

RACE TO THE TOP

Hawaii Report

Year 1: School Year 2010–2011



U.S. Department of Education
Washington, DC 20202

January 10, 2012

Executive Summary

Race to the Top overview

The American Recovery and Reinvestment Act of 2009 (ARRA) provided \$4.35 billion for the Race to the Top Fund, of which approximately \$4 billion was used to fund comprehensive statewide reform grants under the Race to the Top program.¹ In 2010, the U.S. Department of Education (Department) awarded Race to the Top grants to 11 States and the District of Columbia. The Race to the Top program is a competitive four-year grant program designed to encourage and reward States that are creating the conditions for education innovation and reform; achieving significant improvement in student outcomes, including making substantial gains in student achievement; closing achievement gaps; improving high school graduation rates; and ensuring students are prepared for success in college and careers.

Since education is a complex system, sustained and lasting instructional improvement in classrooms, schools, local educational agencies (LEAs), and States will not be achieved through piecemeal change. Instead, the Race to the Top program requires that States and LEAs take into account their local context to design and implement a comprehensive approach to innovation and reform that meets the needs of their educators, students, and families.

The Race to the Top program is built on the framework of comprehensive reform in four core education reform areas:

- Adopting rigorous standards and assessments that prepare students for success in college and the workplace;
- Recruiting, developing, retaining, and rewarding effective teachers and principals;
- Building data systems that measure student success and inform teachers and principals how they can improve their practices; and
- Turning around the lowest-performing schools.

Race to the Top program review

As part of the Department's commitment to supporting States as they implement ambitious reform agendas, the Department established the Implementation and Support Unit (ISU) in the Office of the Deputy Secretary to administer, among others, the Race to the Top program. The goal of the ISU is to provide assistance to States as they implement unprecedented and comprehensive reforms to improve student outcomes. Consistent with this goal, the Department has developed a Race to the Top program review process that not only addresses the Department's responsibilities for fiscal and programmatic oversight, but is designed to identify areas in which Race to the Top grantees need assistance and support to meet their goals. Specifically, the ISU will work with Race to the Top grantees to differentiate support based on individual State needs, and help States work with each other and with experts to achieve and sustain educational reforms that improve student outcomes.

Grantees are accountable for the implementation of their approved Race to the Top plans, and the information and data gathered throughout the program review help to inform the Department's management and support of the Race to the Top States, as well as provide appropriate and timely updates to the public on their progress. In the event that adjustments are required to an approved plan, the grantee must submit a formal amendment request to the Department for consideration. States may submit for Department approval amendment requests to a plan and budget provided that such changes do not significantly affect the scope or objectives of the approved plans. In the event that the Department determines that a grantee is not meeting its goals, activities, timelines, budget, or annual targets or is not fulfilling other applicable requirements, the Department will take appropriate enforcement action(s), consistent with 34 CFR section 80.43 in the Education Department General Administrative Regulations (EDGAR).²

State-specific summary report

The Department uses the information gathered during the review process (e.g., through monthly calls, on-site reviews, and Annual Performance Reports (APRs)) to draft State-specific Race to the Top reports.³ The State-specific summary report serves as an assessment of a State's Year 1 Race to the Top implementation, highlighting successes and accomplishments, identifying challenges, and providing lessons learned from implementation to date.

¹ The remaining funds were awarded under the Race to the Top Assessment program. More information about the Race to the Top Assessment program is available at www.ed.gov/programs/racetothetop-assessment.

² More information about the ISU's program review process, State APR data, and State Scopes of Work can be found at <http://www2.ed.gov/programs/racetothetop/index.html>.

³ Additional State-specific data on progress against annual performance measures and goals reported in the Year 1 APRs can be found on the Race to the Top Data Display at www.rtt-apr.us.

Executive Summary

Hawaii's education reform agenda

The Hawaii Department of Education (HIDOE) is the only State in the nation with a single, statewide K-12 school system that operates as both the State educational agency (SEA) and the local educational agency (LEA). Therefore, all 288 schools in Hawaii located on six of Hawaii's eight main islands, are participating in the State's Race to the Top plan.

As articulated in its Race to the Top application, Hawaii has set the following goals for its education reform agenda:

- Raise overall K–12 student achievement: By 2014, Hawaii State Assessment (HSA) scores will increase from 65 percent to 90 percent proficient in reading and from 44 percent to 82 percent proficient in mathematics. Additionally, Hawaii students' National Assessment of Educational Progress (NAEP) scores will meet or exceed the national median score by the year 2018.
- Ensure college and career readiness: By 2014, Hawaii will increase the overall high school graduation rate from 80 percent to 90 percent and ensure that all graduating students are earning the new College and Career Ready (CCR) Board of Education diploma.

- Increase higher education enrollment and completion rates: By 2018, the college-going rate of high school graduates will increase from 51 percent to 55 percent.
- Ensure equity and effectiveness by closing achievement gaps: By 2014, Hawaii will reduce gaps between student groups and all students for HSA proficient scores, graduation rates, and college enrollment rates by 50 percent.
- Increase science, technology, engineering, and mathematics (STEM) proficiency statewide and highly effective STEM instruction in Title I schools: By the 2011–2012 school year, Hawaii will ensure all new teacher hires in Title I schools for STEM subject areas and other hard-to-staff subjects are highly qualified.

Hawaii will use its \$74,934,761 Race to the Top allocation to implement and expand innovative reforms in order to meet these aggressive goals.

Local educational agency participation

As a unitary SEA/LEA, all 288 schools and 178,208 students are participating in the Race to the Top reforms. According to the State's Year 1 APR data, 47 percent of Hawaii's public school students live in poverty. Hawaii's immigration history has contributed to a high level of ethnic diversity, and there is no majority population in the system. Approximately 11 percent of Hawaii's students are English learners.

| Category | Statewide (#) | Participating LEAs (#) as of June 30, 2011 |
|---------------------|---------------|---|
| LEAs | 1 | 1 |
| K-12 students | 178,208 | 178,208 |
| Students in poverty | 84,107 | 84,107 |

Executive Summary

Hawaii Year 1 summary

Accomplishments

This past year, Hawaii significantly improved collaboration among the Governor's Office, the HIDOE, the State Board of Education, and Complex Areas⁴ in terms of planning, oversight, policy development, and public communications related to its Race to the Top efforts. The State has filled all key positions within the core HIDOE leadership team. Additionally, community partners have been supportive of and engaged in Race to the Top efforts, resulting in increased local philanthropic support for the Race to the Top reform agenda. The State also made progress in its statewide longitudinal data system (SLDS) by creating a Data Governance Office, providing access to principals, and planning for next steps.

Challenges

In Year 1, Hawaii did not meet major milestones across its approved Race to the Top plan. Hawaii focused on capacity building and filling key leadership positions. The State faced difficulties hiring qualified staff in a timely manner, and although leadership positions are now filled, hiring of key Race to the Top staff was not complete until the fall of 2011. In addition, Hawaii experienced challenges arising from transitions within State government as the State was beginning to implement its Race to the Top reforms, although commitment to the reforms remains strong. Hawaii elected a new Governor in November 2010, and in April 2011, the Board of Education transitioned from an elected to an appointed board. Moreover, the inability of the State and Hawaii State Teachers Association (HSTA) to reach an agreement on several elements of the reform agenda related to Race to the Top resulted in timeline delays and proposed changes in approach, especially within the Zones of School of Innovation (ZSI)⁵ that are piloting critical initiatives.

Strategies for moving forward

Hawaii faced challenges implementing its Race to the Top reforms in Year 1. The reorganization of the HIDOE to ensure a focus on student outcomes throughout the State will be completed in December 2011, one year later than the original deadline. In addition, the State has proposed to move forward with an informal teacher and leader evaluation system in January 2012. The State submitted many amendments to its Scope of Work for the Department's consideration to realign timelines and implementation strategies for all Race to the Top projects.

⁴A Complex Area is an organizational structure composed of two or three high schools and the intermediate/middle and elementary schools that feed into them, each headed by a superintendent, which allows administrators to focus on supporting the needs of their schools while providing meaningful supervision and accountability expectations.

⁵Hawaii designated two Zones of School Innovation (ZSI) that contain all but one of the lowest-achieving schools in the State.

State Success Factors

Performance management

During Year 1, Hawaii began reorganizing the HIDOE around the Race to the Top core education reform areas. The State created the Office of Strategic Reform (OSR) within the HIDOE to support the Race to the Top education projects. The State fully staffed the HIDOE leadership team despite hiring challenges that made it difficult to build capacity and attract qualified persons to fill specialized positions. The State also implemented a Project Management Oversight Committee comprising HIDOE leadership and representatives from the Governor's office to regularly assess State-level progress in each core education reform area. Additionally, the State has identified indicators for its Balanced Scorecard that will measure the quality and progress of Race to the Top implementation.

LEA implementation and accountability

Hawaii is unique in that it is the only State in the nation that has a single statewide K–12 system. The HIDOE operates as both the SEA and LEA. As such, the impact of Race to the Top in Hawaii will reach all students within the State's K–12 system.

Stakeholder engagement

Key activities and stakeholders

In Year 1, the Race to the Top team in Hawaii focused on enhancing collaboration among the Governor's office, the HIDOE, and the State Board of Education, particularly in the areas of planning, oversight, policy development, and public communications related to the initiative.

The Governor's leadership and endorsement of Hawaii's Race to the Top plan has helped leverage resources across State agencies and encouraged other members of the education community to align their policy work to the State's reform efforts. According to the State, legislative support of the Race to the Top goals led to the passage of key legislation in Year 1 that was necessary for Hawaii to have the legal authority to fulfill commitments in its plan in the areas of teacher licensure reform, opening alternative pathways for educational leaders, and increasing the Superintendent of Education's authority to reconstitute schools.⁶

Community partners have also supported the State's Race to the Top efforts. The Harold K. L. Castle Foundation committed \$10 million over four years to support the initiative and has realigned its work to mirror that of Race to the Top. Additional funders and/or partners include the Learning Coalition, Kamehameha Schools, the Hawaii Community Foundation, and the Hawaii P-20 Council. The State has also expanded the Community Affairs unit within the HIDOE that seeks to disseminate information and build additional community partnerships.

Although Hawaii's Race to the Top application received the support of the HSTA, the State and union did not reach agreement on a master or supplemental contract for school year (SY) 2011–2012. As of September 2011, the Hawaii Labor Relations Board was reviewing the issues to determine the appropriate next steps. According to the State, without a resolution, it cannot proceed with many of its Race to the Top projects and initiatives as planned. The State continues to work collaboratively with the Hawaii Government Employees Association (principals union).

Challenges and lessons learned

Hawaii underestimated the time necessary to fully reorganize all offices in the HIDOE and to hire key personnel. This, coupled with a transition to an appointed State Board of Education and the need for additional legislation, resulted in significant delays. After Year 1, the State is reevaluating its project management structure with Complex Areas and schools to leverage existing management structures.

Looking ahead to Year 2

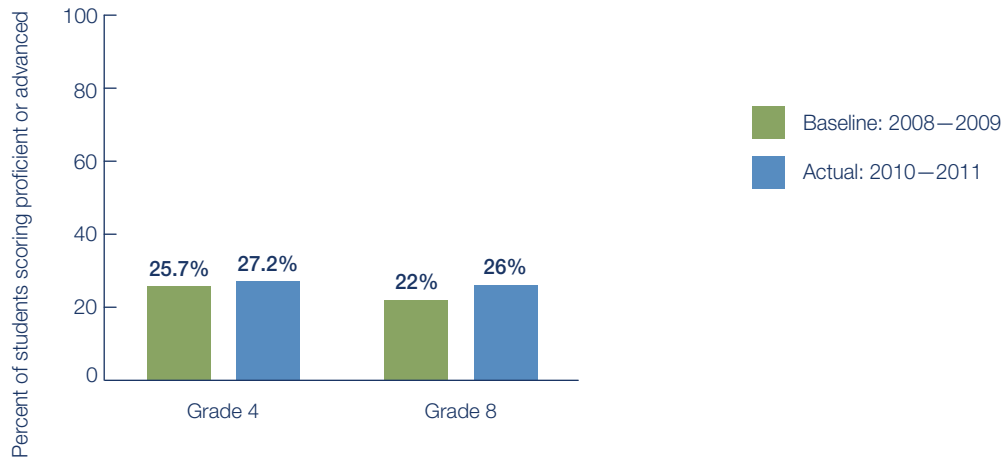
The State missed the majority of the key milestones that were slated for completion in Year 1. As a result, the State will finish the reorganization of the HIDOE central office to ensure a focus on student outcomes throughout the State in Year 2. The State will also fully implement the Balanced Scorecard to monitor program implementation and work with an external evaluator to begin formally assessing the success of Race to the Top initiatives in Year 2, rather than Year 1.

⁶ Act 75, (SLH 2011), signed by the Governor on June 6, 2011; Act 134, (SLH 2011), signed by the Governor on June 20, 2011; Act 148, (SLH 2011), signed by the Governor on June 21, 2011.

State Success Factors

Student outcomes data

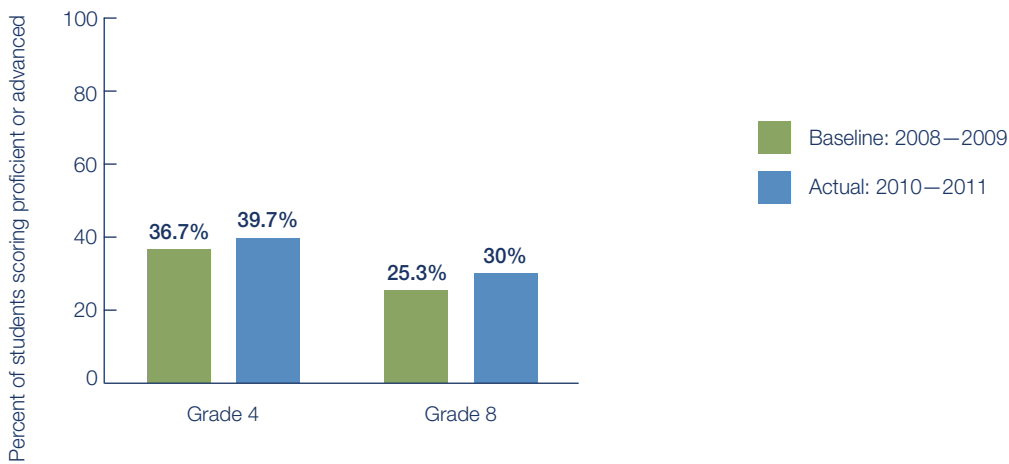
Student Proficiency, NAEP Reading 2011



The percentage of Hawaii's grade 4 students who were at or above Proficient in reading in 2011 was not significantly different than in 2009.

The percentage of Hawaii's grade 8 students who were at or above Proficient in reading in 2011 was significantly higher ($p < .05$) than in 2009.

Student Proficiency, NAEP Mathematics 2011

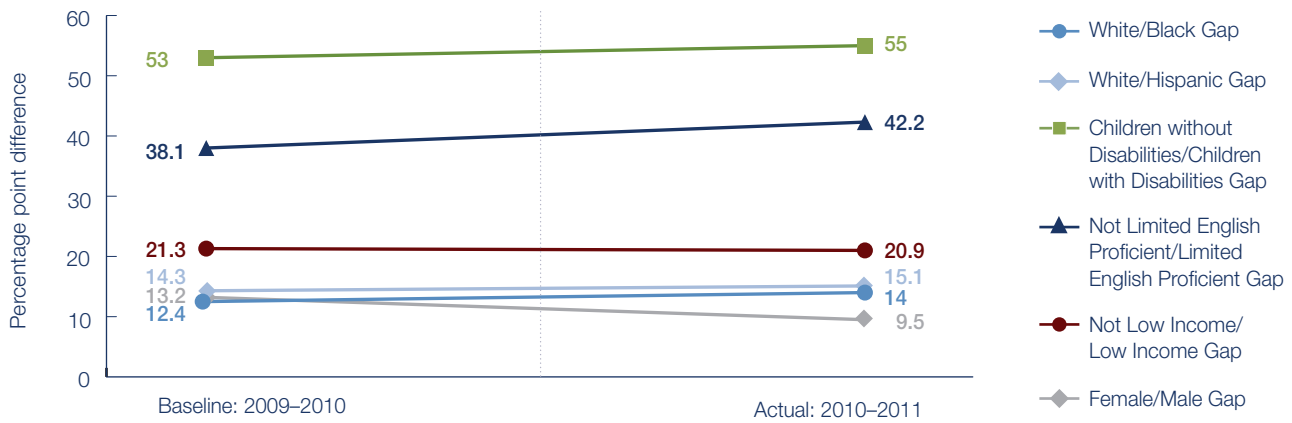


The percentage of Hawaii's grade 4 students who were at or above Proficient in mathematics in 2011 was not significantly different than in 2009.

The percentage of Hawaii's grade 8 students who were at or above Proficient in mathematics in 2011 was significantly higher ($p < .05$) than in 2009.

State Success Factors

Achievement Gap on Hawaii's ELA Assessment SY 2010–2011

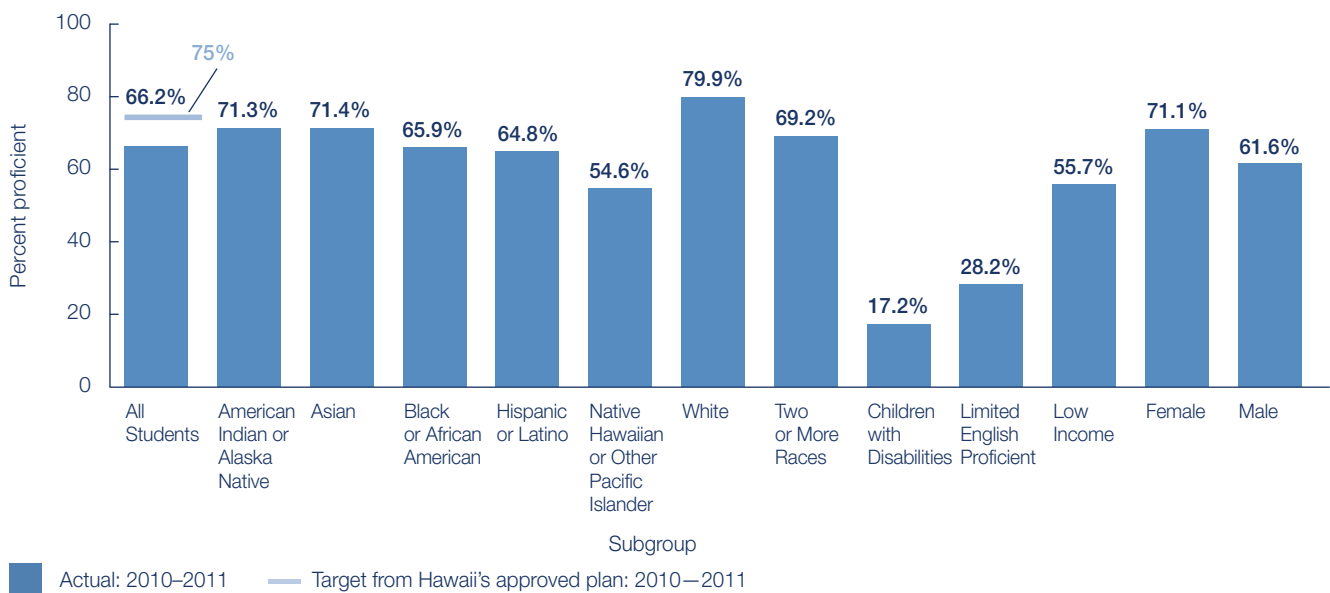


Preliminary SY 2010–2011 data reported as of: October 13, 2011

NOTE: Over the last two years, a number of States adopted new assessments and/or cut scores.

For State-reported context, please refer to the APR Data Display at www.rtt-apr.us.

Overall Proficiency on Hawaii's ELA Assessment SY 2010–2011



Preliminary SY 2010–2011 data reported as of: October 13, 2011

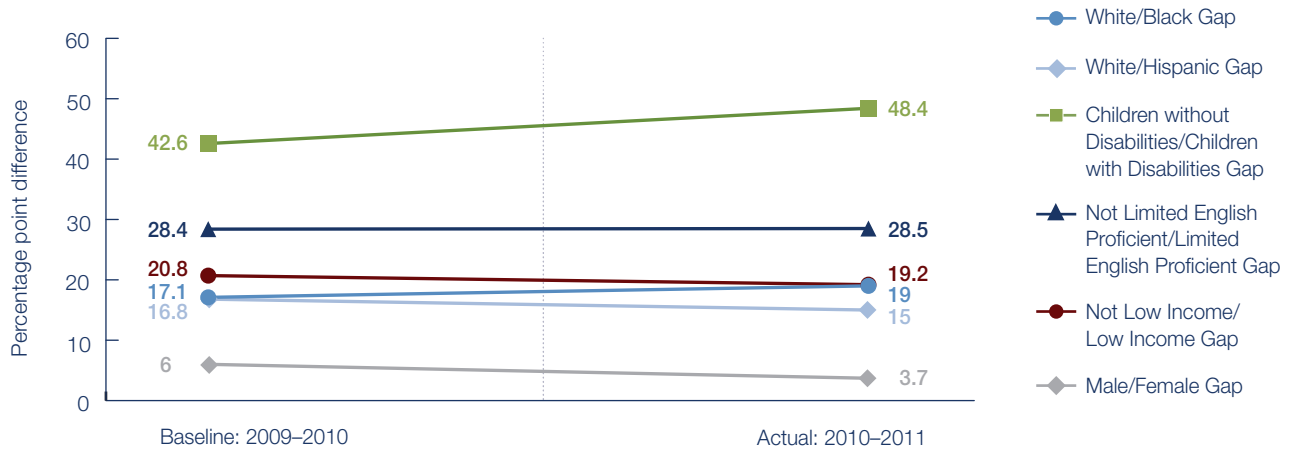
NOTE: Over the last two years, a number of States adopted new assessments and/or cut scores.

For State-reported context, please refer to the APR Data Display at www.rtt-apr.us.

Please note that the figures for Male and Female students were inadvertently switched in the January 9, 2012 version of this report. The data displayed in this graph are correct.

State Success Factors

Achievement Gap on Hawaii's Mathematics Assessment SY 2010–2011

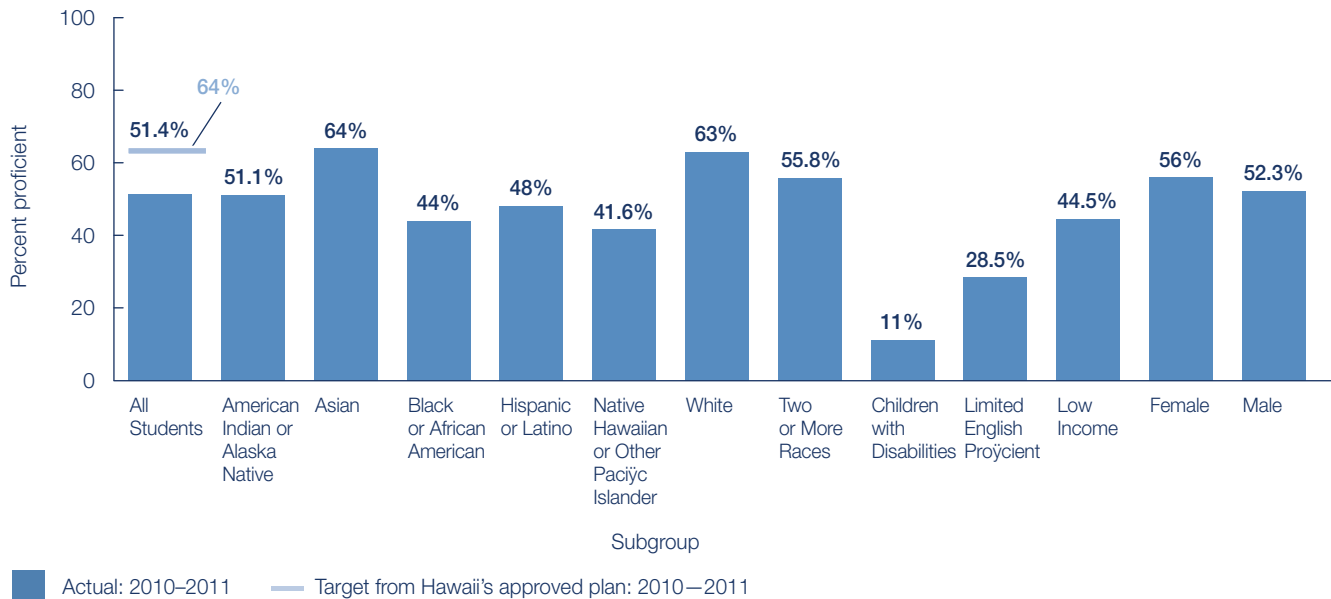


Preliminary SY 2010–2011 data reported as of: October 13, 2011

NOTE: Over the last two years, a number of States adopted new assessments and/or cut scores.

For State-reported context, please refer to the APR Data Display at www.rtt-apr.us.

Overall Proficiency on Hawaii's Mathematics Assessment SY 2010–2011



Preliminary SY 2010–2011 data reported as of: October 13, 2011

NOTE: Over the last two years, a number of States adopted new assessments and/or cut scores.

For State-reported context, please refer to the APR Data Display at www.rtt-apr.us.

Please note that the figures for Male and Female students were inadvertently switched in the January 9, 2012 version of this report. The data displayed in this graph are correct.

Standards and Assessments

Implementing rigorous college- and career-ready standards and assessments that prepare students for success in college and career is an integral aspect of education reform in all Race to the Top States.

Adoption of college- and career-ready standards and high-quality assessments

In June 2010, Hawaii's State Board of Education voted unanimously to adopt the Common Core State Standards (CCSS). The State plans to adopt a statewide core curriculum for English language arts (ELA), mathematics, science, and social studies.

Supporting the transition to college- and career-ready standards and high-quality assessments

In its Year 1 APR, Hawaii noted that it has a record of rigorous academic content standards and assessments that align with and reflect college- and career-ready standards. The State has begun work with entities such as the SMARTER Balanced Assessment Consortium (SBAC) and the Programme for International Student Assessment (PISA) to enhance current student assessments that focus not only on college and career readiness but also on readiness to compete internationally.

Transition to enhanced standards

Hawaii's transition to the CCSS is a multi-part process that focuses on familiarization, understanding, and internalization of enhanced standards in the State. In the fall of 2010, the State developed crosswalk documents to compare its existing standards to the CCSS. Next, HIDOE content specialists informed all principals across the State about the adoption of the standards. Between January and March 2011, content specialists in ELA and mathematics provided initial training and professional development on the standards to principal and teacher teams from all schools in the State, who then passed along the acquired information to their respective colleagues through a tri-level professional development system. The State also surveyed all schools' existing core curriculum programs in ELA and mathematics to determine alignment to the CCSS and used the results of that survey to provide all grades K–2, 11, and 12 teachers with professional development sessions that highlighted the connection between current curriculum programs and the CCSS. In SY 2011–2012, the State expects teachers in grades K–2, 11 and 12 to implement the CCSS in ELA and mathematics. The State will fully implement the CCSS in SY 2013–2014.

At the high school level, the Board of Education voted formally to implement the College and Career Ready (CCR) diploma. The CCR diploma establishes a set of rigorous graduation requirements that align with the CCSS and will help ensure that students are well-prepared for the workforce or college without need for remediation. Hawaii planned to start the project with students entering high school in SY 2014–2015. However, the board unanimously voted

to implement the diploma two years ahead of schedule. Students entering high school in SY 2012–2013 will be the CCR diploma inaugural class.

Transition to quality assessments

During SY 2010–2011, Hawaii transitioned to an online, computer-adaptive HSA. The new HSA provides student scores upon completion, allowing teachers and administrators to immediately assess their students' progress and modify instruction. Hawaii is a governing member of the SBAC and plans to implement the SBAC assessments in SY 2014–2015. The State also launched the Data for School Improvement (DSI) formative assessment system prior to receiving the Race to the Top award in fall 2010, which is available to teachers throughout the State. Through the DSI system, classroom teachers, administrators, and Complex Area superintendents have access to an array of formative assessment items that enable teachers in tested grades and subjects to develop their own assessments, score student responses, and store results securely on a central server. The DSI project also includes coordinated professional development.

For the 2011–2012 school year, Hawaii developed CCSS-based report cards for students in grades K–2 that are being disseminated to families this year. As part of the State's back-to-school efforts, all schools provided parents of K–2 students information on the new report card.

Lessons learned

After rolling out the DSI system in SY 2010–2011, the State determined that it needed to populate the system with additional formative assessment items aligned to the CCSS to meet the demand of teachers. The State reallocated available resources in its Race to the Top budget to purchase and develop those items in Year 2. In addition, the State chose to change its assessment strategy related to interim assessments in order to take advantage of the resources being developed by the SBAC.

Looking ahead to Year 2

In Year 2, the State plans to create and make available additional tools and resources to enhance educator's understanding of the CCSS and expand the item bank in the DSI system. The State will continue to provide professional development to school teams on transitioning to the CCSS.

Data Systems to Support Instruction

Statewide longitudinal data systems (SLDS) and instructional improvement systems (IIS) enhance the ability of States to effectively manage, use, and analyze education data to support instruction. Race to the Top States are working to ensure that their data systems are accessible to key stakeholders and that the data support educators and decision-makers in their efforts to improve instruction and increase student achievement.

Fully implementing a statewide longitudinal data system

In Hawaii, Race to the Top funding in Year 1 helped to enhance the State's existing longitudinal data system (LDS). In Hawaii, K–12 LDS data are accessible to users through a “dashboards” feature, which provides at-a-glance, commonly requested information such as student attendance and achievement data. During SY 2010–2011, Complex Area staff and school administrators received training and were given access to the data dashboards. The State solicited feedback on the data dashboards from small groups of teachers in each Complex Area to inform the rollout system-wide.

Hawaii also created a Data Governance Office to manage the use of data and to develop policies to regulate data-related matters within the HIDOE and across State agencies. The State reported in its Year 1 APR that its system includes all 12 elements of the America COMPETES Act. The final element related to collecting information on students in non-tested grades and subjects was completed during SY 2010–2011.

In May 2011, the HIDOE entered into a Memorandum of Understanding with partner agencies—Hawaii P-20 Partnerships for Education, the University of Hawaii, and the State of Hawaii Department of Labor and Industrial Relations—to facilitate data sharing and to link additional data (e.g., wage records) to student enrollment data.

Accessing and using State data

To ensure access to data systems and resources in the State, Hawaii is currently creating an infrastructure that supports technology, including high-speed internet access, in each of its schools. These upgrades include enhanced broadband, Wide Area Network (WAN), and network capabilities. The State will upgrade the lowest-achieving priority schools located in the ZSI first. However, the State is behind schedule in its approved Scope of Work and has requested an amendment to adjust the timeline accordingly.

Using data to improve instruction

In the summer of 2011, the State Superintendent of Education mandated that all schools establish teams to analyze student

achievement data throughout the school year and that teachers and principals use formative assessments to inform their practice in SY 2011–2012. To support educators in this effort, the State hired 16 data coaches to provide ongoing assistance to teachers and administrators on how to analyze student data and use the results to differentiate instruction in Year 2.

As previously mentioned, during SY 2010–2011, the State launched the DSI system to inform and improve instruction. Hawaii administered the HSA online for the first time. Now, teachers and administrators can review assessment performance data immediately and modify instruction, as needed.

Finally, the HIDOE is leading the effort in the Hawaii Partnership for Educational Research Consortium (HPERC) that includes local universities and research organizations, such as Pacific Resources for Education and Learning. In Year 1, the State developed a database system to manage the review and approval of data and research requests in order to prioritize research that will ultimately improve instruction and student success. However, other activities in this project are significantly delayed from the approved Scope of Work. For example, the State did not recruit IHE partnership agencies and research organizations or prioritize research questions.

Lessons learned

The State reallocated available resources in its Race to the Top budget to purchase and develop additional items for the DSI formative assessment system after determining that it needed to populate the system to increase its utility for teachers. In addition, as a result of the late hiring of staff, the HPERC projects are delayed approximately one to two years.

Looking ahead to Year 2

In the coming year, the State expects to include more longitudinal data in the existing LDS and to continue the rollout of the system for teacher use. Also, the State will continue infrastructure upgrades to ensure that all schools are able to support the most up-to-date technology and plans to establish single sign-on access to all key applications in the HIDOE's management system. ZSI schools will be the State's priority for network upgrades in Year 2. The State will continue to support educators' use of formative assessments to inform instruction through data coaches and school-level data teams.

Great Teachers and Leaders

Race to the Top States are developing comprehensive systems of educator effectiveness by adopting clear approaches to measuring student growth; designing and implementing rigorous, transparent, and fair evaluation systems for teachers and principals; conducting annual evaluations that include timely and constructive feedback; and using evaluation information to inform professional development, compensation, promotion, retention, and tenure decisions.

Providing high-quality pathways for aspiring teachers and principals

The State did not implement new teacher and principal alternative certification pathways in SY 2011–2012 as originally planned. At the start of Year 1, the HIDOE did not have full authority to implement the alternative certification program for principals and vice principals as described in its Race to the Top plan. As a result, the State legislature passed Act 75, which granted the HIDOE greater flexibility in establishing alternative certification routes for principals and vice principals. Alternative routes have not been a major pathway in Hawaii to recruit qualified educators, with only about 10 percent of teachers and no principals prepared through an alternative route. The State has submitted amendments that are under Department consideration related to the timeline and strategies for implementing these initiatives.

Improving teacher and principal effectiveness based on performance

Although Hawaii's Race to the Top application received the support of the HSTA, the State and union did not reach agreement on a master or supplemental contract for SY 2011–2012, which led to barriers related to the rollout of the teacher evaluation system. According to the State, without agreement on the master or supplemental contract, it cannot formally implement the teacher evaluation system it proposed in its application. At the end of Year 1, the State was significantly behind schedule in the completion of deliverables in its approved plan. The State proposed implementing a teacher evaluation system that includes multiple measures, including student growth, informally and alongside the existing evaluation system. Teachers who participate in this process will receive informal feedback on their performance drawing from student growth data and other indicators of teacher practice, but the rating from this informal process would not be their rating of record or be used to inform personnel decisions. Observation data, however, will be incorporated in the formal evaluation. In Year 1, the State contracted with an expert in the field to assist in the development of the entire evaluation framework.

Ensuring equitable distribution of effective teachers and principals

The State directed much of its Year 1 efforts to increasing the number of highly qualified teachers in the ZSIs. For the 2011–2012 school year, the HIDOE changed its personnel practices and referred only highly qualified teacher applicants to its lowest-achieving schools, as well as allowed principals direct control over hiring. Additionally, the State authorized ZSI principals to travel outside of the State to recruit teachers, despite a previous State limitation on travel imposed due to budget restrictions. However, the State did not implement the full scope of recruitment and placement changes that were included in its approved plan. Moreover, the State reports that it did not have the legal authority to implement incentives for teachers related to recruitment, placement, and becoming highly qualified, therefore it missed several milestones related to offering these incentives. Finally, the State did not implement eCourse technology to expand access to highly qualified teachers, deploy funds for professional development subsidies for STEM teachers, or finalize an equity plan.

Providing effective support to teachers and principals

The State adopted new Induction and Mentoring Standards in September 2011. Adoption of these standards was delayed by one year in order to gather more feedback and consensus from local educators on the statewide standards. The State reports that the additional time allowed for better definition of the standards, a common understanding across the State, and clear expectations of how Complex Areas will demonstrate meeting the standards. Hawaii also noted that it hired two experts in the field of induction and mentoring to assist in the implementation of the forthcoming Induction and Mentoring Project in Year 2. The State did not make progress implementing the Knowledge Transfer/Professional Development Framework project, which would establish a statewide system to manage and evaluate effective professional development, provide technology-based support, and standardize the planning process for professional development across the State.

Great Teachers and Leaders

Challenges

Hawaii experienced challenges meeting many of its milestones in its Great Teachers and Leaders projects. The inability to finalize the master and supplemental contracts between the State and the HSTA created a challenging environment for adopting planned reforms in this area and resulted in significant delays in meeting project deadlines. In addition, difficulties hiring qualified personnel and slow progress contributed to significant timeline delays and many missed milestones in Year 1. Finally, the State needed additional legislation in the area of alternative certification of principals to grant them legal authority to meet the commitments in its approved application.

Looking ahead to Year 2

Hawaii submitted several amendments to the Department affecting its Great Teachers and Leaders work. The State has proposed moving forward with piloting an informal teacher evaluation system alongside the existing evaluation system because it does not yet have legal authority to fully implement the system. The performance evaluation of Complex Area superintendents and assistant superintendents will be changed to incorporate student achievement in Year 2. The State will also work with Complex Areas to fully institute its induction program as the new teacher Induction and Mentoring Standards have been approved.

Turning Around the Lowest-Achieving Schools

Race to the Top States are supporting LEAs' implementation of far-reaching reforms to turn around lowest-achieving schools by implementing one of four school intervention models.⁷

Hawaii created two ZSIs that contain all but one of the lowest-performing priority schools in the State. The intent is for the ZSIs to benefit from intensive supports across the Race to the Top plan and pilot many initiatives, such as the new teacher evaluation system. In addition, the ZSIs are the priority for State initiatives related to the equitable distribution of teachers and enhanced professional development and support. In Year 1, ZSIs focused on planning and capacity building. State and ZSI leadership attended numerous meetings with national and local experts to better understand the school intervention and reform processes and other reform initiatives. According to the State, one of the most significant Year 1 accomplishments in the area of turning around the lowest-achieving schools was the passage of Act 148 in June 2011. The legislation granted the Superintendent of Education the authority to reconstitute a school and recommend other interventions, including the revocation of a school's charter. The development of Hawaii Administrative Rules to implement this legislation will be approximately two years behind the schedule in the approved Scope of Work under a proposed amendment because the State requested an additional planning year during SY 2011–2012. To date, one school has adopted the transformation model. Additional schools have been identified for interventions in SY 2011–2012.

Challenges

As discussed above, Hawaii's contract issues have made for a challenging environment to implement reforms, especially within the ZSIs, where the State is proposing to pilot several key innovations,

School Intervention Models Initiated in Hawaii in SY 2010–2011

| School Intervention Model | Schools (#) Initiating Model |
|---------------------------|------------------------------|
| Transformation model | 1 |

such as the teacher evaluation system and using hiring incentives to attract highly qualified teachers. The State continues to collaborate with teacher leaders and principals within the ZSIs, but the lack of agreement between the State and HSTA poses formal and informal challenges to reform efforts and has resulted in significant project delays and a shifting of resources.

Looking ahead to Year 2

The State will provide subsidies to low-income children to attend early childhood programs using State education funds beginning in August 2011. In addition, the State will continue to work with a turnaround consultant to support the work in the lowest-achieving schools to implement one of the four intervention models.

⁷ Race to the Top States' plans include supporting their LEAs in turning around the lowest-achieving schools by implementing one of the four school intervention models:

- **Turnaround model:** Replace the principal and rehire no more than 50 percent of the staff and grant the principal sufficient operational flexibility (including in staffing, calendars/time and budgeting) to fully implement a comprehensive approach to substantially improve student outcomes.
- **Restart model:** Convert a school or close and reopen it under a charter school operator, a charter management organization, or an education management organization that has been selected through a rigorous review process.
- **School closure:** Close a school and enroll the students who attended that school in other schools in the district that are higher achieving.
- **Transformation model:** Implement each of the following strategies: (1) replace the principal and take steps to increase teacher and school leader effectiveness, (2) institute comprehensive instructional reforms, (3) increase learning time and create community-oriented schools, and (4) provide operational flexibility and sustained support.

Charter Schools

Hawaii's Legislature passed two laws designed to strengthen charter school governance and accountability in June 2011. Act 148 gave Hawaii's Superintendent of Education the authority to recommend actions, including the revocation of a school's charter, to the Charter School Review Panel (CSRP). Act 130 established a task force to clarify the relationships, responsibilities, and lines of authority and accountability among stakeholders, including the charter school administration office, State Superintendent of Education, and State Board of Education.

Emphasis on Science, Technology, Engineering, and Mathematics

As of June 30, 2011, Hawaii reported in its APR that it has laid the groundwork for many STEM initiatives in Year 1 that will continue into Year 2. The State implemented the New Tech High model in two ZSI secondary schools, Nanakuli High and Intermediate School and Waianae High School. New Tech High is a project-based learning and community involvement initiative that serves high-poverty indigenous communities. The New Tech High curriculum emphasizes STEM to prepare students for careers in those fields and is based on a model in which teachers work as facilitators who guide rather than instruct students.

Looking ahead to Year 2

The State is finalizing STEM competencies to incorporate into the General Learner Outcomes and to integrate with the CCSS in Year 2, rather than Year 1 as originally planned. Also, the State is setting up the STEM Network to provide STEM-related resources to teachers and students. The State is working with the University of Hawaii's Experimental Program to Stimulate Competitive Research project to define the functions and protocols of the STEM Network. Finally, the State reports that it is making a concerted effort to partner with institutions of higher education in Hawaii to recruit highly qualified and effective STEM teachers.

Progress Updates on Invitational Priorities

As of June 30, 2011, Hawaii reported the following updates in its APR:

Innovations for improving early learning outcomes

- The Early Learning Council is currently collaborating with various agencies to develop a Quality Improvement and Rating System that will measure program effectiveness and service provider quality.
- The Hawaii State School Readiness Assessment, which is classroom-based, now has a separate individual school readiness component to provide information on kindergarteners' readiness to succeed and the schools' readiness to support their learning.
- The Hawaii P–20 Partnership for Education has started planning to include select early childhood data in the P–20 State LDS.
- The HIDEOE is collaborating with the State Department of Human Services on the Preschool Open Doors program to offer additional early childhood programs to children in both ZSI schools. The Preschool Open Doors program provides State-funded subsidies to low-income families so that three- and four-year olds can participate in preschool programs. The program gives priority to children with special needs.

P-20 coordination, vertical, and horizontal alignment

- The HIDEOE's Race to the Top plan includes two projects to improve horizontal alignment across schools, State agencies, and community partners: (1) the Community Engagement Project, which seeks to mobilize community resources through strategic advisory groups to support achievement of reform goals and to build partnerships and (2) the HIDEOE Assistance and Oversight Project, which provides services for students in ZSI schools.
- The HIDEOE participates in vertical alignment initiatives as a member of the Hawaii P–20 Partnerships for Education. Initiatives include:
 - ◆ Five P–3 demonstration projects in communities to promote a cohesive continuum of early learning experiences for children, birth to age 8, through better alignment and integration of programs in the P–20 educational pipeline;
 - ◆ The Step-Up Campaign, in which 12,400 students have taken part and pledged to take more rigorous course work to graduate; and
 - ◆ A data governance needs assessment during spring 2011 that provided recommendations for an inter-agency data governance framework to be implemented.

Budget

For the State's expenditures through June 30, 2011, please see the APR data display at www.rtt-apr.us. For State budget information see <http://www2.ed.gov/programs/racetothetop/awards.html>.

Glossary

Alternative routes to certification means pathways to certification that are authorized under the State's laws or regulations that allow the establishment and operation of teacher and administrator preparation programs in the State, and that have the following characteristics (in addition to standard features such as demonstration of subject-matter mastery, and high-quality instruction in pedagogy and in addressing the needs of all students in the classroom including English learners and students with disabilities): (a) can be provided by various types of qualified providers, including both institutions of higher education and other providers operating independently from institutions of higher education; (b) are selective in accepting candidates; (c) provide supervised, school-based experiences and ongoing support such as effective mentoring and coaching; (d) significantly limit the amount of coursework required or have options to test out of courses; and (e) upon completion, award the same level of certification that traditional preparation programs award upon completion.

Amendment requests: In the event that adjustments are needed to a State's approved Race to the Top plan, the grantee must submit an amendment request to the Department for consideration. Such requests may be prompted by an updated assessment of needs in that area, revised cost estimates, lessons learned from prior implementation efforts, or other circumstances. Grantees may propose revisions to goals, activities, timelines, budget, or annual targets, provided that the following conditions are met: such revisions do not result in the grantee's failure to comply with the terms and conditions of this award and the program's statutory and regulatory provisions; the revisions do not change the overall scope and objectives of the approved proposal; and the Department and the grantee mutually agree in writing to such revisions. The Department has sole discretion to determine whether to approve such revisions or modifications. If approved by the Department, a letter with a description of the amendment and any relevant conditions will be sent notifying the grantee of approval. (For additional information please see <http://www2.ed.gov/programs/racetothetop/amendments/index.html>.)

America COMPETES Act elements are (as specified in section 6401(e)(2)(D) of that Act): (1) a unique statewide student identifier that does not permit a student to be individually identified by users of the system; (2) student-level enrollment, demographic, and program participation information; (3) student-level information about the points at which students exit, transfer in, transfer out, drop out, or complete P-16 education programs; (4) the capacity to communicate with higher education data systems; (5) a State data audit system assessing data quality, validity, and reliability; (6) yearly test records of individual students with respect to assessments under section 1111(b) of the ESEA (20 U.S.C. 6311(b)); (7) information on students not tested by grade and subject; (8) a teacher identifier system with the ability to match teachers to

students; (9) student-level transcript information, including information on courses completed and grades earned; (10) student-level college-readiness test scores; (11) information regarding the extent to which students transition successfully from secondary school to postsecondary education, including whether students enroll in remedial coursework; and (12) other information determined necessary to address alignment and adequate preparation for success in postsecondary education.

American Recovery and Reinvestment Act of 2009 (ARRA): On February 17, 2009, President Obama signed into law the ARRA, historic legislation designed to stimulate the economy, support job creation, and invest in critical sectors, including education. The Department of Education received a \$97.4 billion appropriation.

Common Core State Standards (CCSS) are K-12 English language arts and mathematics standards developed in collaboration with a variety of stakeholders including States, governors, chief State school officers, content experts, States, teachers, school administrators, and parents. The standards establish clear and consistent goals for learning that will prepare America's children for success in college and careers. As of December 2011, the Common Core State Standards were adopted by 45 States and the District of Columbia.

Effective teacher means a teacher whose students achieve acceptable rates (e.g., at least one grade level in an academic year) of student growth (as defined in the Race to the Top requirements). States, LEAs, or schools must include multiple measures, provided that teacher effectiveness is evaluated, in significant part, by student growth (as defined in the Race to the Top requirements). Supplemental measures may include, for example, multiple observation-based assessments of teacher performance.

The Core education reform areas for Race to the Top are as follows:

1. Standards and Assessments: Adopting rigorous standards and assessments that prepare students for success in college and the workplace;
2. Great Teachers and Great Leaders: Recruiting, developing, retaining, and rewarding effective teachers and principals;
3. Data Systems to Support Instruction: Building data systems that measure student success and inform teachers and principals how they can improve their practices; and
4. Turning Around the Lowest-Achieving Schools.

Highly effective teacher means a teacher whose students achieve high rates (e.g., one and one-half grade levels in an academic year) of student growth (as defined in the Race to the Top requirements). States, LEAs, or schools must include multiple measures, provided that teacher effectiveness is evaluated, in significant part, by student growth (as defined in the Race to the Top requirements). Supplemental measures may include, for example, multiple

observation-based assessments of teacher performance or evidence of leadership roles (which may include mentoring or leading professional learning communities) that increase the effectiveness of other teachers in the school or LEA.

Instructional improvement systems (IIS) means technology-based tools and other strategies that provide teachers, principals, and administrators with meaningful support and actionable data to systemically manage continuous instructional improvement, including such activities as instructional planning; gathering information (e.g., through formative assessments (as defined in the Race to the Top requirements), interim assessments (as defined in the Race to the Top requirements), summative assessments, and looking at student work and other student data); analyzing information with the support of rapid-time (as defined in the Race to the Top requirements) reporting; using this information to inform decisions on appropriate next instructional steps; and evaluating the effectiveness of the actions taken. Such systems promote collaborative problem-solving and action planning; they may also integrate instructional data with student-level data such as attendance, discipline, grades, credit accumulation, and student survey results to provide early warning indicators of a student's risk of educational failure.

Invitational priorities are areas of focus that the Department invited States to address in their Race to the Top applications. Applicants did not earn extra points for addressing these focus areas, but many grantees chose to create and fund activities to advance reforms in these areas.

Involved LEAs are LEAs that choose to work with the State to implement those specific portions of the State's plan that necessitate full or nearly-full statewide implementation, such as transitioning to a common set of K-12 standards (as defined in the Race to the Top requirements). Involved LEAs do not receive a share of the 50 percent of a State's grant award that it must subgrant to LEAs in accordance with section 14006(c) of the ARRA, but States may provide other funding to involved LEAs under the State's Race to the Top grant in a manner that is consistent with the State's application.

P-20 data systems integrate student data from pre-kindergarten through higher education.

Participating LEAs are LEAs that choose to work with the State to implement all or significant portions of the State's Race to the Top plan, as specified in each LEA's agreement with the State. Each participating LEA that receives funding under Title I, Part A will receive a share of the 50 percent of a State's grant award that the State must subgrant to LEAs, based on the LEA's relative share of Title I, Part A allocations in the most recent year, in accordance with section 14006(c) of the ARRA. Any participating LEA that does not receive funding under Title I, Part A (as well as one that does) may receive funding from the State's other 50 percent of the grant award, in accordance with the State's plan.

The **Partnership for Assessment of Readiness for College and Careers (PARCC)** is one of two consortia of States awarded grants under the Race to the Top Assessment program to develop next-generation assessment systems that are aligned to common K-12 English language and mathematics standards and that will accurately measure student progress toward college and career readiness. (For additional information please see <http://www.parcconline.org/>.)

Persistently lowest-achieving schools means, as determined by the State: (i) any Title I school in improvement, corrective action, or restructuring that (a) is among the lowest-achieving five percent of Title I schools in improvement, corrective action, or restructuring or the lowest-achieving five Title I schools in improvement, corrective action, or restructuring in the State, whichever number of schools is greater; or (b) is a high school that has had a graduation rate as defined in 34 CFR 200.19(b) that is less than 60 percent over a number of years; and (ii) any secondary school that is eligible for, but does not receive, Title I funds that (a) is among the lowest-achieving five percent of secondary schools or the lowest-achieving five secondary schools in the State that are eligible for, but do not receive, Title I funds, whichever number of schools is greater; or (b) is a high school that has had a graduation rate as defined in 34 CFR 200.19(b) that is less than 60 percent over a number of years. To identify the lowest-achieving schools, a State must take into account both (i) the academic achievement of the "all students" group in a school in terms of proficiency on the State's assessments under section 1111(b)(3) of the ESEA in reading/language arts and mathematics combined; and (ii) the school's lack of progress on those assessments over a number of years in the "all students" group. (For additional information please see <http://www2.ed.gov/programs/sif/index.html>.)

Qualifying evaluation systems are those that meet the following criteria: rigorous, transparent, and fair evaluation systems for teachers and principals that: (a) differentiate effectiveness using multiple rating categories that take into account data on student growth as a significant factor, and (b) are designed and developed with teacher and principal involvement.

The **School Improvement Grants (SIG)** program is authorized under section 1003(g) of Title I of the ESEA. Funds are awarded to States to help them turn around Persistently Lowest-Achieving Schools. (For additional information please see <http://www2.ed.gov/programs/sif/index.html>.)

School intervention models: A State's Race to the Top plan describes how it will support its LEAs in turning around the lowest-achieving schools by implementing one of the four school intervention models:

- **Turnaround model:** Replace the principal and rehire no more than 50 percent of the staff and grant the principal sufficient operational flexibility (including in staffing, calendars/time and budgeting) to fully implement a comprehensive approach to substantially improve student outcomes.

- **Restart model:** Convert a school or close and reopen it under a charter school operator, a charter management organization, or an education management organization that has been selected through a rigorous review process.
- **School closure:** Close a school and enroll the students who attended that school in other schools in the district that are higher achieving.
- **Transformation model:** Implement each of the following strategies: (1) replace the principal and take steps to increase teacher and school leader effectiveness, (2) institute comprehensive instructional reforms, (3) increase learning time and create community-oriented schools, and (4) provide operational flexibility and sustained support.

Single sign-on is a user authentication process that permits a user to enter one name and password in order to access multiple applications.

The **SMARTER Balanced Assessment Consortium (SBAC)** is one of two consortia of States awarded grants under the Race to the Top Assessment program to develop next-generation assessment systems that are aligned to common K-12 English language and mathematic standards and that will accurately measure student progress toward college and career readiness. (For additional information please see <http://www.k12.wa.us/SMARTER/default.aspx>.)

The **State Scope of Work** is a detailed document for the State project that reflects the grantee's approved Race to the Top application. The State Scope of Work includes items such as the State's specific goals, activities, timelines, budgets, key personnel, and annual targets for key performance measures. (For additional information please see <http://www2.ed.gov/programs/racetothetop/state-scope-of-work/index.html>.) Additionally, all participating LEAs are required to submit Scope of Work documents, consistent with State requirements, to the State for its review and approval.

Statewide longitudinal data systems (SLDS) enhance the ability of States to efficiently and accurately manage, analyze, and use education data, including individual student records. The SLDS help States, districts, schools, educators, and other stakeholders to make data-informed decisions to improve student learning and outcomes, as well as to facilitate research to increase student achievement and close achievement gaps. (For additional information please see http://nces.ed.gov/Programs/SLDS/about_SLDS.asp.)

Student achievement means—

- For tested grades and subjects: (1) a student's score on the State's assessments under the ESEA; and, as appropriate, (2) other measures of student learning, such as those described in paragraph (b) of this definition, provided they are rigorous and comparable across classrooms.
- For non-tested grades and subjects: alternative measures of student learning and performance such as student scores on pre-tests and end-of-course tests; student performance on English language proficiency assessments; and other measures of student achievement that are rigorous and comparable across classrooms.

Student growth means the change in student achievement (as defined in the Race to the Top requirements) for an individual student between two or more points in time. A State may also include other measures that are rigorous and comparable across classrooms.

Value-added models (VAMs) are a specific type of growth model in the sense that they are based on changes in test scores over time. VAMs are complex statistical models that generally attempt to take into account student or school background characteristics in order to isolate the amount of learning attributable to a specific teacher or school. Teachers or schools that produce more than typical or expected growth are said to "add value."