Board of Education through its open meeting process. Additionally, the AOE posted the plan on its website and solicited statewide public comment. The initial draft of this plan was shared with the legislature and through the legislative process, and the education policy committees received testimony on it. This resulted in the passage of a Vermont law which requires the AOE to submit the plan to the education policy committees of the legislature for their approval.

2. Coordinating Funds

States are required to describe how they have and will coordinate Federal COVID-19 pandemic funding and other federal funding.

Use of CARES Act and CRRSA Act Funds

States are required to outline how SEAs and LEAs have used, are using and plan to use Federal COVID-19 funds under the Coronavirus Aid, Relief, and Economic Security Act (CARES) and the Coronavirus Response & Relief Supplemental Appropriations Act (CRRSA) to support safe return to and maximized in-person instruction, and address the impact of the COVID-19 pandemic on individual student groups.

Emergency Response

As part of the Agency's emergency response, which began in March 2020 and lasted through January 2021, AOE used ESSER I and II funds to create an improved communication infrastructure, provide new platforms to facilitate remote learning and responded to emergency needs in the field as LEAs worked to meet pandemic health guidance for safe operations and took steps to make their schools safe for in-person learning. Governor's Emergency Education

Relief funds (GEER) were used to support the state’s Career and Technical Education (CTE) centers by providing funding for supplies, equipment and staffing to rapidly build out remote learning opportunities and, starting in the Fall 2020, safely return to in-person learning and the hands on opportunities that central to CTE curriculum.

Fund	Project Name	Short Description	Emergency Response	Cost
ESSER I	Salesforce CRM	Customer Relationship Management (CRM) tool to respond to queries from the public and the field related to COVID-19 response.	In the initial months of the pandemic, AOE was inundated with questions from schools, families, and members of the public, but the AOE’s decentralized communication structure was challenged to respond in a consistent and timely manner. This tool was created to facilitate consistent, rapid communication.	\$251,584
ESSER I	Salesforce (Knowledge Base) and Helpdesk Expansion	The addition of a public knowledge base component to the existing helpdesk tool to provide knowledge articles to users.	As part of AOE’s ongoing priority to improve the consistency and timeliness of communication, this addition to the existing Helpdesk provides an accessible resource for public and partners during the response to the COVID-19 pandemic.	\$294,025
ESSER I	Salesforce (Symptom Tracker)	Framework for COVID-19 related symptom checking and tracking for schools	To assist schools in following Department of Health guidance upon return to in-person learning in Fall 2020.	\$407,412
ESSER II	Burlington High School Macy’s Retrofit	Costs associated with the retrofitting of the former Macy’s retail space to accommodate in-person learning for Burlington High School (BHS) students.	During their pandemic response as part of air quality testing, BHS, the largest high school in the state, discovered high and unsafe levels of PCB’s that necessitated the closure of the school. To ensure that BHS students could access in-person learning, the AOE committed its ESSER II funds (with US ED approval) to the costs associated with retrofitting an existing, defunct Macy’s retail space. Vermont’s General	\$3,500,000

Assembly also approved this funding decision.

GEER	Grants for CTE Centers	Grant program for the state’s Career and Technical Education (CTE) centers	Allowable costs included supplies and equipment to address student needs during closure and costs associated with returning to safe in-person or hybrid learning.	\$4,268,801
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Future Supports for Recovery

During the winter and spring of 2021, as the state and education system moved from the urgent and immediate COVID-19 response to a sustained operations modality, AOE developed a Recovery Planning strategy centered on three main foci: social emotional health, mental health, and well-being; student engagement; and academic success. These three priorities are central to the work and planning is being done currently at both Agency and LEA levels, and will inform the use of both SEA and LEA ESSER funds for the next 2-3 years.

Fund	Project Name	Short Description	Recovery Supports	Cost
ESSER I	Edmodo	Professional Network and K-5 Learning Management System	New state-wide platform to support remote learning for K-5 and create virtual space for educators and school administrators to communicate best practices. A second stage included the addition of Zoom capabilities.	\$322,432
ESSER I	PBS Learning Kits	Learning kits created by Vermont PBS, in partnership with AOE staff, and distributed in summer 2021 to young learners attending 21C programs.	The goal of AOE’s partnership with Vermont PBS is to provide access to free educational programming, curricular connections, and in-person and distance learning tutorials that are publicly available to families. These kits will be distributed summer 2021 to young children attending 21C programs and include: <ul style="list-style-type: none"> • Directions for educational and enrichment activities students can do at home; • Materials needed for activities; • Books related to topic of kit; and • Connections to PBS programming and resources. 	\$50,000

ESSER I	Social emotional and Mental Health	Development and support of a website containing curated materials on best practice for educators to ensure students' social emotional, and mental health/well-being	In anticipation of a greater need for social, emotional, and mental health supports for students, AOE will contract with an outside vendor. Inequities have existed, even prior to COVID-19, in access to services available. Initial data from Recovery Plan needs assessments indicate a widespread need across LEAs for new approaches to supporting students in these areas. Prior to the pandemic, there existed limited attention to and integration of social, emotional and mental health into everyday curricula, as well as regional inequities in service availability.	\$378,000
ESSER II	Construction Consultant	Consultant to support LEAs in facilities and construction projects	AOE will contract with an experienced consultant to conduct an inventory of facilities in Vermont schools centered on identifying needs to address health and safety concerns. (approved by the Vermont GA)	\$ 127,500 (through 9/30/23)
ESSER II	Summer Learning 2021	Subgrant to Vermont Afterschool	AOE sub-granted to Vermont Afterschool to provide grants to summer programs to expand access summer opportunities for all Vermont students as part of Governor Scott's priority to increase student engagement and improve social emotional and mental health. (approved by the Vermont GA)	\$ 4,095,838
ESSER II	Summer Learning and Afterschool 2021-2023	To be determined	Amount allocated by the Vermont GA to conduct summer and afterschool programming.	\$4,339,131
GEER II	To be determined	To be determined	The Governor will use GEER II funds to respond to needs identified during the Recovery Planning process.	\$1,930,818

Award of ESSER I and ESSER II funds to LEAs

States are required to outline to what extent ESSER I and ESSER II funds have been awarded to LEAs, with a timeline for award if not already available, as well as information on dollar amounts already obligated but not expended.

All ESSER I funds have been awarded and AOE has reimbursed LEAs for \$7,150,863. The application for ESSER II funds was opened on March 22, 2021. To date, AOE has awarded \$39,498,440.82 in ESSER II funds and has made \$1,086,389 in reimbursements. AOE is unable to track LEA obligations.

Supporting LEA Planning for Return to In-Person Instruction and Education Recovery

States are required to outline how they will support LEAs planning for the safe return to and continuity of in-person instruction, and meeting the academic, social, emotional and mental health needs of students.

AOE leveraged state-level Title I School Improvement and Title IIA School Leadership funds to offer state-wide training and professional development on data literacy through a contracted vendor. The vendor offered targeted training sessions for LEAs as they completed their Recovery Plan needs assessment in the spring of 2021, which has informed the development of their plans for education recovery and their use of ESSER funds. Vermont also used state-level Title IIA and Title IVA funds to offer LEAs free [Youth and Teen Mental Health First Aid](#) training in support of their education recovery efforts. We deployed federally funded grant activity to expand outreach and service delivery for migrant students and worked with human services agency partners, school districts, and school food authorities to identify all students who might qualify for Pandemic Electronic Benefit Transfer (P-EBT) benefits and better ensure their family completes required paperwork to be eligible. Our state Child Nutrition program drew down substantial additional U.S. Department of Agriculture (USDA) funding by availing themselves of all USDA waiver options for nutrition programs during COVID-19 and recovery. In addition, AOE provided substantial additional support to the Vermont Foodbank through the Emergency Food Assistance Program (TEFAP) funds. Perkins funds were used to assist CTE centers in identifying core learning proficiencies that can be aligned to schools' local graduation requirements. In addition, Governor Scott deployed 4,488,802 of GEER funds to assist the CTE system, ensuring continuity of high-quality CTE programs of study and instruction during COVID-19.

D. Maximizing State-Level Funds to Support Students

This section addresses the “extraordinary opportunity” States have to address the disproportionate impact of the COVID-19 pandemic on underserved students through the American Rescue Plan Act’s required State Set-asides. SEAs are required to describe their evidence-based strategies for these resources.

1. Academic Impact of Lost Instructional Time

States are required to describe how the SEA will use its set aside funds (reserved under section 2001(f)(1) of the American Rescue Plan Act) on evidence-based interventions to address the academic impact of lost instructional time.

Description of the Evidence-based Interventions

States must describe the interventions they have selected.

The AOE has not yet selected specific evidence-based interventions to address the academic impact of lost instructional time. The AOE will do so as those needs are identified through the required LEA education recovery planning process. It is likely there will be an SEA focus on improving literacy outcomes since this had been identified as an area of concern prior to the pandemic, and districts are reporting that concern remains as identified through local benchmark assessment data.

How the Interventions will Address Impacts to Certain Groups of Students

States must describe how the evidence-based interventions will address the impact of the pandemic on certain groups of students.

The AOE is requiring LEAs to implement a systems approach to Education Support Teams (ESTs), a long-standing policy requirement in Vermont, to guide local and state decision making on intervention priorities. Through a consistent EST data collection process, patterns of impact will be identified, and strategies will be developed locally, regionally and at the state level as necessary.

Engaging Students Who Missed In-person Instruction

States must outline the extent to which the SEA will use its funds to identify and engage students who missed the most in-person instruction or who did not consistently participate in remote instruction

Since almost all schools were able to offer some in-person instruction during the 2020-2021 school year, it is unlikely there will be significant learning gaps as a result of prolonged participation in remote learning. Also, most districts used the state-supported Vermont Virtual Learning Cooperative to provision remote learning, and that allowed schools to ensure a certain level of quality in remote learning activities.

2. Evidence-Based Summer Learning and Enrichment Programs

States are required to describe how the SEA will use its funds (reserved under section 2001(f)(2) of the American Rescue Plan Act) for evidence-based summer learning and enrichment programs.

Description of Programs

States are required to describe the evidence-based programs that address the academic, social, emotional and mental health needs of students.

SEA funds are being used to fund a significant expansion of summer activities during the summer of 2021 as part of Vermont's education recovery framework. This initiative is called "Summer Matters." Our framework includes three focus areas. One of those focus areas is student engagement which is aimed at addressing the social and emotional needs of students as a first priority. SEA funds are being used to contract with Vermont After School (VAS) to expand student engagement activities statewide. VAS has established some data reporting metrics that will allow the AOE to evaluate the success of this summer's programming from an engagement perspective. This analysis will inform our approach to Summer 2022 programming.

Addressing Impact to Students

States must describe how the evidence-based summer programs will address the impact of the pandemic on certain groups of students.

Summer program providers who received grants under the Summer Matters initiative are required to ensure their programs are accessible to all students, with an emphasis on ensuring access to those students who were disproportionately impacted by COVID-19.

Engaging Students Who Missed In-person Instruction

States must outline the extent to which the SEA will use its funds to identify and engage students who missed the most in-person instruction or who did not consistently participate in remote instruction.

The focus of the Summer Matters initiative is student engagement not learning loss. Our theory of action is the summer provides a significant opportunity to address the social and emotional needs of students through organized engagement activities. This will enable schools to put more emphasis on learning loss issues in the fall.

3. Evidence-Based Comprehensive Afterschool Programs

States are required to describe how the SEA will use its funds (reserved under section 2001(f)(3) of the American Rescue Plan Act) for evidence-based comprehensive afterschool programs.

Description of Programs

States are required to describe the evidence-based programs that address the academic, social, emotional and mental health needs of students.

The AOE has not yet identified specific evidence-based after school programs for the fall although existing evidence-based programs such as 21C will be leveraged.

Addressing Impact to Students

States must describe how the evidence-based summer programs will address the impact of the pandemic on certain groups of students.

The AOE will prioritize its funding to support after school programs that assist those students who have been disproportionately impacted by COVID-19.

Engaging Students Who Missed In-person Instruction

States must outline the extent to which the SEA will use its funds to identify and engage students who missed the most in person instruction or who did not consistently participate in remote instruction

The AOE will prioritize its funding to support after school programs that assist those students who have experienced learning loss.

4. Emergency Needs

States are required to describe how the SEA anticipates it will use its funds (reserved under section 2001(f)(4) of the American Rescue Plan Act) for emergency needs, if applicable, including the extent to which these fund will build SEA and LEA capacity to ensure students' and staff health and safety, meet academic, social, emotional and mental health needs, and implement evidence-based interventions.

SEA funds will be used to support integrated service delivery models statewide to ensure each region of the state has a well articulated service system between and among social services and education services. A central focus of this work will be an expansion of a Community Schools model which is well suited to a rural state like Vermont.

E. Supporting LEAs in Planning for and Meeting Students' Needs

This section addresses the need for safe return to in-person instruction to be accompanied by a focus on meeting academic, social, emotional and mental health needs, and by addressing opportunity gaps. States are required to outline how the SEAs will support LEA development of high quality plans for use of ARP ESSER funds.

[Section E State Plan Template Questions \(page 13\)](#)

1. LEA Plans for the Use of ARP ESSER Funds

States are required to describe what the SEA will require its LEAs to include in LEA plans consistent with ARP ESSER requirements, how each plan will be made available to the public, and the deadline for submission.

Vermont is constructing its ARP ESSER Application to address the requirements outlined in the law. Additionally, in advance of the passage of ARP, Vermont has already required all LEAs to create and submit a Recovery Plan. In their Recovery Plans, each LEA needs to identify a need under three different recovery areas—social and emotional health, mental health, and well-being; student engagement, and academic achievement/success. Vermont will be leveraging

these Recovery Plans to demonstrate how schools have prepared for reopening. LEAs must complete an assurance that their ARP ESSER plans are available to the public in their ARP ESSER application. All ARP ESSER LEA plans will be due to the SEA by August 23, 2021, 90 days after their ARP ESSER allocation has been available for obligation.

Prevention and Mitigation Strategies Aligned with CDC Guidance

LEA plans must include information on whether and how the funds will be used to implement prevention and mitigation strategies in line with current CDC guidance, in order to continuously and safely operate schools for in-person learning.

Unlike many parts of the country, all Vermont schools reopened to at least partial in-person instruction in September 2020 following the Vermont Department of Health and Agency of Education's [Strong and Healthy Start guidance](#). The ARP ESSER LEA application will include an assurance that the LEA continues to operate safely and in line with CDC guidance. In addition, the LEA will be required to post its Recovery Plan on its website and make it available for public comment. Any changes to the LEA's Recovery Plan will need to be reflected in that posting. Reopening guidance to LEAs can be found as part of the Strong and Healthy Start Guidance outlined above.

Addressing Impact of Lost Instructional time

LEA plans must include information on how the LEA will use funds (reserved under section 2001(e)(1) of the American Rescue Plan Act) to address the academic impact of lost instructional time.

In the ARP ESSER LEA application, LEAs will need to identify which investments specifically address lost instructional time and the amount and nature of those investments. AOE approval of applications is contingent upon meeting the 20% threshold. LEA Recovery Plans will allow LEAs to identify both broad needs and specific investments. Many, but not all, needs identified in their required Needs Assessments will be funded through ESSER funds. The ARP ESSER LEA application will include funding details addressing the 20% threshold,

Use of Remaining Funds

LEA plans must include information on how the LEA will spend its remaining funds consistent with section 2001(e)(2) of the American Rescue Plan Act.

In the ARP ESSER LEA application, LEAs will need to identify how they will spend the remainder of their ARP ESSER funds. AOE will review the proposed investments to ensure that they reflect allowable uses.

Addressing Impacts of Students Disproportionately Impacted by COVID-19

LEA plans must include information on how it will ensure the interventions it implements address the academic, social, emotional and mental health needs of all students, and particularly those disproportionately impacted by the COVID-19 pandemic.

AOE will review the investments detailed in the ARP ESSER LEA plan to ensure that the proposed investments meet the intent of the law regarding response to and as a result of the COVID-19 pandemic, and ensure that the investments specifically support historically marginalized students in areas of academic, social, emotional, and mental health.

2. LEA Consultation

In this section, States are required to describe how the SEA will ensure that LEAs engage in meaningful consultation with a wide range of stakeholders; specifically students, families, school and district administrators, and educators. LEAs must also meaningfully consult with Tribes, civil rights organizations, and stakeholder representing the interests of children with disabilities, English learners, children experiencing homelessness, in foster care, and other underserved student groups, if represented in the district.

The ARP ESSER LEA application will include assurances from the LEA that they have conducted meaningful consultation with identified stakeholders and evidence of the outreach to stakeholders, the content of feedback, and how plans have been altered as a result of that feedback.

Vermont's LEAs, through their Education Recovery planning process, have already begun to engage stakeholder groups. In addition, many LEAs are conducting communications outreach through websites, informational sessions and direct contact with families. The AOE requires that the LEAs document these stakeholder engagement efforts and will require evidence of this engagement in the ARP ESSER LEA application.

3. Support and Monitoring for LEAs

In this section, States are required to describe how they will support and monitor LEAs in using ARP ESSER funds.

Monitoring Implementation of Interventions

States are required to outline how they will support and monitor LEA implementation of evidence-based interventions that respond to students' academic, social, emotional and mental health needs.

After final Recovery Plans have been submitted, AOE will identify the most frequent support themes from LEA plans. For each identified theme, AOE will develop networking opportunities pulling together LEAs with similar needs, along with external subject area experts, for intense and iterative professional development and coaching aligned with research-based best practice. AOE staff have recently invested in Networked Improvement Communities

(NIC) training and will leverage this model as appropriate. AOE plans to select the 4-6 most pressing needs to shape development of these professional learning opportunities.

AOE will monitor LEAs to ensure programmatic and fiscal compliance with federal and state performance goals (see Section G on Fiscal Monitoring Plan). Programmatic monitoring will mirror our current SI7 monitoring process, where AOE tracks individual investments, the data that the district and school will use to measure the impact of that investment, and the actual data showing the impact of the investment.

Addressing Impacts and Engaging Most Impacted Students

States are required to report how the SEA will support and monitor LEAs in addressing the disproportionate impact of the COVID-19 pandemic on certain groups of students, and reengaging and supporting students most likely to be impacted by lost instructional time.

VT AOE is working with its national and regional partners, including Council of Chief State School Officers (CCSSO), American Institutes for Research (AIR), Center on Great Teachers and Leaders, Comprehensive Center Network, Regional Educational Laboratory Northeast and Islands (REL-NEI) and others to develop a comprehensive and strategic plan for investments and data collection to support both immediate and long-term improvements, and a corresponding and robust monitoring plan for LEA use of ARP funds. It will be essential that the State takes a considered approach to identifying the data elements needed both to comply with ARP requirements and to promote the AOE's and LEAs' strategic use of the ARP funds.

4. Additional Strategies for Educational Equity

In this section, States are required to describe the extent to which the SEA will support LEAs in implementing additional strategies to address educational equity when expending ARP ESSER funds.

As all Vermont schools have been open to at least partial in-person instruction since September 2020, LEAs have been continuing to address inclusivity in school access. That said, LEA Recovery Plans need to identify goals addressing lingering student engagement challenges. Those goals are reviewed by AOE.

F. Supporting the Educator Workforce

This Section address the toll that the COVID-19 pandemic has taken on educators as well as students. SEAs are required to describe strategies for supporting and stabilizing the educator workforce and for making staffing decisions that will support students' academic, social, emotional, and mental health needs.

[Section F State Plan Template Questions \(page 15\)](#)

1.Supporting and Stabilizing the Educator Workforce:

States are required to describe the extent to which the State is facing shortages of educators, education administration personnel, and other school personnel involved in safely reopening schools, and the extent to which that varies by region or type of educators.

Area	Data on shortages and needs	Narrative description
Special educators and related service personnel and paraprofessionals	10% of special educators working on a provisional license (FY20 Educator Shortage Report); Approximately 6% of Early Childhood Special Educators are working under a provisional license. The SEA does not currently offer certification for paraeducators.	Data from our FY20 Educator Shortage Report suggests that approximately 10% of all special educators in the state are working on a provisional teaching license. This indicates a shortage as defined by the Educator Shortage report. Anecdotal data from LEAs suggest that the recruitment and retention of special educators is a persistent challenge.
Bilingual educators	No educators working on a provisional or emergency license.	We do not have any indication that educators with a bilingual endorsement are a shortage in Vermont.
English as a second language educators	One educator out of 88 teaching English Learners in Vermont are employed on a provisional license according to the FY20 Educator Shortage Report. Six educators in the state hold a provisional license out of a total of 314 educators who hold the endorsement.	Data suggest that there is not a shortage of educators with the English Language Learner endorsement in Vermont.
STEM educators	8% of educators teaching math were doing so on a temporary license (FY20 Educator Shortage Report) 5.5% of all endorsed (not necessarily teaching under that endorsement) STEM teachers held a temporary license. Middle grades STEM provisional endorsements accounted for 8% of all STEM endorsed educators. Secondary STEM provisional endorsements accounted for 3% of all STEM endorsed educators.	Data from our FY20 Educator Shortage Report identifies only secondary math teachers teaching under their math endorsement as constituting a shortage. Broader indicators suggest that middle grades STEM educators are more likely to be working under a provisional license than their secondary peers. This is not a surprise, as middle grades educators often are adding an endorsement in response to changing staffing and enrollment needs at a particular school. Therefore, it would

follow that provisional licenses are requested at a greater rate in middle grades. It appears, however, that many educators holding middle grades STEM endorsements are either not teaching under those endorsements or are teaching under them for a limited number of classes.

CTE educators	Six out of 385 licensed CTE educators are working on a temporary license.	Neither CTE endorsements taken as a whole nor any subendorsement under the CTE umbrella was identified as a shortage area in the FY20 Educator Shortage Report.
Early childhood educators	Early childhood education is not identified as a shortage area (FY20 Educator Shortage Report); About 4% of all educators who hold an early childhood license have a temporary license.	We do not have evidence that recruitment of early childhood educators is a persistent problem in the public sector. Due to a PreK funding plan in Vermont, private PreK providers can be reimbursed by the state for a set amount per student in attendance, provided that a licensed early childhood educator is employed at the site. Private providers do report challenges in recruiting and retaining licensed educators. Further analysis suggests that this can be largely explained by lower pay structures at private providers when compared to public settings. Due to an initiative to support provisional licenses for Early Childhood Educators in private settings, we anticipate an increase in provisional licenses over the course of the next couple of years.
School counselors	9% of school counselors are currently working on a	The Educator Shorter Report shows that about 9% of all

temporary license (FY20 Educator Shortage Report)

school counselors are working under a temporary license. As LEAs have not contacted the SEA suggesting that recruitment and retention of school counselors is a persistent challenge, our assumption is that many of those on a temporary license are internal hires working toward completing requirements for full endorsement.

Social workers

Social workers are not identified as a shortage area (FY20 Educator Shortage Report)

While the school social worker endorsement is not identified as a shortage area in the FY20 Educator Shortage Report, approximately 8% of licensed school social workers are working under a provisional license. Licensed school social workers do not account for all social workers in schools. Vermont only has 60 licensed school social workers. Many licensed social workers are providing services without the education endorsement. We continue to monitor LEA needs described in their Recovery Plans to see if there is a growing need for school social workers or other mental health professionals to respond to heightened student Social-Emotional Learning needs

Nurses

School nurses are not identified as a shortage area (FY20 Educator Shortage Report); 5.5% of licensed school nurses hold a provisional license.

We do not have evidence of a past workforce shortage for school nurses based on our licensure data; however, we are monitoring potential changes in LEA needs in response to the pandemic.

School psychologists

School psychologist are not identified as a shortage area

We do not have evidence of a past workforce shortage for

(FY20 Educator Shortage Report); 2% of licensed school psychologists hold a provisional license.

school psychologists based on our licensure data; however, we are monitoring LEA needs described in their Recovery Plans to see if there is a growing need for school social psychologists to respond to heightened student Social-Emotional Learning needs.

These data reflect multiple data collection initiatives, not all of which have routinely consistent findings across sources.

According to U.S. ED's [Teacher Shortage Areas report](#), the following shortage areas were reported statewide for 2020-2021 due to at least 5% of FTEs for these endorsement being served by an educator with a temporary license:

- Administrative— Assistant Director for Adult Education
- Administrative— Career Technical Center Director
- Administrative--Superintendent
- School Librarian: PK-12
- Family and Consumer Sciences: 5-12
- Special Educator: PK-21
- School Counselor: PK-12
- Health & Physical Fitness – Physical Education: PK-12
- Health & Physical Fitness – Health Science: PK-12
- World Languages – Spanish: PK-12
- Mathematics – Basic & Advanced Mathematics: 7-12
- Driver Education: 9-12

Whereas the Educator Shortage Report reflects larger scale data on educators employed with temporary licensure, we also have more anecdotal data suggesting that LEAs are increasingly concerned about potential shortages. For example, the Vermont Virtual Learning Cooperative (VTVLC) struggled to hire educators to meet their staffing needs. In September 2020, the SEA put a call out to education networks around the state and to our New England SEA partners looking to recruit math, science, social studies, and foreign language teachers (especially at the middle level) in support of VTVLC.

The Vermont Department of Labor's 2018-2028 [Long-Term Occupational Projections report](#) indicates that Education, Training and Library Occupations ranks sixth out of all Major Occupation Clusters in number of annual openings in the state. Teacher assistants, registered nurses and nurse assistants, and childcare workers rank in the top 25 occupations with greatest number of annual openings. Finally, of the top twenty-five occupations at each level of educational attainment typical for entry, ranked by the number of openings and by rate of growth, the following school-related positions rank in the top ten:

- Educational guidance, school, and vocational counselors

- Clinical, Counseling and School Psychologists
- Education Administration, Elementary and Secondary School
- Librarians
- Instructional Coordinators

According to the monthly [Strong and Healthy Schools survey](#) data collected by the SEA since September, initial substitute shortage data suggests that filling openings, in the near term and potentially long-term, may prove challenging for LEAs statewide, with pockets of greater/lesser intensity. Since September, on average 60% or more of our responding public schools have reported not having adequate substitute coverage for absences every month. Broken out by five state regions, the lowest reporting region, at 48%, was in February. In April, our most recent data collection, 67.52% of schools reported the inability to find substitute coverage. Of note, our survey data suggests that both populous regions of the state and extremely rural parts of the state have consistently struggled to find substitute coverage, and while there has been some regional variability in the data at times, no region has reported below 50%. This data is supported by an increased demand for waivers for long-term substitutes over the last portion of the school year and numerous appeals to the Vermont Standards Board for Professional Educators to waive endorsement requirements.

In an effort to understand building leaders' perceptions of potential shortages and workforce issues they will be confronting next year, the Vermont Principals' Association surveyed Vermont principals and found that 50% of respondents reported that it was likely to very likely that positions in their schools would go unfilled, 28% reported that 5-10% of their positions might go unfilled, and 21% reported that they were anticipating more retirements than usual this year.

Finally, Vermont is ranked the third oldest state in the nation, with a median age of 42.8 years. The government sector, including public PK-12 schools, is the largest employer in Vermont. Though our current licensing data as described by the Educator Shortage Report has not uncovered broader shortages, additional data points to a growing concern about adequately staffing our schools to meet the needs of Vermont students now and in the future.

Identifying Shortages and Potential Shortages

In this section, SEAs are required to describe how they will assist LEAs in identifying the most urgent areas of educator shortages or potential shortages, with particular plans for individual LEAs facing the most significant needs.

At this point, we do not have evidence of layoffs related to the pandemic. Each LEA has submitted a Recovery Plan in which they identify specific needs related to Social Emotional health and well-being, Academic Achievement, and Student Engagement. Many of these plans identify hiring additional staff to meet perceived needs. The SEA is aggregating these needs to understand emerging staffing trends in response to recovery efforts.

Broader indicators suggest that the SEA will need to take a leadership role in supporting LEAs in long-term strategic planning, including fostering a statewide approach that can both support the unique regional needs of LEAs while guarding against an overly competitive marketplace that could further exacerbate regional disparities in staffing. This might include regional approaches to shared staffing and local educator pipeline programs, leveraging online and hybrid models to provide access to qualified staff despite geographic challenges, creating greater flexibility for new educators and out-of-state educators, and recruiting more teachers of color.

Filling Gaps in Certified Teachers

SEAs are required to describe the actions they will take to fill anticipated gaps in certified teachers for the start of the 2021-2022 school year and to what extent the SEA will further support its LEAs in expanding the educator pipeline and educator diversity.

In the near term, the SEA will work with LEAs to address gaps in certified teachers for the 2021-2022 school year by expediting access to provisional teacher licenses under existing Vermont regulations. The SEA will also partner with the Vermont Department of Public Safety to expedite the required background check process.

Additionally, the SEA will explore several strategies to expand the teacher pipeline and the diversity of its educator workforce:

- Create an annual scholarship fund of approximately \$25,000 to support educators seeking initial licensure through Peer Review.
- Hire a 0.5 FTE to work throughout the Northeast and Mid-Atlantic states to recruit educators to come to Vermont. This recruiter would represent Vermont schools at job fairs, develop relationships with education departments in schools throughout the region, with particular attention to historically black colleges and universities (HBCUs) and other schools who graduate substantial numbers of historically marginalized candidates.
- Develop a pathway to licensure for educators working in regions of the state where there is specific need. This model would support paraeducators currently working in school settings who are interested in becoming fully licensed educators. Educators would complete a four course sequence over 16 months (one course each Summer, Fall, Spring, Summer semesters) in the Core Teaching Competencies through Ed-Prep Program Partners while working under a temporary license; acceptance into and enrollment in the preparation sequence would confer the temporary license.

To inform long-term policy in this area, the SEA will contract for a study of Vermont's educator pipeline to identify policy recommendations in the following areas:

- Licensing reciprocity with other states;
- Identifying regulatory policies from other states that could be adopted in Vermont;

- An examination of the New England educator pipeline dynamics since Vermont’s labor market needs to be considered in the context of the region;
- A policy approach to licensing for designated shortage areas;
- How remote learning could be utilized to address teacher shortage areas and to enable the sharing of staff on a statewide basis; and
- An analysis of Vermont’s higher education system relative to its teacher preparation capacity.

2. Staffing to Support Student Needs

States are required to describe the extent to which the SEA has developed or will develop strategies and will support its LEAs in increasing student access to key support staff within school buildings, including school counselors, special education personnel, nurses, social workers, and psychologists.

The SEA will adopt the following strategies to support its LEAs in increasing student access to key support staff:

- Continue to explore and support online access to support staff such as social workers and clinicians;
- Support community-based and interdisciplinary regional teams;
- Explore regional support staff shared between schools/districts as state level hires;
- Pursue “grow your own” options to incentivize leadership growth from within the school and district including expansion of the nurse leadership model;
- Support state campaign to “add an endorsement”;
- Explore secondary version of “adjuncts” in specific areas such as clinicians, social workers, nurses, etc.; and
- Develop statewide platform to attract/recruit educators and staff for key shortage areas.

G. Monitoring and Measuring Progress

Transparency on how ARP ESSER funds are used and their impact on the Nation’s education system is a fundamental responsibility of Federal, State, and local government. In this section, SEAs are required describe how they are building capacity at the SEA and LEA levels to ensure high-quality data collection and reporting and to safeguard funds for their intended purposes.

[Section G State Plan Template Questions \(page 16\)](#)

1. Capacity for Data Collection and Reporting:

In this section, States are required to describe how the SEA will ensure its capacity and the capacity of its LEAs to collect data on reporting requirements of ARP ESSER, including academic achievement data, fiscal data, engagement, program participation, etc.

The Safe and Healthy Schools (SHS) survey will remain a required collection through the end of SY21. If data such as these are required on an ongoing basis as a part of annual, required data reporting and/or at the verifiable student level, the AOE hopes to leverage stimulus dollars to build out data collection, management, and reporting infrastructure and staff training supports to accommodate a more durable, lower burden, closer to real-time, and long term means of

gathering, managing, and reporting these data. In terms of recovery efforts, this means that both VT AOE and LEAs would benefit from: (1) staff augmentation to support needed adjustments to data and IT infrastructure for data collection, management, reporting, and use; (2) investment in staff professional development opportunities for LEA and school staff on effective data management and use of their Student Information System (SIS), as well as processes for submitting required data to the AOE; (3) investment in staff professional development opportunities for LEA and school staff on building a culture of data quality to support data literacy and data use.

Enrollment: Student enrollment for all students and disaggregated for each of the student groups described in A.3.i- viii for each mode of instruction; and Attendance: Student attendance for all students and disaggregated for each of the student groups described in A.3.i- viii for each mode of instruction.

The AOE collects data on attendance once per school year through an end-of-year, student-level data collection process called “DC04 Year End Official,” details about which are available via AOE’s fully searchable online data collection knowledge base. This means that while AOE does not have access to student-level attendance data by mode of instruction at this time, we can reasonably estimate that the SHS data show student participation in each type of learning modality throughout SY21.

2. Monitoring and Internal Controls

In this section SEAs are required to describe how they will implement appropriate fiscal monitoring of and internal controls for the ARP ESSER funds.

The Vermont Agency of Education divides the monitoring responsibilities of 2 CFR §200.332 into two components: (1) Programmatic monitoring and (2) Fiscal monitoring. The Regulatory Compliance Team conducts fiscal monitoring per the established plan on file with the Vermont Department of Finance & Management. Fiscal monitoring covers all Federal and state grants during one review. ESSER I, ESSER II, and ARP-ESSERIII will be included in the fiscal monitoring activities beginning in FY22. Below are the major steps of fiscal monitoring.

Single Audit Review: The first phase of fiscal monitoring includes the review of the single audits in accordance with 2 CFR §200.500 Subpart F and Vermont Bulletin 5. Single audits are reviewed using a checklist to insure a compliant and consistent review. The AOE follows up with subgrantees on all federal findings and the resulting corrective actions. The results of the single audit review are incorporated into the monitoring risk assessment (detailed below).

Desk or onsite review of subgrantees: Selection of subgrantees is based on an annual assessment of risk per 2 CFR §200.332(b). In certain instances, a subgrantee may be selected for fiscal monitoring due to special circumstances. Fiscal monitoring follows a consistent protocol to be sure all required areas of compliance are consistently reviewed. The documentation of the review is maintained in our files for five (5)+ years as appropriate. The scope of monitoring focuses on confirming the subgrantee’s compliance with EDGAR, 2 CFR Part 200, Vermont Statute, and local policies and procedures. Reviews result in a report to the subgrantee that

details any findings of non-compliance. Subgrantees are required to respond to any findings of non-compliance with corrective action plans that detail the corrective action, the position responsible for action and the implementation date of the action as well as evidence of implementation. The results of prior fiscal monitoring activities are used to inform the Agency's pre-award risk assessment of subgrantees and in the determination if additional requirements should be placed on the award. Fiscal monitoring data is also used to develop trainings and technical assistance for future years based on areas of non-compliance discovered during fiscal monitoring.

Appendix A: School Operating Status and Instructional Mode Data Template

Indicate the date or time period represented by the following data.

[ARP ESSER SUMMARY OF INSTRUCTIONAL MODALITIES FOR SCHOOL YEAR 2020-21](#)

Table 1

In the most recent time period available, how many schools in your State offered each mode of instruction or learning model described below? Each row should account for all schools in your State, so that, for each row, the sum of the numbers in the “offered to all students,” “offered to some students,” and “not offered” columns is equal to the number in the “all schools” column.

Add or change rows as needed

Number of schools	All schools	Offered to all students	Offered to some students	Not offered
Remote or online only	#	#	#	#
School buildings open with both remote/online and in-person instruction (hybrid)	#	#	#	#
School buildings open with full-time in-person instruction	#	#	#	#

To the extent data are available, please complete the above table for 1) all schools in the State, and 2) separately for each instructional level (e.g., pre-kindergarten/elementary schools, middle schools, high schools).

Table 2

In the most recent time period available, what was the enrollment and mode of instruction for the schools in your State?

Add or change rows as needed

Number of students	Total enrollment	Remote or online only	Both remote/online and in-person instruction (hybrid)	Full-time in-person instruction
Students from low-income families	#	#	#	#
White, not Hispanic	#	#	#	#
Black or African American, not Hispanic	#	#	#	#
Hispanic, of any race	#	#	#	#
Asian, not Hispanic	#	#	#	#
American Indian or Alaskan Native, not Hispanic	#	#	#	#
Native Hawaiian or Pacific Islander, not Hispanic	#	#	#	#
Two or more races, not Hispanic	#	#	#	#
Race/Ethnicity	#	#	#	#

Number of students	Total enrollment	Remote or online only	Both remote/online and in-person instruction (hybrid)	Full-time in-person instruction
information not available				
English learners	#	#	#	#
Children with disabilities	#	#	#	#
Students experiencing homelessness	#	#	#	#
Children and youth in foster care	#	#	#	#
Migratory students	#	#	#	#

Appendix B: Reporting Language Included in the Grant Award Notification (“GAN”)

As described in the Grant Award Notification (“GAN”), the SEA will comply with, and ensure that its LEAs comply with, all reporting requirements at such time and in such manner and containing such information as the Secretary may reasonably require, including on matters such as:

- How the State is developing strategies and implementing public health protocols including, to the greatest extent practicable, policies and plans in line with the CDC guidance related to mitigating COVID-19 in schools;
- Overall plans and policies related to State support for return to in-person instruction and maximizing in-person instruction time, including how funds will support a return to and maximize in-person instruction time, and advance equity and inclusivity in participation in in-person instruction;
- Data on each school’s mode of instruction (fully in-person, hybrid, and fully remote) and conditions;
- SEA and LEA uses of funds to meet students’ social, emotional, and academic needs, including through summer enrichment programming and other evidence-based interventions, and how they advance equity for underserved students;
- SEA and LEA uses of funds to sustain and support access to early childhood education programs;
- Impacts and outcomes (disaggregated by student subgroup) through use of ARP ESSER funding (e.g., quantitative and qualitative results of ARP ESSER funding, including on personnel, student learning, and budgeting at the school and district level);
- Student data (disaggregated by student subgroup) related to how the COVID-19 pandemic has affected instruction and learning;
- Requirements under the Federal Financial Accountability Transparency Act (“FFATA”); and
- Additional reporting requirements as may be necessary to ensure accountability and transparency of ARP ESSER funds.

Appendix C: Assurances

By signing this document, the SEA assures all of the following:

- The SEA will conduct all its operations so that no person shall be excluded from participation in, be denied the benefits of, or be subject to discrimination under the ARP ESSER program or activity based on race, color, national origin, which includes a person's limited English proficiency or English learner status and a person's actual or perceived shared ancestry or ethnic characteristics; sex; age; or disability. These non-discrimination obligations arise under Federal civil rights laws, including but not limited to Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments Act of 1972, section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975. In addition, the SEA must comply with all regulations, guidelines, and standards issued by the Department under any of these statutes;
- The SEA will comply with all ARP Act and other ARP ESSER requirements and all requirements of its Grant Award Notification, including but not limited to:
 - Complying with the maintenance of effort provision in section 2004(a)(1) of the ARP Act, absent a waiver by the Secretary pursuant to section 2004(a)(2) of the ARP Act; and
 - Complying with the maintenance of equity provisions in section 2004(b) of the ARP Act, and ensuring its LEAs comply with the maintenance of equity provision in section 2004(c) of the ARP Act (please note that the Department will provide additional guidance on maintenance of equity shortly);
- The SEA will allocate ARP ESSER funds to LEAs in an expedited and timely manner and, to the extent practicable, not later than 60 days after the SEA receives ARP ESSER funds (i.e., 60 days from the date the SEA receives each portion of its ARP ESSER funds). An SEA that is not able to allocate such funds within 60 days because it is not practicable (e.g., because of pre-existing State board approval requirements) will provide an explanation to the Department within 30 days of receiving each portion of its ARP ESSER funds (submitted via email to your Program Officer at [State].OESE@ed.gov (e.g., Alabama.OESE@ed.gov)), including a description of specific actions the SEA is taking to provide ARP ESSER funds to LEAs in an expedited and timely manner and the SEA's expected timeline for doing so;
- The SEA will implement evidence-based interventions as required under section 2001(f) of the ARP Act and ensure its LEAs implement evidence-based interventions, as required by section 2001(e)(1) of the ARP Act;
- The SEA will address the disproportionate impact of the COVID-19 pandemic on underserved students (i.e., students from low-income families, students from racial or ethnic groups (e.g., identifying disparities and focusing on underserved student groups by race or ethnicity), gender (e.g., identifying disparities and focusing on underserved student groups by gender), English learners, children with disabilities, students experiencing homelessness, children and youth in foster care, and migratory students), as required under section 2001(f) of the ARP Act, and ensure its LEAs address the disproportionate impact of the COVID-19 pandemic on underserved students (i.e.,

students from low-income families, students from racial or ethnic groups, gender, English learners, children with disabilities, students experiencing homelessness, children and youth in foster care, and migratory students), as required by section 2001(e)(1) of the ARP Act; and

- The SEA will provide to the Department: (1) the URL(s) where the public can readily find data on school operating status and (2) the URL(s) for the SEA and/or LEA websites where the public can find the LEA plans for a) the safe return to in-person instruction and continuity of services required under section 2001(i) of the ARP Act, and b) use of ARP ESSER funds. SEAs should consider ensuring a standardized URL format in all cases (e.g., xxx.gov/COVIDplan).

Appendix D: US Department of Education Notice to All Applicants

OMB Control No. 1894-0005 (Exp. 06/30/2023)

NOTICE TO ALL APPLICANTS

The purpose of this enclosure is to inform you about a new provision in the Department of Education's General Education Provisions Act ("GEPA") that applies to applicants for new grant awards under Department programs. This provision is Section 427 of GEPA, enacted as part of the Improving America's Schools Act of 1994 (Public Law (P.L.) 103-382).

To Whom Does This Provision Apply?

Section 427 of GEPA affects applicants for new grant awards under this program. **ALL APPLICANTS FOR NEW AWARDS MUST INCLUDE INFORMATION IN THEIR APPLICATIONS TO ADDRESS THIS NEW PROVISION IN ORDER TO RECEIVE FUNDING UNDER THIS PROGRAM.**

(If this program is a State-formula grant program, a State needs to provide this description only for projects or activities that it carries out with funds reserved for State-level uses. In addition, local school districts or other eligible applicants that apply to the State for funding need to provide this description in their applications to the State for funding. The State would be responsible for ensuring that the school district or other local entity has submitted a sufficient section 427 statement as described below.)

What Does This Provision Require?

Section 427 requires each applicant for funds (other than an individual person) to include in its application a description of the steps the applicant proposes to take to ensure equitable access to, and participation in, its Federally-assisted program for students, teachers, and other program beneficiaries with special needs. This provision allows applicants discretion in developing the required description. The statute highlights six types of barriers that can impede equitable access or participation: gender, race, national origin, color, disability, or age. Based on local circumstances, you should determine whether these or other barriers may prevent your students, teachers, etc. from such access to, or participation in, the Federally-funded project or activity. The description in your application of steps to be taken to overcome these barriers need not be lengthy; you may provide a clear and succinct description of how you plan to address those barriers that are applicable to your circumstances. In addition, the information may be provided in a single narrative, or, if appropriate, may be discussed in connection with related topics in the application.

Section 427 is not intended to duplicate the requirements of civil rights statutes, but rather to ensure that, in designing their projects, applicants for Federal funds address equity concerns that may affect the ability of certain potential beneficiaries to fully participate in the project and to achieve high standards. Consistent with program requirements and its approved application, an applicant may use the Federal funds awarded to it to eliminate barriers it identifies.

What are Examples of How an Applicant Might Satisfy the Requirement of This Provision?

The following examples may help illustrate how an applicant may comply with Section 427.

- (1) An applicant that proposes to carry out an adult literacy project serving, among others, adults with limited English proficiency, might describe in its application how it intends to distribute a brochure about the proposed project to such potential participants in their native language.

- (2) An applicant that proposes to develop instructional materials for classroom use might describe how it will make the materials available on audio tape or in braille for students who are blind.
- (3) An applicant that proposes to carry out a model science program for secondary students and is concerned that girls may be less likely than boys to enroll in the course, might indicate how it intends to conduct "outreach" efforts to girls, to encourage their enrollment.
- (4) An applicant that proposes a project to increase school safety might describe the special efforts it will take to address concerns of lesbian, gay, bisexual, and transgender students, and efforts to reach out to and involve the families of LGBT students.

We recognize that many applicants may already be implementing effective steps to ensure equity of access and participation in their grant programs, and we appreciate your cooperation in responding to the requirements of this provision.

Estimated Burden Statement for GEPA Requirements

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless such collection displays a valid OMB control number. Public reporting burden for this collection of information is estimated to average 3 hours per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. The obligation to respond to this collection is required to obtain or retain benefit (Public Law 103-382). Send comments regarding the burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the U.S. Department of Education, 400 Maryland Ave., SW, Washington, DC 20210-4537 or email ICDocketMgr@ed.gov and reference the OMB Control Number 1894-0005.