



New Hampshire

**Department of Education**

## FY22 ESSER Programmatic Monitoring Guide

### Contact Information

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## **INTRODUCTION**

The purpose of this guide is to help school districts and charter schools understand requirements for the FY22 ESSER Programmatic Monitoring process and to provide templates and resources for assembling supporting evidence to comply with federal regulations and program requirements.

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## **FY22 ESSER Programmatic Monitoring**

### **PURPOSE AND AUTHORITY**

As a pass-through entity, the New Hampshire Department of Education (NHED) awards federal grant funds to eligible subrecipients, including local educational agencies (LEAs)—school districts and charter schools. These federal grant funds include the emergency assistance provided through the Coronavirus Aid, Relief, and Economic Security Act (ESSER I funds), the Coronavirus Response and Relief Supplemental Appropriations Act (ESSER II funds), and the American Rescue Plan Act (ARP ESSER funds) to help K-12 educational entities prevent, prepare for, and respond to the impacts of COVID-19.

Title II of the Code of Federal Regulations, Part 200.332 states that a pass-through entity must “evaluate each subrecipient's risk of noncompliance with Federal statutes, regulations, and the terms and conditions of the subaward for purposes of determining the appropriate subrecipient monitoring ...” In addition, NHED must “monitor the activities of the subrecipient as necessary to ensure that the subaward is used for authorized purposes, in compliance with Federal statutes, regulations, and the terms and conditions of the subaward; and that subaward performance goals are achieved.”

Programmatic monitoring is the review process used in determining a LEA’s compliance with the programmatic requirements of federal programs, adherence to applicable laws and regulations, and progress toward expected results and outcomes. Programmatic monitoring includes review and assessment of documentation and data maintained by LEAs, information obtained during remote or on-site review, and information obtained in interviews with LEA staff. Although NHED completes fiscal and programmatic monitoring through independent processes, the NHED staff that complete these monitoring processes share their findings to ensure awareness of related fiscal and programmatic compliance issues.

The FY22 ESSER programmatic monitoring process seeks to ensure that LEAs are using ESSER funds for allowable activities and expenditures as intended: to prevent, prepare for, and respond to COVID-19. The programmatic monitoring process also allows the state to identify effective delivery models and technical assistance needs and to share best practices among LEAs. In addition, this process, in conjunction with other state review processes, aims to ensure that all children in New Hampshire have a fair, equal, and significant opportunity to obtain a high-quality education.

## **FY22 ESSER PROGRAMMATIC RISK ASSESSMENT & CRITERIA FOR MONITORING**

The purpose of the FY22 ESSER programmatic risk assessment is to evaluate the potential for waste, fraud, and abuse of federal funds should proper federal grant management protocols not be in place in a district or charter school. NHED identified the following risk criteria of particular relevance to the use of ESSER funds and used these variables to measure risk based on available data for FY22 ESSER programmatic monitoring.

- Total Amount of ESSER I, ESSER II, and ARP ESSER Funds Awarded
- Number of schools in a LEA
- Number of Construction Projects
- Bureau of Federal Compliance (BFC) Fiscal Monitoring Status
- Equitable Services Status
- Maintenance of Equity Status
- Reopening Plan Status

After a thorough review of the risk assessment scores, NHED selected the following LEAs for FY22 ESSER programmatic monitoring: the 10 highest risk districts among all districts, the 5 highest risk districts among those with fewer than 300 students, and the 4 highest risk charter schools. Please note that a high risk level does not indicate that the subrecipient has failed to comply with applicable rules. Similarly, a low risk level does not indicate that a subrecipient is compliant with applicable rules. High risk simply means that there is a higher potential for waste, fraud and abuse should proper federal grant management protocols not be in place. Those LEAs selected for FY22 ESSER programmatic monitoring undergo the monitoring review process detailed below.

## **FY22 ESSER PROGRAMMATIC MONITORING REVIEW PROCESS**

The following are key steps in the FY22 ESSER programmatic monitoring process:

1. NHED sends a letter to the school leader and key staff in each high-risk LEA notifying the LEA of selection for FY22 ESSER programmatic monitoring.
2. NHED provides comprehensive monitoring procedures to high-risk LEAs.
3. NHED works with LEA staff to establish a review date, time, and on-site or remote review status.
4. NHED provides FY22 ESSER programmatic monitoring training slides to LEAs.
5. NHED completes initial remote or onsite monitoring review.
6. Within 14 days of the initial review, NHED staff sends the LEA a draft report and requests supporting documentation as needed to complete the final report. Requested documentation must be submitted within 14 days of receiving the draft report to be included for consideration in the final report.
7. Within 14 days receiving the requested supporting documentation, NHED sends final FY22 ESSER Programmatic Monitoring LEA Report to LEA including a summary and analysis of the LEA's compliance status with regard to monitoring requirements; a description of any findings; and evidence of correction needed. If corrective action is needed, a Corrective Action Plan is provided for the LEA to complete and return. If no corrective action is needed, the report will include a Final Determination of Compliance.

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8. Within 30 days of receiving the final FY22 ESSER Programmatic Monitoring LEA Report, LEA must submit a Corrective Action Plan for each finding. This Corrective Action Plan provides NHED with a description as to how the LEA plans to correct any findings of non-compliance.
9. Within 90 days of receiving the final FY22 ESSER Programmatic Monitoring LEA Report, LEA must submit a fully implemented Corrective Action Plan for each finding along with the required evidence of correction.
10. Upon review of the fully implemented Corrective Action Plan(s) and required evidence of correction, NHED sends a Final Determination of Compliance or Non-compliance to LEA.

### **ENFORCEMENT ACTIONS**

The NHED may impose an enforcement action as part of a corrective action or for noncompliance with a previous corrective action in accordance with Title II of the Code of Federal Regulations, Part 200.339. Enforcement actions may include the following:

- Temporarily withhold cash payments pending correction of the deficiency or more severe enforcement action;
- Disallow all or part of the cost of the activity or action not in compliance;
- Wholly or partly suspend or terminate the federal award;
- Initiate suspension or debarment proceedings;
- Withhold further federal awards for the grant; or
- Take other remedies that may be legally available.

Similarly, the NHED may impose specific conditions on a non-compliant LEA's federal grant in accordance with Title II of the Code of Federal Regulations, Part 200.208. Specific conditions that the NHED may impose include the following:

- Withholding authority to proceed to the next phase until receipt of evidence of acceptable performance within a given period of performance;
- Requiring additional, more detailed financial reports;
- Requiring additional project monitoring;
- Requiring the LEA to obtain technical or management assistance; or
- Establishing additional prior approvals.

It is always the NHED's preference to work cooperatively with a LEA in resolving issues of non-compliance. The NHED provides technical assistance and other supports to LEAs in their efforts to address corrective actions as resources allow. However, each LEA is solely responsible for its compliance with applicable federal grant regulations.

## Demonstrating Compliance with ESSER Regulations and Requirements

NHED monitors the use of ESSER funds on an ongoing basis. This document lists the ESSER requirements and evidence that the LEA must provide to NHED to demonstrate compliance.

Listed in each section:

- The requirement and referenced legal citation
- Evidence to be submitted by the LEA is listed with check boxes. The LEA may use its discretion to select which additional evidence will sufficiently support its responses to each requirement. Please redact any personally identifiable student information prior to providing documentation to NHED. Please label evidence sent as email attachments in the following format: "Requirement of Allowable Activities Evidence 1", "Requirement to Address Learning Loss Evidence 2," etc.
- Already submitted evidence that was provided by the LEA to NHED that meet the requirement is listed.

**I. Requirement of Allowable Activities** 2.C.F.R.200.403-475 *Grantee and Subrecipients may only use program funds for allowable costs as defined in 2 C.F.R. Part 200 which are reasonable and necessary for the accomplishment of program objectives, which are to prevent, prepare for and respond to coronavirus.*

**Documentation provided must demonstrate the methods, criteria, and justification used to determine that the LEA's ESSER-funded activities are allowable, reasonable, and necessary.**

- 1. Documentation of stakeholder involvement in determining allowable, reasonable, and necessary activities, such as meeting agendas, meeting minutes showing stakeholders' input, surveys, sign-in sheets, and technical assistance or other information provided to stakeholders regarding ESSER-funded activities.
- 2. Documentation demonstrating how the LEA researched expenditures and determined these expenditures to be evidence-based efforts to prevent, prepare for, or respond to COVID-19.

*Already provided to NHED:*

Written policies and procedures that detail the LEA's approach to meeting this requirement.  
Procedures for program planning, budget development, and program evaluation.

**II. Requirement to Address Learning Loss** *Public Law 117-2 Sec. 2001*

**Documentation provided must demonstrate the methods, criteria, and justification used to determine that at least 20% of ARP ESSER funds address learning loss with evidence-based expenditures.**

- 1. Documentation of stakeholder involvement in determining evidence-based activities to address learning loss, such as meeting agendas, meeting minutes showing stakeholders' input, surveys, sign-in sheets, and technical assistance or other information provided to stakeholders regarding activities to address learning loss.
- 2. Documentation demonstrating the LEA's efforts to address specifically the needs of students disproportionately affected by COVID-19/school closures, including children from low-income families, children with disabilities, English learners, racial and ethnic minorities, students experiencing homelessness, and children/youth in foster care.
- 3. Hiring records for staff hired to address learning loss needs.
- 4. Participation records such as attendance data for tutoring, after school, extended day, & summer programs.
- 5. Data analysis of learning loss needs, progress, and evaluation results.

*Already provided to NHED:*

Procedures for program planning, budget development, and program evaluation.

**III. Requirement to Provide Equitable Services** \*Applies to ESSER I funds only. *Public Law 116-136 Sec. 18005*

LEA must provide equitable services in the same manner as provided under section 1117 of the ESEA of 1965.

**Documentation provided must demonstrate procedures to ensure provision of equitable services in the same manner as provided under section 1117 of the ESEA of 1965 to students and teachers in non-public schools.**

- 1. Documentation of communications and agreements between the LEA and non-public schools detailing the terms of ESSER I equitable services provision and an explanation and documentation of methods used to identify needs (e.g., surveys).
- 2. Documentation demonstrating that agreed-upon ESSER I equitable services are provided, including copies of any third-party contracts with providers of these services to eligible private school students.
- 4. Documentation demonstrating that the LEA made multiple attempts to contact non-responsive non-public schools.
- 5. Documentation verifying ineligibility of ineligible non-public schools, if applicable.

*Already provided to NHED:*

Equitable Services Assurances for ESSER I funds to include Affirmation of Consultation with Private School Officials.

Written policies and procedures that detail the LEA's approach to meeting this requirement.

Procedures for program planning, budget development, and program evaluation.

Documentation verifying the number of private school students eligible for equitable services.

**IV. Requirement for Continued Payment to Employees** *Public Law 116-136 Sec. 18006; Public Law 116-260 Sec. 315*

**LEA must continue to pay employees during the period of any disruptions or closures related to COVID-19.**

- 1. An attestation that the LEA has continued to pay its employees as required during the period of any disruptions or closures related to COVID-19 or, if necessary, an explanation regarding disruptions in payment.

**V. Requirement for Maintenance of Equity** \*Applies to ARP ESSER Funds only. *Public Law 117-2 Sec. 2004*

**Documentation provided must demonstrate that the LEA does not disproportionately reduce state and local per-pupil funding in high-poverty schools.**

NHED monitors each LEA's compliance with the Maintenance of Equity requirement through a parallel process, which tracks spending across schools in each district. NHED will review the district's final FY22 financial data when it is available in fall 2022 to determine whether or not the district has maintained compliance with the FY22 Maintenance of Equity requirement.

**VI. Construction Requirements** 2 C.F.R.200, 34 C.F.R. 75.600-617, Davis-Bacon Act

**Documentation provided must demonstrate that the LEA meets all requirements for each ESSER-funded construction project.**

- 1. Conceptual and final approval documentation from NHED.
- 2. A copy of each contract in excess of \$2,000.
- 3. Demonstration of compliance with Davis-Bacon requirements to include current prevailing wage documentation, salary/payment reports, and a photo of the Davis-Bacon poster, including applicable wage determination, showing that it is posted at the work site in a prominent and accessible place.
- 4. Title to the building(s).
- 5. Bonding documentation.
- 6. Architecture plans with building permits.
- 7. Written procedures for procurement, equipment/inventory management, and record retention.

*Already provided to NHED:*

Historic surveys

Copies of consultations with government agencies

**For NHED Use Only: Ongoing Monitoring of LEA ESSER Fund Use**

- LEA submitted *Plan for the Safe Return to In-Person Instruction and Continuity of Services* for NHED review.
- LEA submitted *Plan for the LEA's Use of ARP ESSER Funds* for NHED review.
- LEA provided Equitable Services Assurances for ESSER I funds to include Affirmation of Consultation with Private School Officials.
- LEA followed NHED's two-step process for seeking Conceptual Project Approval and Final Approval for construction. Check here if no construction projects/not applicable.
- LEA must review/update reopening and use-of-funds plans as necessary every six months during the period of performance. Upon review, NHED requests revisions as necessary to support the LEA's compliance with ESSER requirements.
- LEA submits grant activities to the Grants Management System (GMS) and must demonstrate that activities are allowable, reasonable, and necessary. NHED reviews these activities for substantial and final approval and communicates with the LEA to resolve any issues prior to reimbursing LEA to support LEA's compliance with ESSER requirements.
- NHED provides technical assistance to LEA on an ongoing basis through emails, phone calls, documents, and trainings in order to support the LEA's compliance with ESSER requirements.
- The NHED Bureau of Federal Compliance monitors the LEA's compliance with ESSER fiscal requirements.

*\*In addition to the items listed on this checklist, NHED will select a number of activities for further programmatic monitoring in order to ensure that the LEA has implemented these activities in accordance with the activity description in the Grants Management System (GMS). NHED will request evidence of compliance specific to the selected activities.*