

Hawaii Public Schools: Special Education Review

by

Superintendent Kathryn Matayoshi
Assistant Superintendent Joyce Bellino

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Background

- Post-Felix Consent Decree 2005
 - Hallmark improvements
- DOE Strategic Plan: Goal 3
 - Continuously Improve the Effectiveness, Efficiency, and Responsiveness of the Educational System

WestEd Center for Prevention and Early Intervention

- Statewide high quality training
- Technical assistance
- Resource development,
dissemination, and support

- Overall Outcomes

- Education and Child Development Programs. Facilitated local agency capacity to successfully include students with disabilities in education in programs
- Achievement Gap. Worked to build the capacity of complexes and schools to close the achievement gap

● Overall Outcomes

- Inclusion. Provided support and expertise to ensure inclusion
- Core Instruction. Engaged general and special education practitioners in capacity building projects to improve core instruction

WestEd Center for Prevention and Early Intervention EXECUTIVE SUMMARY

Setting the Context: Hawaii's Demographics

- 178,649 - Total enrollment
- 160,637 - Students in general education
- 18,012 - Students with IEPs

- 55% - Students with special needs
- 79.3% - Graduation rate
- 16% - Dropout rate

- *2009-Superintendent's 20th Annual Report*

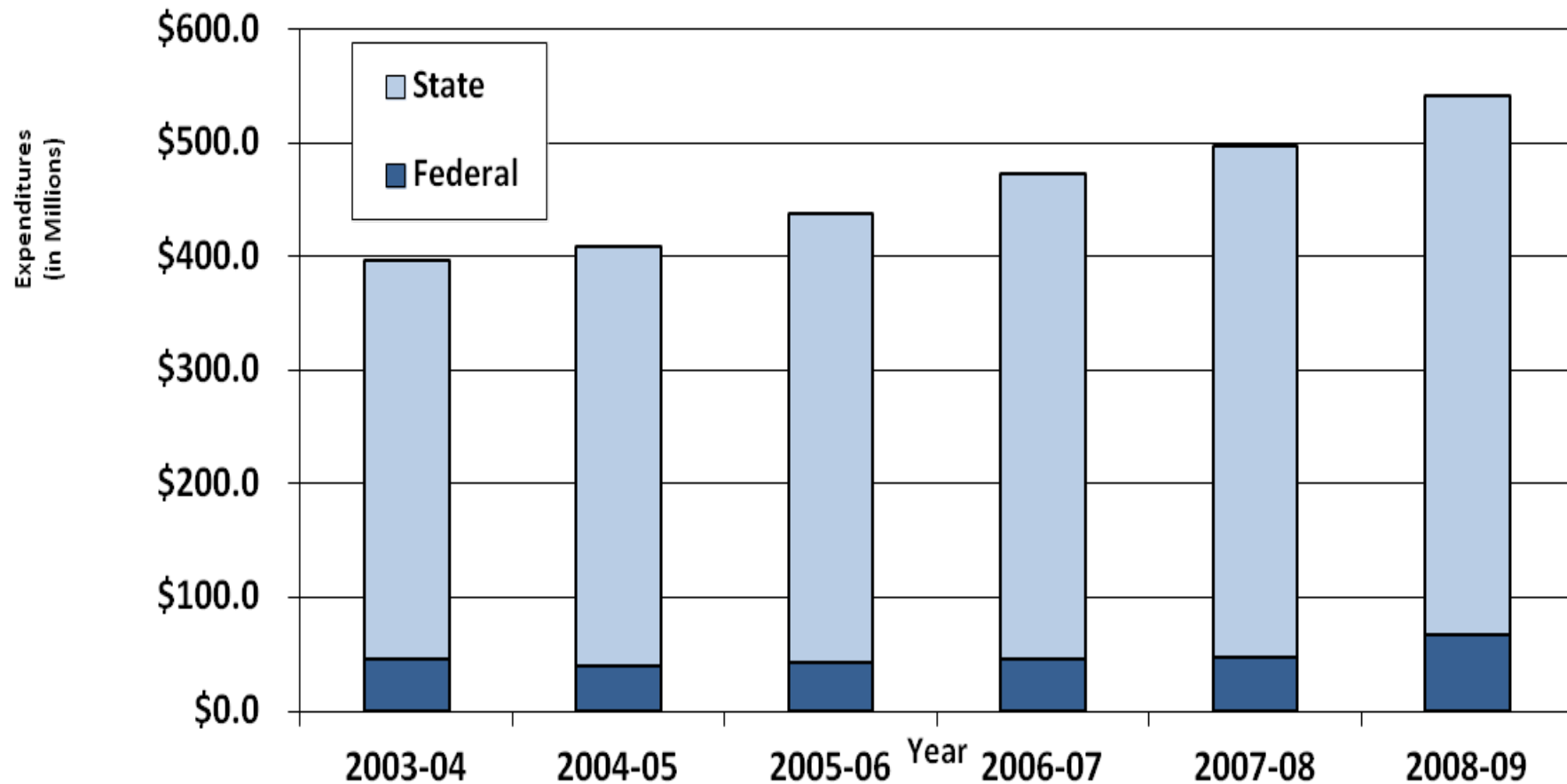
Setting the Context: Hawaii's Public School Enrollment, 2009

Complex Area	Number of Regular K-12 Enrollment	Number of Special K-12 Enrollment	Total Number of K-12 Enrollment	% of K-12 Public School Population served under IDEA
Nanakuli-Waianae	6744	1167	7911	14.8%
Kau-Keaau-Pahoa	4803	761	5564	13.7%
Kailua-Kalaheo	5822	832	6654	12.5%
Hana-Lahainaluana-Lanai-Molokai	4174	590	4764	12.3%
Hilo-Laupahoehoe-Waiakea	6948	934	7882	11.8%
Castle-Kahuku	7537	997	8534	11.6%
Leilehua-Mililani-Waialua	15176	1901	17077	11.1%
Honokaa-Kealakehe-Kohala-Konawaena	9159	1066	10225	10.4%
Baldwin-Kekaulike-Maui	14137	1450	15587	9.3%
Kaimuki-McKinley-Roosevelt	14097	1407	15504	9.0%
Campbell-Kapolei	14368	1446	15814	9.0%
Pearl City-Waipahu	13714	1327	15041	8.8%
Aiea-Moanalua-Radford	13965	1367	15332	8.9%
Farrington-Kaiser-Kalani	14258	1322	15580	8.5%
Kapaa-Kauai-Waimea	8496	792	9288	8.5%
Charter	7239	580	7819	6.4%
Special Schools	0	73	73	100%
Total	160637	18012	178649	10%

Setting the Context: Disability by Type, Ages 6-21, December 2009

Type of Disability	Number of Students	Percentage of Students
Specific Learning Disabilities	8,393	48%
Speech/Language Impairments	598	3%
Mental Retardation	1,244	7%
Emotional Disturbance	1,420	8%
Multiple Disabilities	457	3%
Hearing Impairments	314	2%
Orthopedic Impairments	71	<1%
Deaf-Blindness	5	<1%
Other Health Impairments	2,664	15%
Autism	1,042	6%
Traumatic Brain Injury	69	<1%
Developmental Delay	1,167	7%
All Disabilities	17,502	100%

Setting the Context: Hawaii DOE Special Education Expenditures



Setting the Context: Statewide Assessments for Students with Disabilities in Grades 3-8 and High School

	Assessment Based on Grade-Level Achievement Standards		Assessment Based on Alternate Achievement Standards	
	Reading	Math	Reading	Math
Hawaii	15.7%	5.8%	66.2%	56.9%
National	39.5%	40.5%	68.8%	66.9%

Setting the Context: Due Process Complaints by District SY 08-09

District	SPED	Hearing Request	Written Complaint	Telephone Complaint	Total Complaints	% Cmpt/ SPED	Complaint/ students
Honolulu	3,366	28	4	3	35	1%	96
Central	4,042	10	0	3	13	0%	311
Leeward	4,608	14	4	9	27	1%	75
Windward	2,477	29	1	3	33	1%	75
Hawaii	3,834	13	3	5	21	1%	183
Maui	2,723	21	0	2	23	1%	118
Kauai	1,141	3	1	2	6	1%	190
HCDB	73	0	0	0	0	0	0
State Total	22,264	118	13	27	158	1%	141

Note: The last column shows the ratio of complaints of all types to the number of students in that district.

Focus Areas

1. Organization and Infrastructure
2. Allocation of Resources and Management and Accountability
3. Service Provision and Program and Student Performance Outcomes

Organization and Infrastructure

- Review the overall system and structure of the HIDEOE
 - Evaluate and articulate expectations
 - Alignment of organizational structures
 - Build capacity for system accountability

Organization and Infrastructure

RTTT Assurances

- Standards and Assessments
- Longitudinal Data System
- Great Teachers/Great Leaders
- Reorganization

DOE Strategic Plan

Goal 1: College- & career-ready

Goal 2: Rich learning environments

Management, Accountability and Allocation of Resources

- Review system effectiveness and accountability for results
 - Align policies and procedures
 - Ensure budget transparency
 - Develop system alignment

Alignment of Resources, Policies, and Practices

RTTT Assurances

- Standards and Assessments
- Longitudinal Data System
- Great Teachers/Great Leaders

DOE Strategic Plan

Goal 1: College- & career-ready

Goal 2:
Rich learning environments

Service Provision, Program and Student Performance Outcomes

- Focus on instruction and student performance
 - Support the implementation of effective practice
 - Work towards closing the achievement gap for all students
 - Strengthen parent, family and community engagement

Sustainable Capacity

RTTT Assurances

- Standards and Assessments
- Great Teachers/Great Leaders
- Turning Around Struggling Schools

DOE Strategic Plan

Goal 3:
Continuous
Improvement

**DOE Office of Curriculum, Instruction and
Student Support**

PROJECT EXECUTION

DOE: Strategic Advantages

- One Board of Education
 - BOE Policies
- Single School District
 - Policy Implementation
 - Alignment
 - Economies of Scale

Race To The Top: Transforming Hawaii's Public Schools

- Student Success
- High Quality Instruction & Leadership
- Educator & System Accountability
- Common Core State Standards
- Data-Driven Decisions

Transformed Office of Curriculum, Instruction and Student Support

- OCISS is a leader in research and development of state-of-the art curriculum, instruction, and student supports.
- Our work is focused on value-added professional growth and development that transforms educational practices within a coherent instructional construct.

OCISS Initiatives

- RTTT: High Standards Portfolio Projects
 - Common Core State Standards
 - College- and Career-Ready Diploma
 - Assessment Literacy
 - Continuum of Proactive Student Support System and Early Interventions
 - STEM (Science, Technology, Engineering, Mathematics)
- Po`okela Centers of Excellence
 - Inclusive Practices
 - Autism

Next Steps

- Plan and develop Project Agreement
- Execute implementation
- Track and monitor progress
- Adjust current processes and practices
- Complete reorganization

Next Steps

"We all want progress, but if you're on the wrong road, progress means doing an about-turn and walking back to the right road; in that case, the man who turns back soonest is the most progressive."

*-C.S. Lewis,
British novelist and literary critic*

Hawaii Department of Education Special Education Review

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Executive Summary

The State of Hawaii, Department of Education (HIDOE) contracted with WestEd Center for Prevention and Early Intervention (CPEI) to conduct a comprehensive review of its special education programs and processes, including mental and behavioral health. The purpose of the review was to determine program effectiveness in supporting positive outcomes for students receiving special education services and to identify areas of strengths and areas for improvement in the structural and programmatic implementation of special education services under IDEA Part B.

WestEd staff conducted two initial meetings with the HIDOE Superintendent and State Director of Special Education to review and determine areas of emphasis and concern related to the special education review, the review framework, and expected outcomes. WestEd staff included a variety of data collection design procedures structured to capture representative data and unique perspectives systemwide at the state and local levels to ensure broad-based input from a variety of sources and stakeholders. Specifically, qualitative methods were employed to investigate more complex and sensitive inquiries that were not as easy to quantify or where quantification of the data would be inappropriate. Quantitative and descriptive methods were employed when it was necessary to define data and to add to the construction of our review model. WestEd staff gained a variety of perspectives from multiple data sources including: fiscal analysis, document reviews, site visits (including interviews, focus groups, and classroom observations) and individualized educational program (IEP) reviews.

The report summarizes HIDOE's overall organizational, programmatic, service delivery and student outcomes as they align with HIDOE's internal goals and, in some instances, as they compare to nationally recognized best practices. The report then delineates potential areas for change and offers recommendations to support the implementation of those changes.

Current Programmatic Strengths

Data results delineated numerous important strengths that emerged from the review and that provide a strong foundation for the changes in organizational, programmatic, service delivery and student outcomes that HIDOE is poised to support.

- The Superintendent is committed to a comprehensive and integrated educational system as evidenced in *Hawaii Department of Education's Strategic Plan*. Through continuous planning and implementation and the identification of new resources, a plan of action is in place that reinforces *Race to the Top* and other educational initiatives that will support HIDOE as it ensures high academic achievement and meaningful outcomes for all students.
- The HIDOE structure in combination with the Office of Curriculum, Instruction and Student Support (OCISS) framework has the capacity to provide a strong professional development system that is focused on accountability for results.
- Personnel were frequently mentioned as a strength of special education programs and services. It was reported that many teachers, staff and administrators work with dedication in the effort to improve outcomes for students with disabilities and their families. Respondents frequently acknowledged throughout the review that staff is hard working, committed and dedicated to their professional roles.
- Parents, stakeholders and other community members strongly support sustainable systemic changes that will enhance educational programming to students in special education. While all agreed that lingering issues exist that must be addressed, they expressed enthusiasm in working closely with HIDOE in its vision to define robust policies and practices to improve student outcomes.

Summary

Achieving an effective system often entails broad shifts in thinking and a commitment to the fundamental belief that all changes must be comprehensive to be successful. An effective system provides appropriate incentives for student placement (for example, identification and placement neutrality) and supports quality programming, such as research-based programs and robust connections to general education. An effective system ensures that resources are allocated appropriately to support the identified needs of quality programs; encourages a focus on meaningful goals and priorities for students; enforces compliance; and ensures data fidelity. An effective system guarantees both fiscal and programmatic components are accessible, meaningful and useful to program planning and decision making at state and local levels.

The Summary of Results and Recommendations compiles key results born out of the review results and offers a series of definitive recommendations for systemic improvements intended to support HIDOE's informed decision making as it implements change and monitors progress in the special education system. The recommendations are organized into three broad categories.

1. Organization and Infrastructure: Improvements to the overall system and structure of the HDOE.
2. Allocation of Resources and Management and Accountability: Alignment of resources to ensure system effectiveness and accountability for results, and
3. Service Provision and Program and Student Performance Outcomes: Build capacity to meet legal requirements and move to a focus on instruction and student performance

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Summary of Results and Recommendations

1. Organization and Infrastructure: Improvements to the overall system and structure of the HIDOE.	
Results	Recommendations
<p>1.1 There is a lack of definition and a confusion of roles, titles and responsibilities for personnel assigned to the Hawaii Department of Education (HIDOE) as the state education agency (SEA) and for personnel assigned to the local districts as the local education agency (LEA) under the single state and district structure of Hawaii.</p> <p>This structure complicates identification of clear lines of responsibility and accountability between the SEA and an LEA. This fact is further complicated by multiple layers of oversight across districts and complex areas, and lack of clarity of responsibility for collecting and reporting data to address SEA general supervision requirements under IDEA for monitoring both compliance and performance results.</p>	<p>1.1.1 Under Superintendent’s leadership, develop functional position statements that define roles, responsibilities and functions for personnel assigned to SEA as state DOE or to LEA as local DOE.</p> <p>1.1.2 Restructure SEA administration of special education and school based behavioral health (SBBH) services, assigning separate offices with responsibilities for: (1) federal compliance oversight and reporting to OSEP under the Federal Programs Office (FPO) and for (2) program and student instructional and related service supports, including monitoring of performance results under the Office of Curriculum, Instruction and Student Support.</p> <p>1.1.3 Develop and monitor implementation of a statewide system of support promoting high expectations for all students. Under leadership of the HIDOE OCISS deliver training and technical assistance to support local implementation of program requirements and improvement strategies, including data collection on program and student performance results aligned to requirements under IDEA, ESEA and other related federal and state programs.</p>

1. Organization and Infrastructure: Improvements to the overall system and structure of the HDOE (cont.).	
Results	Recommendations
<p>1.2 The mental health system of services for students with individualized education programs (IEP) originally created under Felix, continues to operate under a parallel system of funding, staffing and reporting structures and is input focused rather than outcome and results oriented.</p>	<p>1.2.1 Convene an interagency task group co-chaired with Department of Public Health (DPH) to develop recommendations to align services under the two systems: mental health and education behavioral health.</p> <ul style="list-style-type: none"> a. Assess where school-based mental health and the behavioral health system of services meet or exceed IDEA and determine which services are appropriate under IDEA and aligned to most effectively achieve results identified as the responsibility of each agency. b. Develop interagency agreements— memoranda of understanding or other agreements as appropriate—with relevant public health and mental health agencies that delineate roles and responsibilities for a coordinated and collaborative mental health/behavioral health system of services for eligible students. Agreements should include a plan for transitioning from the current system to any identified revisions of the current system of services.
<p>1.3 Although numbers have decreased within the past year, Hawaii continues to report high numbers of IDEA Due Process filings resulting in high costs to the system and an expressed lack of trust of the system by parents. Mediation, as an alternative dispute resolution (ADR) option under IDEA, is under-used by both families and districts within the state’s due process system.</p>	<p>1.3.1 Oversight of the due process system, including management and accountability for services of contracts, should be assigned to the Federal Programs Office as a function under the General Supervision requirements of IDEA.</p> <p>1.3.2 Convene a state-level task force, under lead of Federal Programs Office, co-chaired with the OCISS and the Special Education Advisory Committee (SEAC), and with broad stakeholder representation, to develop guidelines and implementation strategies for ongoing communication and partnerships with families.</p> <p>1.3.3 Use representatives from the SEAC, the Children’s Community Councils (CCC), and other family stakeholder groups as resources to the SEA on ADR review and improvement activities.</p>

2. Allocation of Resources and Management and Accountability: Alignment of resources to ensure system effectiveness and accountability for results.	
Results	Recommendations
<p>2.1 The current formulas in place to allocate staff and funding for special education promote strong disincentives to include students in general education. This significantly impacts both achievement and outcomes for all students.</p>	<p>2.1.1 Evaluate options for creating a supportive and aligned funding and staffing allocation formula once program changes are determined based on Recommendation 2.1.2 below. For instance, consider whether 100% of staffing allocations should be tied to special education pupil counts or whether staffing is determined from general enrollment; how excess costs including nonpublic schools are accommodated (e.g., by the state, district, or shared); and how to encourage placement of students in the least restricted environment.</p> <p>2.1.2 Develop a process (e.g., internal working group, external consultant, or some combination) to determine an approach to evaluating the implementation of an alternative funding formula that promotes and supports the provision of a high quality and cost-effective programming in the least restrictive environment (LRE).</p> <p>2.1.3 Develop an implementation plan to phase in a new funding approach, which will require a multiyear plan that provides time for local districts and complexes to modify local practices and for the state to develop supportive systems.</p>
<p>2.2 There is significant variation in the amount and type of staffing from complex to complex and a lack of consistency in how staffing decisions are made and the level and type of staff performing specific duties.</p>	<p>2.2.1 Clarify and ensure that all policies regarding staffing levels, management and process are documented and shared within HIDOE, complexes, and districts.</p> <p>2.2.2 Develop a plan to communicate policies and related processes to staff involved with staffing decisions.</p>
<p>2.3 The current staffing formula used by the state accounts for approximately one-half of the positions identified as part of special education program services. Many positions are added outside the staffing formula, including contracted support.</p>	<p>2.3.1. Review staffing policies and procedures to remove barriers to hiring that lead to increases in contracted services.</p> <p>2.3.2. Develop clear and consistent policies and procedures regarding the management of contracts that enforce clear criteria to justify need and provide accountability to ensure that contractors perform duties commensurate with the expectations and compensation provided.</p>

2. Allocation of Resources and Management and Accountability: Alignment of resources to ensure system effectiveness and accountability for results (cont.).	
Results	Recommendations
<p>2.4 Nonpublic school placements represent a small proportion of overall special education services, but due to their high costs, are a disproportionately high percentage of the state’s special education expenditures. The current approach to nonpublic school placements lacks clear and enforced criteria for placement determinations, and once placements are made no fiscal incentive exists at the local level to seek in-house service options.</p>	<p>2.4.1 Develop a clear policy and procedure to evaluate students for nonpublic school placements that is enforced through the manner in which financial responsibility is distributed to local districts and complexes. For instance, the state could set aside some resources to pay for a portion of costs, but districts would be responsible for remaining or excess costs as a means to incentivize local districts to work diligently to identify alternative placements.</p>
<p>2.5 The state maintains program codes for special education services, but the codes are not used with complete fidelity, making analysis of expenditures at the local level difficult.</p>	<p>2.5.1 Evaluate the use of current budget codes and develop policies, procedures, and guidance to ensure that they are used as intended and with consistency.</p> <p>2.5.2 Provide training and technical assistance to local districts and complexes to support improved practice.</p> <p>2.5.3 Establish an annual review of the effectiveness of procedures to insure state and local fiscal transparency and local accountability.</p>

3. Service Provision and Program and Student Performance Outcomes: Build capacity to meet legal requirements and move to a focus on instruction and student performance.	
Results	Recommendations
<p>3.1 Students with IEPs continue to perform below Adequate Yearly Progress targets and have not demonstrated improved performance on identified targets of academic and/or behavioral outcomes identified in the Annual Performance Report.</p>	<p>3.1.1 In collaboration with Complex Area Superintendents and with input from parent organizations, develop a framework integrating key components and outcomes of federal and state initiatives to act as a resource guide for state and local planning of services and development of tools to communicate high expectations for all students. Make the framework available across state DOE divisions and in each local district to inform plans, resources and data to be collected on results to keep a laser focus on improving results for students who are not achieving at grade levels, including students with disabilities, English language learners and other struggling learners.</p>
<p>3.2 While examples of excellence most definitely exist, as a general result, district and school administrators are not actively involved in supervising the implementation of special education programs and services in their schools; rely on district and site staff assigned in special education roles; and are not sufficiently held accountable for performance results for students eligible for special education programs and services.</p>	<p>3.2.1 Develop and disseminate guidance and tools to support local district and school capacity to provide professional development for administrators, teachers and parents and ongoing coaching to teachers to improve instructional practices and to implement district and school partnerships with parents that support the home role in improved student achievement.</p> <p>a. Recommended strategies include: standards-based IEP goals and outcomes; early identification of learning and behavior problems and supports to students not making progress (through a data-based decision making planning process such as Response to Intervention (RtI)); inclusive practices (such as co-teaching) to support greater access to general education curriculum and environments; and a strengthened transition planning process and tools to improve post-secondary options.</p>

3. Service Provision and Program and Student Performance Outcomes: Build capacity to meet legal requirements and move to a focus on instruction and student performance (cont.).	
Results	Recommendations
3.3 Although HIDOE identified implementation of Response to Intervention (RtI) in districts and schools across the state and RtI components provide a framework to provide quality teaching for all students and tiered support to struggling learners, districts and schools are not prepared to implement components under RtI framework as a means to accelerate achievement of students not meeting Adequate Yearly Progress and other academic and behavioral targets.	3.3.1 Provide training, coaching and resources for principals and other administrators to develop capacity to implement a RtI framework in their schools aligned to the HIDOE RtI initiative and using HIDOE processes within CSSS and Longitudinal Data System (LDS).
3.4 That the IEP process is complicated and parents desire assistance to understand and participate in the process is a common concern.	3.4.1 As the single point of entry, the student services coordinator at each school should act as a family liaison to explain the IEP process and provide resources and assistance in answering family questions about the process.

Over the year, WestEd staff has reviewed and analyzed materials and documents, interviewed critical stakeholders and observed classrooms throughout the state. WestEd would like to thank state staff, administrators, educators, parents and stakeholders for sharing their insight to provide us with critical information for this review. We would also like to recognize HIDOE for its firm commitment to improving outcomes for students with disabilities and their families.

The report is organized into four major components: (1) Introduction and Background, (2) Methodology, (3) Results, and (4) Recommendations. The Results section is further delineated by its design components (for example, fiscal analysis, document reviews, observations, interviews, focus groups and IEP reviews) with a summary of results at the end of each section.

Introduction and Background

Since its inception, the Individuals with Disabilities Education Act (IDEA) has championed the right to a free and appropriate public education in the least restrictive environment for students with disabilities. Nationally expectations for students with disabilities have traditionally been low, but some states have taken initiative to increase positive outcomes for students with disabilities by examining internal program structures and service delivery within the special education systems. Hawaii is one such state. In August of 2010, the Hawaii Department of Education (HIDOE) contracted with WestEd Center for Prevention and Early Intervention (CPEI) to conduct an independent review of its special education system. Specifically, WestEd staff reviewed the state's special education and related services outcomes and HIDOE's performance in maintaining legal and procedural compliance for increasing the focus on instruction and student performance. WestEd would like to recognize HIDOE for its commitment to improving outcomes for students with disabilities and their families.

Generally, the charge of the state education agency (SEA) is to monitor and enforce compliance and to provide leadership and guidance through technical assistance to ensure that local educational programs are compliant and of high quality. Traditionally local education agencies (LEAs) provide the implementation of programming that leads to meaningful educational outcomes for students and their families. The structure for Hawaii's educational delivery is unique in that for many operational areas the state performs the function of an LEA/school district (e.g., operating program services) while also maintaining oversight and technical assistance responsibilities as the SEA. Hawaii's public schools form a single, statewide district that spans six islands and seven geographic districts: Central, Honolulu, Leeward and Windward on Oahu; and Hawaii, Maui (including Molokai and Lanai) and Kauai (including Niihau). Each complex consists of a high school and the elementary and intermediate/middle schools. There are 287 public schools, 31 of which are charter schools.

While offering Hawaii many efficiencies and improvements in effectiveness, at times this structure also generates identity issues, which are quite pronounced in the area of special education. For instance, under the current structure the HIDOE must monitor the delivery of special education program services to ensure they are compliant with

federal requirements, but it also is ultimately responsible for the hiring, placement and review of staff, as all employees of the program are employees of the HIDEOE.

Aligned with IDEA legislation, Hawaii Public Schools offers a continuum of alternative placements where students receive special education or related services, including regular classes, special classes, special schools, home instruction and instruction in hospital settings. With the 2004 IDEA reauthorization, Hawaii added a provision for supplementary services (effective November 23, 2009) such as a resource room or the provision of itinerant instruction in the regular classroom placement. Hawaii makes great effort to provide special education and related services at the student's neighborhood or home school. The state maintains two state special schools — the School for the Deaf and Blind and the Jefferson Orthopedic Center. The latter is being phased out — for the 2010–11 school year the Jefferson Orthopedic Center consisted of a single class on an elementary campus. Some complex areas have regionalized services for students with low-incidence disabilities, but geographic constrictions tend to limit this type of service delivery. Hawaii has limited public restrictive placement options (e.g., special schools, hospitals and institutions), thus when such services are required the state contracts with private vendors.

Disability Distribution. Table 1 contains a summary of the percentage of students ages 6–21 in each disability category served under IDEA in Hawaii, as reported in December 2009. Specific learning disability is the largest disability category group (48%) in Hawaii. Typically in other states, Speech and Language impairment category is the second largest group, but in Hawaii the second largest disability category group is Other Health Impairment, comprising 15% of the special education population.

Table 1: Hawaii Disability Distribution for Students Ages 6–21 served under IDEA, December 2009

Type of Disability	Number of Students	Percentage of Students
Specific Learning Disabilities	8,393	48%
Speech/Language Impairments	598	3%
Mental Retardation	1,244	7%
Emotional Disturbance	1,420	8%
Multiple Disabilities	457	3%
Hearing Impairments	314	2%
Orthopedic Impairments	71	<1%
Deaf-Blindness	5	<1%
Other Health Impairments	2,664	15%
Autism	1,042	6%
Traumatic Brain Injury	69	<1%
Developmental Delay	1,167	7%
All Disabilities	17,502	100%

The body of the report is organized into three major components: (1) Methodology, (2) Results, and (3) Recommendations. The Results section is further delineated by its design components (for example, fiscal analysis, document reviews, observations, interviews, focus groups and IEP reviews) with a summary of results at the end of each section.

Methodology

Design

WestEd staff used a mixed-methods design for this special education review. It combines a breadth (qualitative) and depth (quantitative) of data collection procedures and allows for multi-level analyses. WestEd gained a variety of perspectives from multiple data sources including: fiscal analysis, document reviews, site visits (including interviews, focus groups, and classroom observations) and individualized educational program (IEP) reviews.

Data Collection Procedures

Fiscal Analyses. A WestEd consultant with expertise in the area of special education finance and operations led this analysis. The review included an assessment of fiscally related policies, procedures and financial details to evaluate the overall cost, effectiveness and efficiency of resource distribution and use to support special education services. Specific areas of consideration included, but were not limited to, the overall structure of the special education finance model, policies and procedures that affect staffing and other major expenditure areas, comparisons in resource utilization by complex, and the relationship between program and services delivery and cost. This portion of the review also included collecting and analyzing comparison data to similar states and territories (e.g., based on size, remoteness and demographics).

Document Reviews. For a broader perspective and better understanding of HIDOE's special education system, WestEd staff reviewed a variety of data and written documents (see Appendix A). Primarily, this included reviewing documents related to program statements, purpose, plans, policies and procedures, and services; special education data; due process reports; previous evaluation reports; operating procedures and strategic plans, and other useful tools that could give insight into HIDOE special education programming and service delivery. For the most part, WestEd was able to obtain documentation from various departments in HIDOE. However, staff was not able to acquire some requested documentation and data.

Site Visits. WestEd staff visited a total of 60 sites between September 2010 and May 2011. WestEd staff visited each of the state's geographic districts, which included five

types of schools: elementary with a special education preschool program, elementary without a preschool program, middle school or intermediate school, comprehensive high school and public charter school. The HIDOE Special Education Director notified school administration by memorandum in advance of the site visits. On-site visits included three types of data collection: (1) interviews at the district and school site levels, (2) classroom observations, and (3) focus groups (all described in more detail in the Results section). Additional visits included interviews both with state officials from the HIDOE's Office of Curriculum, Instruction and Student Services (Special Education Section) and other stakeholders invested in increasing outcomes for students receiving special education services.

Individualized Education Program Reviews. A stratified random sample of 604 IEPs was drawn from the total population of students with IEPs in Hawaii's public schools. The sample ensured representation across disability and grade levels at a 95% confidence level so that we could make reasonable statements regarding the population of students with IEPs. Four WestEd reviewers (two consultants were former HIDOE district employees with knowledge of the special education system) reviewed IEPs using a yes/no protocol (see Appendix B for sample protocol). Using the protocol, the reviewers determined if IEPs were written with compliance with IDEA required elements and assessed whether students are making satisfactory progress toward goals and objectives in general. To ensure consistency and calibration across reviewers, measures were taken to ensure inter-rater reliability.

Results

The HIDEOE outlined several key questions in its call for proposals for this review and asked for specific areas of feedback regarding the quality, legal compliance, effectiveness, and costs of the special education program it supports. To address these questions, as noted in the methodology section, WestEd staff gathered and analyzed a variety of data sources from which results and recommendations are derived. The results are organized based on major categories of information reviewed to address the key questions around which this study is framed:

- Fiscal Analysis: Review of the program costs, structure, and processes for managing fiscal resources and accountability.
- Document Reviews: Review of data from HIDEOE, US DOE and other pertinent reports.
- Classroom Observations: Observations of classrooms from each of the state's geographic districts.
- Interviews and Focus Groups: Feedback from stakeholders regarding program quality, effectiveness and structure.
- Individualized Education Program Reviews: Review of a stratified random sample of IEPs for compliance with IDEA required elements.

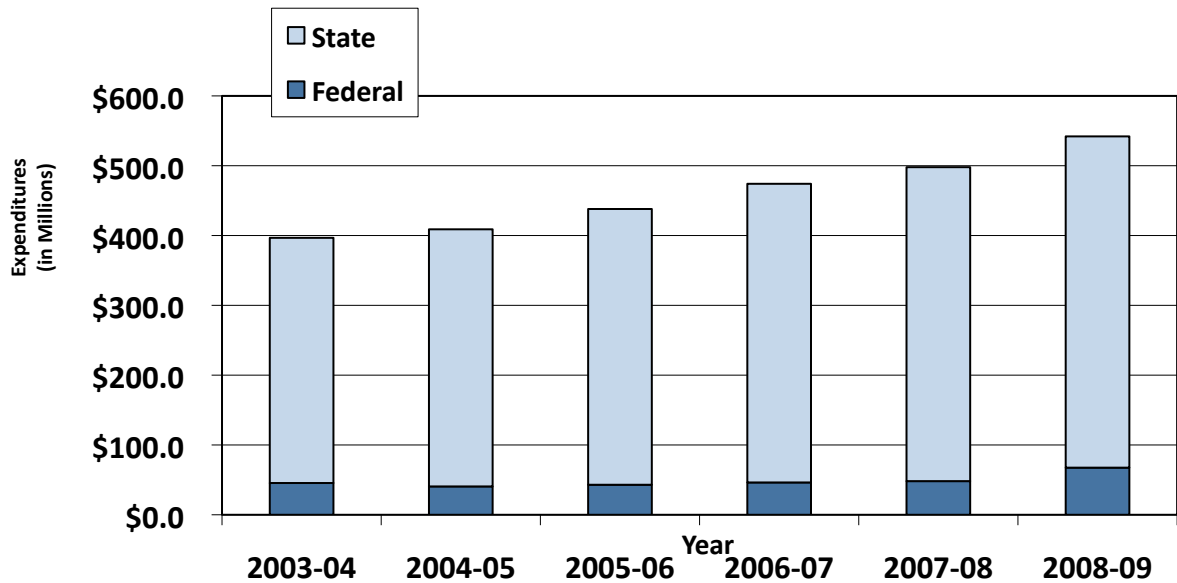
Fiscal Analysis

This section addresses several key questions regarding the efficiency and effectiveness of Hawaii's structure for funding special education services. A variety of data were analyzed to provide results and recommendations including interviews with state, complex, and district level staff involved with special education program management and delivery; review of special education incidence, staffing, and financial data; and national fiscal and program data source. Special education services and related support account for approximately 22% of the Hawaii Department of Education's expenditures, which makes it the largest categorical program of the state.

In 2008–09, the state spent a total of \$542 million on special education programs of which \$474 million was paid from state general fund resources. Of the \$542 million special education operating budget, approximately \$475 million, or 87%, was for school-level services.

The level of investment made by the state for special education services has risen steadily over time. Figure 1 shows for the period 2003–04 through 2008–09 how the overall expenses increased by approximately \$133 million, or 33%, during this period. It also shows that during this period federal funding for special education increased, but not sufficiently to keep pace with rising costs. As a result, the majority of the increase was offset by an increase in state funding.¹

Figure 1: Hawaii Department of Education Special Education Expenditures: 2003/04 – 2008/09



Hawaii’s experience of rising special education program costs is fairly common nationally. However, several factors set Hawaii apart. Unlike other states, Hawaii operates as a unitary education system, which means that many functions that would be performed by a local education agency (LEA) are done at the state education agency (SEA) level. As a result, the state does not share excess costs for special education with local districts, but funds all costs as part of the HIDOE budget. Another unique factor is the impact that the *Felix Consent Decree (Felix)*, dating back to 1994, has had upon the level of support and amount of funding in place to ensure an appropriate level of support to students with disabilities and mental health needs. For several years immediately following *Felix*, the state added more staff and other resources to bolster its programs. These changes were made largely with the idea that increasing staffing

¹ Financial data is from State of Hawaii Department of Education Financial Reports, 2003–04 through 2008–09. From <http://doe.k12.hi.us/reports/financialreports/index.htm>.

and other supports would result in improved program quality and outcomes. There are many positive outcomes to *Felix*, which include but are not limited to programs of support for mental health and elevated attention to program quality, but the changes made under *Felix* also introduced a period of program expansion without a critical eye toward program outcomes. In other words, while *Felix* added many elements of value, it also introduced a culture and continued expectation that if some is good, more must be better.

The remainder of this section provides context for understanding the current system of funding special education services and offers specific results regarding the effectiveness and efficiency of the current model.

Funding Model

Each SEA is responsible for developing its own model for distributing special education resources to LEAs to address state and federal requirements for special education programs. States use a number of approaches to allocate funding for special education programs, which can be summarized as follows:²

- Flat Grant – Funding amount provided is based on pupil count (e.g., special education pupil counts or enrollment) with possible adjustments by type of student or placement.
- Unit – Staffing and/or other program resources are provided based on counts of students.
- Personnel – Funding is provided to support special education personnel costs.
- Percentage – The state funds a percentage of the costs for the special education program, which may depend on type of service provided.
- Excess Costs – The state pays some or all of the excess costs (i.e., costs above those for educating a student in general education).
- Weighted Student – Funding is based on a per unit amount applied after determining weights assigned to students with disabilities.
- Resource-Cost Model – Funding is based on a unit amount derived from an estimate of required costs for a level of service.

The HDOE uses a weighted student formula (WSF) to distribute resources for general education support services. In the case of special education, it follows a staffing methodology, which is similar to a personnel unit approach. Figure 2 provides an overview of the formula. The formula allocates staffing teacher units to each district based on the level of special education support and percentage of time a student with a disability spends in a special education setting. This level of support is above and beyond

² Hartman, W.T. (1992). State funding models for special education. *Remedial and Special Education*, 13(6), 47–58.

the general classroom teachers, which are provided for through the WSF used for general education. The formula is designed to provide support (i.e., teachers and educational assistants) to LEAs that is commensurate with the anticipated level of support needed to adequately and appropriately address the needs of students with disabilities. For instance, under the formula if there is a group of 10 students in first grade that spend half of the school day in a special education classroom where they receive “targeted” support, the LEA receives one special education and one educational assistant in addition to counting as one student each under the general education funding model. If another group of 10 students in first grade were spending 100% of their day in an “intensive” support setting, they would generate 1.5 teachers plus count as two units under the general education formula.

Figure 2: Special Education Staffing Methodology

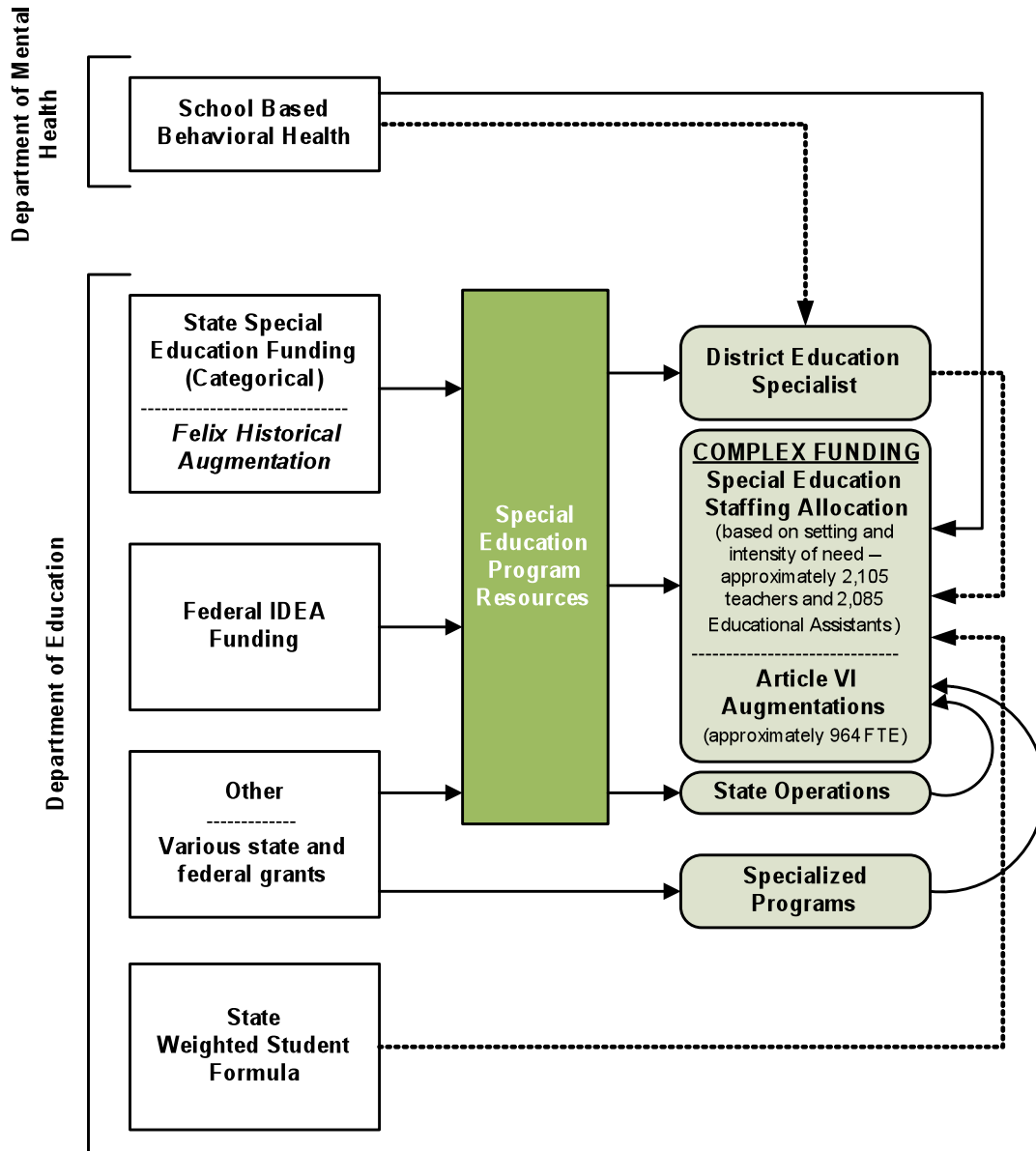
Level of Support	Intermittent (<1 Period/Day) [Weight=2]		Targeted (1 Period/Day) [Weight=3]		Sustained (50% of Day) [Weight=4]		Intensive (100% of Day) [Weight=5]	
	GenEd	SpEd	GenEd	SpEd	GenEd	SpEd	GenEd	SpEd
> 80% Day General Education	1.5	0.5	1.5	1.5	2.0	2.0	2.0	3.0
General Education and Special Education 40-80% General Education			1.0	2.0	1.5	2.5	1.5	3.5
Special Education <40%					1.0	3.0	1.0	4.0

- Pre-k to Grade 2 → 20 weighted students = 1 teacher
- Grades 3-12 → 26.15 weighted students = 1 teacher
- One Educational Assistant for each special education teacher (per Felix)

In addition to staff resources allocated through the formula, there are also other means for people and funding to be assigned or allocated to support special education services. Figure 3 provides an overview of the various ways funding flows to support the activities at the state and local level in the area of special education. As shown in Figure 3, in addition to the Department of Education, the Department of Mental Health Services receives funding and provides staffing for school-based mental health support. At the local level, most of the designated funding for special education is provided through the staffing formula shown in Figure 2, but other resources are available such as state-funded district education specialist (DES), funding provided within DES budgets and an

expectation that students with disabilities are included in the weighted student count for general education allocation purposes and should therefore should be included within overall district budgets.

Figure 3: Special Education Funding Overview



General Fiscal Results

The HDOE identified several fiscally related areas for analysis as part of this review. They can be broadly grouped into three areas — fairness, effectiveness and efficiency. Researchers at the American Institutes of Research (AIR) identified 14 criteria for effective state special education funding formulas,³ which operationalize many of the attributes associated with fair, effective and efficient funding systems. Of these, 10 are particularly relevant to Hawaii’s unitary education system:

Understandable	<ul style="list-style-type: none"> The funding system and its underlying policy objectives are understandable by all concerned parties. The concepts underlying the formula and the procedures to implement it are straightforward and “avoid unnecessary complexity.”
Equitable	<ul style="list-style-type: none"> Student equity: Dollars are distributed to ensure comparable program quality regardless of district assignment. District-to-district fairness: All districts receive comparable resources for comparable students.
Adequate	<ul style="list-style-type: none"> Funding is sufficient for all districts to provide appropriate programs for special education students.
Identification Neutral	<ul style="list-style-type: none"> The number of students identified as eligible for special education is not the only, or primary, basis that determines the amount of special education funding to be received. Students do not have to be labeled “disabled” to receive services.
Placement Neutral	<ul style="list-style-type: none"> District funding for special education is not based on type of educational placement. District funding for special education is not based on disability level.
Fiscal Accountability	<ul style="list-style-type: none"> Conventional accounting procedures are followed to assure that special education funds are spent in an authorized manner. Procedures are included to contain excessive or inappropriate special education costs.
Cost Control	<ul style="list-style-type: none"> Stabilized patterns of growth in special education costs statewide are identified Patterns of growth in special education identification rates are stabilized over time.
Outcome Accountability	<ul style="list-style-type: none"> State monitoring of local agencies is based on various measures of student outcomes. A statewide system for demonstrating satisfactory process for all students in all schools is developed. Schools that show positive results for students are given maximum program and fiscal latitude to continue producing them.
Connection to General Education	<ul style="list-style-type: none"> The special education funding formula should have a clear conceptual link to the general education finance system. Integration of funding will likely lead to integrated services.

³ Parrish, T.B. (1994). *Fiscal issues in special education: Removing incentives for restrictive placement* (CSEF Policy Paper No. 4). Palo Alto, CA: American Institutes for Research.

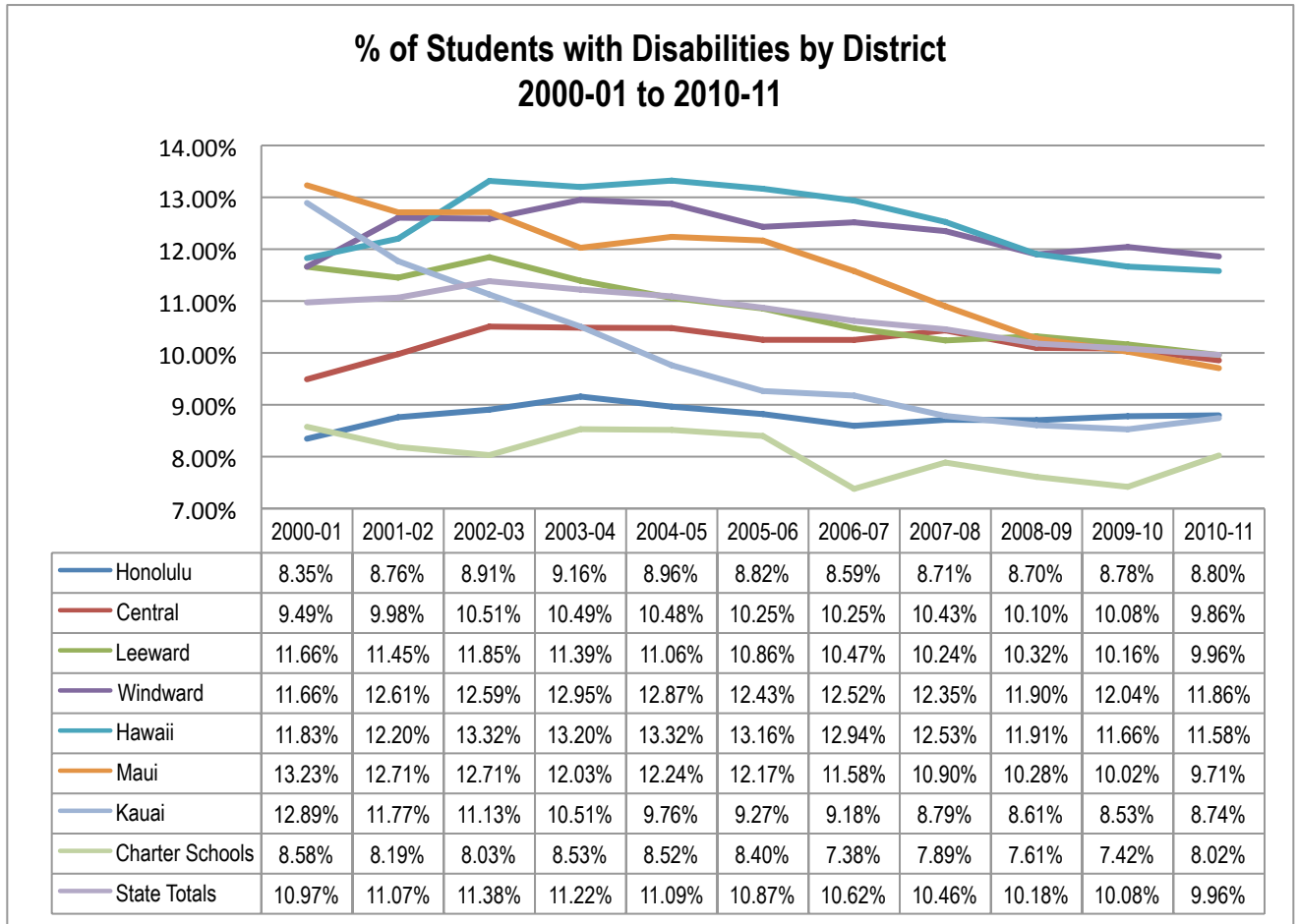
The results included in this section were developed with the above criteria in mind and grouped into the following areas: Fairness/Equity, Effectiveness and Efficiency.

Fairness/Equity. There are many ways to define fairness in the context of education. By default many systems of education rely on similarity in effort, or inputs, as a means to assess fairness. For instance, it is fairly common to provide a similar level of funding or support per student, which is equitable on the basis of input, but not necessarily in terms of outcomes. If fairness or equity is measured based on outcome, it is common to find that the level of inputs or resources varies based on differences in local capacity and need (e.g., units or type of staff, amount of funding). In the case of special education, there are several ways to assess the degree to which a system of funding and support is fair or equitable. For starters specific legal requirements and standards must be met namely, providing for support that is in the “least restrictive environment” and that provides “educational benefit” to students with disabilities. With this in mind, meeting minimum compliance requirements consistently for all students could be considered one metric of fairness. However, compliance does not equate to quality. Taking quality into account, there are several characteristics of a fair/equitable system including, but not limited to:

- Consistency in the level and type of support.
- Addressing needs of students based on assessments and participatory IEPs.
- Similarities in the staffing and funding for similar disabilities regardless of location.

Since the state’s funding formula is largely based on special education pupil counts and the type of setting and intensity of services provided to such students, a logical place to begin assessing the fairness or equity of the system is consideration of the overall incidence of disabilities. As a state, Hawaii includes great diversity in the type of needs that exist within and between islands. For instance, it includes compact, urban areas within Oahu, and remote, rural schools on several of the smaller islands. However, it has been found nationally that incidence of disabilities generally is fairly consistent regardless of location. In other words, in spite of the variability in situations and circumstances among the districts that comprise Hawaii’s education system, there should be similarity in the incidence of disabilities and types of disabilities over time. For those districts that tend to have more remote or smaller populations it would be reasonable to expect more fluctuation in the data year-to-year as the impact of having a family move into or out of the district can have a tremendous impact when the total number of students is relatively small, but over time similar trends between districts and islands should be observed. Figure 4 shows by Complex the incidence of disabilities over time.

Figure 4: Hawaii Incidence of Disability by Complex 2000–01 through 2010–11, Hawaii Department of Education



Data from Figure 4 illustrate that during the 10-year period between 2000–01 and 2010–11, the overall state incidence of disabilities declined by approximately 10% from 10.97% to 9.96%. Almost every Complex experienced a decline in incidences of disabilities during this period, with the most dramatic decline exhibited in Maui and Kauai. Charter schools have among the lowest incidence of disabilities, which is consistent with trends observed in other states. There is speculation that charter schools tend to have lower incidence rates because they tend to operate smaller and/or more specialized programs, which can affect the availability of desired special education services. Another factor could be that charter schools may actively encourage families of students with disabilities to pursue other educational options.

When the type of disabilities are considered, most of the variation in the differences observed between Complexes in the incidence rates can be explained by variation in the identification rates of students with a primary disability of “Other Health Disability” or “Specific Learning Disability,” as shown in Figure 5. As noted earlier, these two disability

areas also account for more than half of the state’s students with disabilities. They also are the two disability areas that can include the broadest range of needs.

Figure 5: Hawaii Incidence of Disability by Type and Complex 2010–11, Hawaii Department of Education

Incidence By Type	Autism	Developmentally Delayed, 6-8	Emotional Disability	Intellectual Disability	Multiple Disabilities	Orthopedic Disability	Other Health Disability	Specific Learning Disability	Speech or Language Disability	All Other
Honolulu	0.7%	0.3%	0.7%	0.7%	0.5%	0.1%	1.2%	4.2%	0.1%	1.5%
Central	0.9%	0.3%	0.5%	0.5%	0.2%	0.0%	1.5%	5.0%	0.7%	1.7%
Leeward	0.5%	0.8%	0.8%	1.0%	0.4%	0.0%	1.1%	4.9%	0.2%	1.3%
Windward	0.9%	0.4%	1.0%	0.8%	0.3%	0.1%	2.3%	5.1%	1.0%	1.9%
Hawaii	0.7%	0.4%	1.1%	0.8%	0.3%	0.1%	1.9%	6.3%	0.4%	1.5%
Maui	0.6%	0.4%	0.5%	0.5%	0.2%	0.0%	2.1%	4.7%	0.6%	1.2%
Kauai	0.9%	0.2%	0.9%	0.5%	0.3%	0.0%	2.2%	3.4%	0.4%	0.9%
Total	0.7%	0.4%	0.8%	0.7%	0.3%	0.1%	1.6%	4.9%	0.4%	1.5%
National Comparison	0.6%	0.7%	0.9%	1.0%	0.3%	0.1%	1.3%	5.2%	3.0%	0.3%

* Adjusted to exclude preschool

Since incidence of disabilities affects the allocation of staff there are also observed differences in the level and type of staffing found between Complexes. Figure 5 shows the level of staff by number of students with disabilities for staff by type/function for each Complex. This data only includes salaried staff of the Hawaii Department of Education. As a result, some of the variation between Complexes may reflect differences in the type of staff used. This would most likely affect paraprofessionals, where significant variability is observed. See Appendix C for a complete listing of the positions reported by Complex and District.

Figure 6: Staffing Comparison by Complex 2010, Hawaii Department of Education

District (# Students with Disabilities)	Central (3,203)	Hawaii (2,701)	Honolulu (2,724)	Kauai (805)	Leeward (3,858)	Maui (1,983)	Windward (1,749)	Total by Function
Management and Supervisory Personnel	2.00	9.00	8.50	6.00	7.00	8.00	7.00	47.50
Teachers	601.00	458.00	453.50	132.00	668.00	338.00	339.50	2,990.00
Paraprofessionals	398.50	317.25	341.00	88.75	477.75	207.17	242.00	2,072.42
Behavioral Health	61.00	64.00	54.00	10.00	62.00	61.00	46.50	358.50
Clerical	13.50	17.50	17.00	12.00	14.00	8.00	13.00	95.00
OT/PT	7.00	8.00	12.50	3.00	6.00	4.00	7.00	47.50
Health Services	42.00	43.00	49.00	14.00	41.00	29.00	29.00	247.00
Speech and Language Services	49.00	18.75	36.00	11.00	37.50	22.75	33.50	208.50
Psychological Services	18.00	15.00	20.00	5.00	21.00	16.00	13.00	108.00
Accounting Support			1.00				1.00	2.00
Personnel Services		4.00	3.00	10.00	1.00	1.00	0.50	19.50
Other	0.25		20.00		0.48			20.73
Total by District	1,192.25	954.50	1,015.50	291.75	1,335.73	694.92	732.00	6,216.65

In attempting to provide support commensurate with perceived program need, the formula creates the unintended incentives to potentially over-identify students and overstate needed services as a means to generate more staff. This may explain some of the variation in the data observed in overall incidence and staffing levels. Furthermore, outside the staffing formula, other services are required such as speech, occupational and physical therapy, which are provided based on the needs of identified students as documented in IEPs. To the extent there are variations in the criteria or process for providing such services, there may be observed differences in the level of staffing in these non-instructional positions.

In addition to services provided by LEAs, the state also funds nonpublic school services. The utilization of nonpublic school (NPS) placements varies significantly by Complex. A major factor that could contribute to this observed difference is the proximity of NPS to children and their families. Most NPS options are on Oahu, which happens to be the

area with the highest nonpublic school utilization. Other factors that may contribute to the observed variations include the lack of clear criteria for placement and the lack of policies to guide referrals and management of nonpublic school placements. Finally, there do not appear to be financial incentives within the model to encourage districts to more aggressively manage NPS requests. In cases where NPS costs cause a district to exceed its budget the state pays for excess costs, which eliminates any financial incentive at the district level to develop alternatives.

Overall, it was found that the formula and process for providing staffing and other resources to support special education services are well intentioned, but they lack a structure to enforce program and fiscal accountability for LEAs. The lack of such accountability exists in large part because a clear definition for the SEA role versus the LEA role in providing for special education services does not exist. From a financial point of view, responsibility is with the SEA in that any staff and services that are provided ultimately are funded from the SEA budget; this includes staff within the formula as well as contracted services and NPS placements to the extent LEAs are without the means to provide for such services. As a result, the system is fair in so far as it supports a wide range of services across Complexes, but wide variation exists in the level and type of support provided under the formula. When the distribution of types of services and incidence of disabilities are considered, there are either highly variable needs, or more likely there is variability in practices associated with assessment, IEP development and service provision that results in differences in levels of identification and services provided.

Effectiveness. An effective system should provide appropriate incentives (e.g., identification and placement neutral), be understandable, and provide quality program support (e.g., research-based programs and connections to general education). In other words, an effective system ensures that funding is directed to support identified needs through quality programs, encourages a focus on goals and priorities for students and enforces compliance, and fiscal information is accessible, meaningful and useful to program planning and decision making.

As noted earlier, great strides in the level and quality of support provided to students with disabilities was made under *Felix*, but *Felix* also contributed to a culture that equated quantity of inputs with quality of outcomes. In other words, since *Felix* the state has tended to be reactive to requests by parents and the community rather than establish and follow clear policies and procedures for what is needed to provide educational benefit to students in the least restrictive environment.

Furthermore, the current special education formula includes incentives to potentially over-identify and restrict learning environments. Based on the data shown in Figure 7, the state's overall level of identification of students with disabilities is below that of national comparisons. This suggests that although the formula, which is largely driven by pupil counts of students with disabilities, could encourage the identification of students

with disabilities as a means to generate more staff and/or funding, it does not appear to be a factor in the process of identifying students.

Figure 7: Incidence of Disability by State, National Center for Education Statistics, Digest for Education Statistics 2009

State	# Students with Disabilities	% Students with Disabilities
Hawaii	20,441	11.4%
Guam	2,259	NA
N. Dakota	13,616	14.3%
S. Dakota	17,971	14.8%
Puerto Rico	99,680	18.9%
All States	6,605,695	13.4%

However, it does appear that a district's placement of students in less inclusive and more restrictive environments may be influenced by the formula. Figure 7 shows how Hawaii compares to other states and jurisdictions with respect to time in a regular education setting. As shown in Figure 8, approximately 15.6% of Hawaii's students with disabilities spend 80% or more of their time in regular education, which is many times less than other comparable states or jurisdictions and well below the national average of 58.8%. Other factors likely contribute to such results beyond the formula. Factors could include, but are not limited to a need for additional training of general education teachers to increase comfort and ability to include students with disabilities in their classrooms; a lack of awareness by staff and parents regarding the opportunities for inclusion in regular education; and the perception that special education offers more resources, such as more staff and support, which make it better.

Figure 8: Time Spent by Students with Disabilities in Regular Education, U.S. Department of Education, IDEA Dataset, 2008

State	% Of Time in Regular Education Settings			
	> 80%	40-79%	< 40%	Other
Hawaii	15.58%	55.56%	27.06%	1.43%
Guam	42.16%	20.58%	33.66%	3.23%
N. Dakota	76.62%	14.80%	4.79%	2.81%
S. Dakota	66.15%	23.19%	5.43%	3.27%
Puerto Rico	87.44%	--	3.32%	0.08%
All States	58.78%	21.21%	14.57%	2.38%

Another notable barrier to the fiscal effectiveness of the program is the lack of fiscal transparency. Throughout the system (state and local) there was a lack of complete understanding of what entities were vested with financial responsibility and how to review budgets for programs and services. Furthermore, the system lacks policies and procedures for reviewing and analyzing financial information, which are critical to inform decisions that support a cost-effective program. Strong financial controls and sound accounting within the HIDOE are in place, but the budget is not used as a document or process to enforce and support program standards and structures. This is in part reflected in how the budget codes are assigned to programs. While a budget code for the “special education” program exists, it includes some activities that are not special education related, and parts of special education are included in other areas.

Efficiency. Operating a cost-effective system requires having an understanding of what is effective and then being able to implement and perform in a manner that is efficient. Some attributes of efficient systems include but are not limited to having a streamlined process for delivering support, strong communication within and between organizations/entities responsible for determining and delivering services, and timely decision making.

An example of an area where efficiency improvements can be made is contracted services. During the past year the HIDOE has worked to reduce its reliance on contracted positions, but they remain a resource relied upon to a significant extent. Under the current structure, all financial responsibility ultimately resides with the HIDOE (that is, SEA), yet this includes locally entered contracts for services, which lack procedures to ensure communication and management controls that enforce financial accountability. Contracts have represented a significant level of general instructional support (e.g., educational assistants), which circumvent the regular human resources procedures and staffing formulas. Furthermore, based on a review of the language included in existing contracts there appeared to be a general lack of specificity regarding duties to be performed and performance criteria. The current processes in place to enter and manage contracts result in both operational and possibly cost inefficiencies.

However, from the local perspective the reason cited for relying on contracted services is perceived inefficiency at the state level with respect to approving positions that are deemed necessary as a result of IEPs and/or procurement procedures that seem to take an inordinate amount of time. From the state perspective perceived inefficiencies may be due in part to the lack of knowledge at the local level of the required procedures. Regardless of the cause, perception is reality and there are clear breakdowns that introduce inefficiencies in both process and outcome as evidenced by contracts.

While improvements are needed with respect to the use and management of contracts, the larger issue is the lack of clarity between the SEA and LEA roles and responsibilities. The current lack of clarity is largely due to the fact that Hawaii’s education system at times is both the SEA and LEA and at other times there is an expectation that the SEA and LEA have distinct responsibilities. This affects all areas, but is particularly ambiguous

in the area of special education because of the complexity of legal issues and program structure.

Summary of Fiscal Analysis

Funding Model. Expenditures for special education represent approximately 22% of the HIDOE's budget, making it the largest categorical program. The model for allocating resources is fairly straightforward and builds on the state's weighted student formula. However, this formula only accounts for a portion of resources expended on special education program services. Many avenues exist to expend funding on special education, and a process for a comprehensive review of the special education budget that facilitates program-level financial accountability is lacking.

Fairness. The current model includes several unintended incentives that have resulted in noted differences in the level and type of support provided based on Complex. The formula and process for providing staffing and other resources to support special education services is well intentioned, but lacks a structure to enforce program and fiscal accountability.

Effectiveness. The incentives in the current model may contribute to less inclusive settings for students. The way in which fiscal information is presented and provided could be improved with increased fiscal transparency.

Efficiency. The HIDOE appears to be overly reliant on contracted services. That over-reliance has been attributed to difficulties in securing services through state approval processes and/or lack of knowledge at the district level as to appropriate procedures.

Document Data Analysis

As mentioned previously, WestEd consultants reviewed a vast array of HIDOE written documents, contained in Appendix A, to gain a better understanding of the implementation of the HIDOE's special education system. The review included documents related to fiscal and program statements, purpose, plans, policies and procedures, and services; special education data; due process reports; previous evaluation reports; operating procedures and strategic plans, and other useful tools. Given the large number of documents reviewed, consultants focused on the following four to provide the necessary background information to inform the HIDOE Special Education Program Review: (1) special education enrollment, (2) proficiency on statewide assessment, (3) dispute resolution and, (4) Individuals with Disabilities Education Act (IDEA) compliance.

Special Education Enrollment. Official special education enrollment is counted in December and reported to the U.S. Department of Education, Office of Special Education Programs in February of each year. According to Hawaii's December 2009 Child Count, there were 17,502 children ages 6–21, plus 2,455 children ages 3–5 served

under IDEA Part B. According to the National Center for Education Statistics (2011) 11.2% of Hawaii's 3–21 year old public school enrollment was served under IDEA, Part B in the 2008–09 school year, while the national average was reported at 13.2%.

As noted earlier, although Hawaii's statewide special education enrollment is lower than the national average, Hawaii's Complex areas show considerable range in special education enrollment. Table 2 illustrates Hawaii's Complex area special education enrollments based on the HIDEO's official enrollment count (September 2009, HIDEO website) ranging from highest to lowest percentage.

Table 2: Hawaii K–12 Public School Enrollment September 2009

Complex Area	Number of Regular K-12 Enrollment	Number of Special K-12 Enrollment	Total Number of K-12 Enrollment	% of K-12 Public School Population served under IDEA
Nanakuli-Waianae	6744	1167	7911	14.8%
Kau-Keaau-Pahoa	4803	761	5564	13.7%
Kailua-Kalaheo	5822	832	6654	12.5%
Hana-Lahainaluna-Lanai-Molokai	4174	590	4764	12.3%
Hilo-Laupahoehoe-Waiakea	6948	934	7882	11.8%
Castle-Kahuku	7537	997	8534	11.6%
Leilehua-Mililani-Waialua	15176	1901	17077	11.1%
Honokaa-Kealakehe-Kohala-Konawaena	9159	1066	10225	10.4%
Baldwin-Kekaulike-Maui	14137	1450	15587	9.3%
Kaimuki-McKinley-Roosevelt	14097	1407	15504	9.0%
Campbell-Kapolei	14368	1446	15814	9.0%
Pearl City-Waipahu	13714	1327	15041	8.8%
Aiea-Moanalua-Radford	13965	1367	15332	8.9%
Farrington-Kaiser-Kalani	14258	1322	15580	8.5%
Kapaa-Kauai-Waimea	8496	792	9288	8.5%
Charter	7239	580	7819	6.4%
Special Schools	0	73	73	100%
Total	160637	18012	178649	10%

Note: The percent of students served under IDEA was calculated by dividing the K–12 special education enrollment by the total K–12 enrollment.

Proficiency on Statewide Assessment. Results from statewide assessments used to calculate the federally required Adequate Yearly Progress (AYP) measure are submitted by states each year and include data for students served under IDEA. States are required to document the number and percent of students who received a valid and proficient score on their state assessments. This information is broken into reading and math

scores for assessments based on grade level standards and for alternate assessments based on alternate achievement standards (DAC, 2009).

It is important to note that comparisons across states are challenging at best since every state has its own achievement standards and own assessments based on those standards, but they can provide high level feedback regarding program performance. As shown in Table 3 for the school year 2008–09, Hawaii’s students served under IDEA had the lowest percent of valid and proficient scores (5.8%) on the math assessment based on grade-level achievement standards and the second lowest percent of valid and proficient scores (15.7%) on the reading assessment based on grade-level achievement standards. For its alternate assessment based on alternate achievement standards, Hawaii students served under IDEA scored comparable to the national average in reading and were lower than the national average for math.

Table 3: Percent of Students in Grades 3–8 and High School Served under IDEA Who Received a Valid and Proficient Score on Statewide Assessment Used to Calculate AYP

	Assessment Based on Grade-Level Achievement Standards		Assessment Based on Alternate Achievement Standards	
	Reading	Math	Reading	Math
Hawaii	15.7%	5.8%	66.2%	56.9%
National	39.5%	40.5%	68.8%	66.9%

Dispute Resolution. WestEd consultants reviewed and analyzed three sources of information to assess the effectiveness of the current dispute resolution activities: (1) a report completed by the HDOE’s Special Education Section (SES, 2010) *Special Education: Complaints Management Program Quarterly Report, School Year 2009–2010 4th Quarter, Due Process Hearing Requests/Written Complaints*, (2) Hawaii’s Special Education Advisory Council (SEAC) *SY 08–09 Due Process Report*, and (3) a report entitled, *Five Year State and National Summaries of Dispute Resolution Data*, originally prepared by the National Center on Dispute Resolution in Special Education (CADRE, 2011).

According to Table 4, which illustrates the due process hearings by IDEA disability eligibility category, the obvious disparity in the disability category data is the percentage of students with autism involved in due process hearings (36%) compared to their actual percentage of the overall special education population (5%). Students with other health impairments had a slightly higher rate of hearing requests, while most other eligibility categories, particularly specific learning disability, had proportionately lower rates.

Table 4: Due Process Hearings by IDEA Disability Eligibility Category SY 07–08

IDEA Category*	Total Enrolled		Hearing Requests	
	Number	Percent*	Number	Percent
Autism	1108	5.0%	40	35%
Other Health Impairment	2642	13%	14	12%
Specific Learning Disability	8638	42%	14	12%
Emotional Disturbance	1764	9%	11	10%
Multiple Disability	457	2%	7	6%
Developmental Delay (3–8)	2936	14%	4	3%
Mental Retardation	1416	7%	4	3%
All Other IDEA Categories	1480	8%	5	6%
Section 504	1834		11	10%
Students undergoing evaluation or not eligible			4	3%
TOTAL SPED + 504	22,275		114	

*For IDEA categories, percentage was calculated on SPED population only.

As illustrated in Table 5, three-fourths of the requests argued that the individualized education program offered to the students was not appropriate, in most cases because it did not offer a free and appropriate public education. In 79 cases the parents were requesting reimbursement of private school in an effort to meet their child’s educational needs.

Table 5: Issues Presented in SY 08–09 Due Process Hearings

Issues	Number*
IEP	94
Free and Appropriate Public Educ.	85
Private School Tuition	79
Placement	73
Other	49
Related Services	45
Support Services	41
Evaluation	32
Procedural Safeguards	17
Section 504	8
Eligibility	6
Mental Health	5
Safety and Health	1

Note: *Many cases presented more than one issue.

The comparison of the rate of Hawaii to a national mean of hearing decisions is somewhat skewed, in that the CADRE data is taken from each state’s Annual Performance Report (APR), which often shows hearing requests that are pending at the time of the report (see Table 6). Overall, there was an increase in written complaints in school years 05/06 to 07/08 with a modest drop in 07/08, while hearing requests declined consistently over this three-year period. Additionally, Hawaii is below the national average in written complaints and well above the average in hearing requests and decisions.

Table 6: Comparison of Hawaii to National Data on Rates of Conflict Resolution

Method of Conflict Resolution	National Average*	Hawaii SY 05-06	Hawaii SY 06-07	Hawaii SY 07-08	Hawaii SY 08-09
Written Complaint	8.	5.0	10.9	11.3	5.9
Hearing Requests	28.1	78	66.5	54.3	54
Hearing Decision	4.8	22.9	21.7	22.9	23.2

Note: Taken from SY 07–08, the most recent year national rates available

Hawaii’s Complaints Management Program Quarterly Report includes a description of the role of the Special Education Section (SES) in dispute resolution. The SES manages the receipt and resolution of written complaints involving allegations of noncompliance related to the education of students with disabilities and manages the intake of due process hearing requests. In addition, the SES verifies the implementation of actions ordered by a hearing decision, settlement agreement, mediation agreement or complaint investigative report.

Its quarterly report summarizes two forms of dispute resolution — due process hearing requests and written complaints. Prevalence data was broken down by state, district, Complex area, Complex and school. The report documented 148 due process requests and 14 written complaints statewide for the 2009–2010 school year. When compared to its special education population, district-level data show that Honolulu had the highest percentage of due process requests, while Leeward and Hawaii had the lowest percentage of due process requests (See Table 7). Additionally, children eligible for IDEA under the autism category accounted for 38% of the due process requests and 64% of the written complaints in the 2009–2010 school year. Finally, 76% of the due process requests were made on behalf of male students, while males comprise less than 70% of children ages 6–21 served under IDEA in Hawaii (DAC, 2009).

Table 7: Due Process Complaints by District SY 08-09

District	SPED	Hearing Request	Written Complaint	Telephone Complaint	Total Complaints	% Cmnt/ SPED	Complaint/ Students
Honolulu	3,366	28	4	3	35	1%	96
Central	4,042	10	0	3	13	0%	311
Leeward	4,608	14	4	9	27	1%	170
Windward	2,477	29	1	3	33	1%	75
Hawaii	3,834	13	3	5	21	1%	183
Maui	2,723	21	0	2	23	1%	118
Kauai	1,141	3	1	2	6	1%	190
HCDB	73	0	0	0	0	0	0
State Total	22,264	118	13	27	158	1%	141

Note: The last column shows the ratio of complaints of all types to the number of students in that district.

Hawaii's *Special Education Advisory Council 2008–09 Due Process Report* includes six years of data on due process proceeding in Hawaii. According to the report, the HDOE prevailed in the majority (57%) of due process decisions in 2008–09, which represents a reversal in a trend that began in 2003–04 where the majority of cases found parents prevailing. The report includes data concerning mediation, another form of dispute resolution. Specifically, it reports 15 requests for mediation in 2008–09, with only 9 mediations conducted. Seven of the nine (78%) mediations resulted in agreements.

The CADRE report allows for national comparisons of dispute resolution data (e.g., rates of written complaints, mediations, due process hearings and expedited due process hearings). Rates were calculated based on events per 10,000 special education students enrolled. For purposes of this review, the most recent available data (2008–09) were used to compare Hawaii's dispute resolution data to the national mean (includes 50 states, Bureau of Indian Affairs, Puerto Rico, plus four other jurisdictions). According to CADRE data, Hawaii has a higher rate of due process hearings compared with the national mean. Specifically, Hawaii had the fifth highest rate of due process hearings behind the District of Columbia, New York, Puerto Rico and the Virgin Islands in a state-ordered ranking. As shown in Table 8, Hawaii's mediation rate is significantly lower than the national average.

Table 8: State Dispute Resolution Average Rates per 10,000 Special Education Students for School Year 2008–09

Entity	Written Complaints	Mediation	Due Process Hearings	Expedited Due Process Hearings
Hawaii	6.5	7.5	58.6	0.5
National	7.6	13.3	27.3	0.5

Annual Performance Report/Compliance with IDEA (SY 2009–10). In accordance with IDEA, each state must develop a six-year performance plan that evaluates the state’s efforts to implement the requirements and purposes of Part B and describe how the state will improve such implementation. This plan is called Part B State Performance Plan (Part B – SPP). In addition to Part B – SPP, states are required to report annually to the Secretary of the U.S. Department of Education (USDOE) on the performance and progress of the state under the State’s Performance Plan. This report is called the Part B Annual Performance Report (Part B – APR).

Part B APR requires the HIDOE to report on 20 indicators that examine a comprehensive array of compliance and performance requirements relating to the provision of special education and related services. HIDOE is required to publish the report for public review. After submittal to the Office of Special Education Programs (OSEP), the APR is posted on the HIDOE Special Education homepage. There are 11 results indicators and 9 compliance indicators as illustrated in Table 9. All compliance targets are set by USDOE, OSEP at either 0% or 100%. HIDOE used the SPP/APR indicators as a framework to help focus on trends, exemplary practices and root causes of noncompliance, as well as a focus on improving results for children with disabilities.

Table 9: Performance Report by the HIDEOE for the SY 2009–10

Results Indicators 2009–10 School Year	Met Target Yes/No
1. Graduation	No
2. Drop out	No
3. Assessment	
a. Met AYP	N/A
b. Participation rate	Yes
c. Proficiency rate in	
i. Reading	No
ii. Math	No
4 a. Suspension/Expulsion	Yes
5. LRE	
a. Inside regular class 80% or more day	Yes
b. Inside regular class less than 40% day	No
c. Served in separate school	Yes
6. Preschool LRE	N/A
7. Preschool outcomes	
a. Social/ emotional skills	Yes
b. Knowledge & skills	Yes
c. Behavior	Yes
8. Parent Involvement	Yes
14. Post School Outcomes	
a. Higher ed w/in 1 year	Baseline year
b. Higher ed or employed	
c. Higher ed or employed w/in 1 yr.	
18. Resolution Sessions	Yes
19. Mediation Sessions	N/A

Compliance Indicators 2009–10 School Year	Met Target Yes/No
4 b. Suspension/Expulsion	N/A
8. Disproportionate Representation	Yes
9. Disproportionate Representation	Yes
12. Early Childhood Transition	Yes
13. Secondary Transition	No
15. General Supervision	Yes
16. Complaint Timelines	Yes
17. Hearing Timelines	Yes
20. Timely/accurate data	Yes

Hawaii met or exceeded targets on the majority of the indicators, particularly the compliance indicators, but the indicators where targets were not met are indicative of the flat level of academic performance that is seen in the overall state AYP measures for students with disabilities. When viewed as a whole, the indicators work together as part of an overall system of support for students with IEPs, empowering students to become active members of society based on their individual strengths and abilities. The APR also includes improvement activities for each indicator that appear to operate in isolation and lack any form of measurement of effectiveness.

OSEP also conducted a verification visit in 2010 to review critical elements of the HIDOE's general supervision, data and fiscal systems and the state's system for improving child and family outcomes and protecting child and family rights. No corrective actions were identified in any of these areas.

Summary of Document Data Analysis

Child Count. Hawaii's special education enrollment compared to its overall public school enrollment is less than the national average, although some of its Complex areas have higher-than-average rates of special education identification.

Proficiency on Statewide Assessments Based on Grade-Level Standards. Though state achievement standards and the statewide assessments that measure proficiency vary from state-to-state, data suggest that proficiency on grade-level standards is a concern for students with disabilities in Hawaii. The percentage of students receiving services under IDEA earning a valid and proficient score on Hawaii's statewide assessment based on grade-level achievement standards was the lowest in the nation for math and the second lowest for reading.

Dispute Resolution. The rate of due process hearings in Hawaii (58.6) is considerably higher than the national mean (27.3), calculated based on events per 10,000 special education enrollment. In comparison to other states, the less intensive dispute resolution process, mediation, is not used as often in Hawaii. These data suggest that the HIDOE should examine how disputes are resolved both statewide and in the various Complex areas. More awareness and training on alternative dispute resolution may be needed.

Annual Performance Report/Compliance with IDEA. HIDOE met or exceeded targets in many compliance indicators, but a number of results indicators remain that were not met and merit further attention by the HIDOE to increase both academic performance and results for all students. It is noteworthy to mention that although improvement activities are in place, fidelity of progress measurement is unclear. It should also be noted that in March 2011, OSEP advised all states that it would monitor for compliance with IDEA for results for students with the notion that compliance should be viewed as the "floor" for improving results and states should be focused on creating ceilings that reflect higher expectations.

Classroom Observations

Classroom observations were conducted to provide context for the study and to inform results regarding how the state can better support its schools and special education programs. Such observations were not intended to evaluate instruction by individual teachers, but rather to look at the overall level of instruction being provided to all students.

WestEd staff conducted 102 separate classroom observations at public school settings on the islands of Hawaii, Kauai, Maui and Oahu at the elementary, middle and high school levels. Formal classroom observations were not conducted at the public charter schools, as the reviewers were unable to secure and arrange classroom observations as students were not on campus and had not reported when the visit was scheduled. Observations were conducted in the fully self-contained classroom (48%), resource room (20%), co-teaching setting (18%) general education-inclusion classroom (11%) and separate facility (3%). The observer spent an average of 20 minutes in each classroom. Readers of this report should view results as a general “snapshot” of what occurs in the classroom at a particular point and time.

The observation protocol was organized into two components. The first component, *Identification Information*, included 20 items related to student and classroom demographics. The second component, *Observation of Instruction and Learning*, included four items related to classroom climate, evidence of standards-based instruction and evidence of research-based instructional strategies. The data judged most germane to the purpose of providing the HDOE with feedback regarding how it supports and can potentially improve support for its schools and special education program are included in this report. See Appendix D for the sample observation protocol.

Staff to Student Ratio. Classroom staff was defined as a teacher, para-professional or educational assistant. WestEd found the mean staff to student ratio was 1 to 4 in the resource setting; 1 to 1.7 in the separate facility; and 1 to 1.5 in the fully self-contained classroom. It is noteworthy to mention the reviewers observed eight self-contained classrooms that had more staff than students. The highest ratios were observed in the general education-inclusion setting and the co-teaching classroom as would be expected since students on IEPs are being served in a classroom with general education students. The lowest ratios were found in the classrooms supporting only students on IEPs, which is consistent with the funding and staffing formula, but at all levels well above the levels attributable to this formula. Table 10 illustrates the staff to student ratio within each classroom setting.

Table 10: Staff to Student Ratio by Classroom Setting

	General Education – Inclusion (n=11)	Co-Teaching (n=18)	Resource Room (n=21)	Self-Contained (n=49)	Separate Facility (n=3)
Staff to Student Ratio	1:11	1:10	1:4	1:1.5	1:1.7

Classroom Location. The classroom location was rated by its proximity to or near age-appropriate general education classes. All co-teaching and general education-inclusion classrooms were integrated with or near age-appropriate general education classrooms. Additionally, the majority of resource (90%) and self-contained classrooms (86%) were located within or centrally located with age-appropriate general education classes. By the nature of its description, all separate facilities were located on separate grounds removed from the general education environment.

Type of Instruction. Classrooms were reviewed based on evidence of four types of instruction: large group, centers, small groups and 1:1 instruction. Centers were defined as instruction where students rotated individually or in small groups to other tables to perform an activity or to receive instruction. Large group instruction was the most prevalent practice in co-teaching (94%), followed by general education/inclusion (91%) and resource classroom environments (52%). One-to-one instruction was the most prevalent type of instruction observed in fully self-contained setting (65%) followed by separate facility (33%), co-teaching (28%), resource room (24%) and general education-inclusion (21%). At least two types of instruction were observed in all of the environments. Center-based instruction was observed in only one self-contained classroom. No instruction was observed during three of the classroom observations.

Student Engagement. Student engagement was defined as the percentage of time students spent participating in a classroom lesson or activity during the time of observation. Evidence of student engagement was rated on one of four percentile range scales: 0–25%, 26–50%, 51–75% and 76–100% engagement in classroom activity, as illustrated in Table 11. Overall, reviewers found the majority of student engagement across classroom type fell in the 75–100% range.

Table 11: Student Engagement by Setting

Range of Student Engagement	General Education – Inclusion (n=11)	Co-Teaching (n=18)	Resource Room (n=21)	Self-Contained (n=49)	Separate Facility (n=3)
0-25%	0%	0%	0%	4%	33%
26-50%	0%	6%	5%	12%	0%
51-75%	27%	33%	19%	18%	0%
75-100%	73%	61%	76%	65%	67%

Accommodations/Modifications. Table 12 illustrates the evidence of accommodations/modifications observed in the classroom settings by percentage. Typical accommodations/modifications included the use of calculators, behavioral support systems and technology supports. Fully self-contained classrooms demonstrated the larger use of accommodations/modifications (74%), while general education-inclusion (55%) environments demonstrated the smallest percentage.

Table 12: Use of Accommodations/Modifications by Setting

	General Education – Inclusion (n=11)	Co-Teaching (n=18)	Resource Room (n=21)	Self-Contained (n=49)	Separate Facility (n=3)
Evidence of accommodations/modifications	55%	56%	62%	74%	67%

Classroom Climate. Classroom climate was recorded as evidenced if any one of the four criteria were present during the observation (see Table 13). Of particular importance was “positive interaction between adults and students” practice, which was observed in moderate to high percentages (67–91%) across all settings. Conversely, “social skills actively taught, practiced, and reinforced” was observed in less than 50% of all classrooms.

Table 13: Climate Attributes by Setting

Strategy	General Education-Inclusion (n=11)	Co-Teaching (n=18)	Resource Room (n=21)	Self-Contained (n=49)	Separate Facility (n=3)
Positive interaction between adults/students	91%	83%	91%	88%	67%
Social skills actively taught, practiced and reinforced	9%	28%	43%	41%	33%
Rituals and routines contribute to orderliness	55%	61%	62%	43%	33%
Transitions smooth and timely	36%	56%	38%	38%	67%

Note: Multiple attributes could be recorded during each observation.

Research-Based Instructional Strategies. Strategies for this portion of the observation were based on the nine instructional strategies of Marzano et al.⁴ identified to most likely improve student achievement across all content areas and all grade levels when employed collectively (see Table 14). “Reinforcing effort and providing recognition” was the most observed strategy in all of the settings. The percentages were as follows in descending order: resource (86%), co-teaching (72%), separate facility (67%), general education – inclusion environments (64%) and self-contained (57%). In general the lowest frequency of all strategies was “generating and testing hypothesis.”

⁴ Marzano, R.J., Gaddy, B.B., & Dean, C. (2002). *What Works in the Classroom*. Midcontinent Regional Education Laboratory (McREL). Downloaded from http://www.mcrel.org/PDF/Instruction/5992TG_What_Works.pdf.

Table 14: Evidence of Research-Based Instructional Strategies

Strategy	General Education – Inclusion (n=11)	Co-Teaching (n=18)	Resource Room (n=21)	Self-Contained (n=49)	Separate Facility (n=3)
Identifying similarities & differences	36%	17%	48%	10%	0%
Summarizing and note taking	36%	61%	55%	0%	0%
Reinforcing effort & providing recognition	64%	72%	86%	57%	67%
Homework & practice	36%	33%	38%	10%	0%
Nonlinguistic representation	46%	33%	45%	53%	33%
Cooperative learning	27%	17%	15%	2%	0%
Setting objectives & providing feedback	27%	22%	40%	6%	0%
Generating & testing hypothesis	9%	11%	20%	2%	0%
Questions, cues and advanced organizers	55%	65%	52%	22%	0%

Summary of Classroom Observations

The primary purpose of the observations was to identify patterns across classroom settings where students on IEPs received instruction in regard to demographics, implementation of curriculum and instruction, student engagement and classroom climate, not the instruction of individual teachers.

It is positive to note WestED staff found students engaged in classroom activities to a high degree (76–100%). It is also noteworthy that the highest percentage of student engagement occurred in resource rooms (76%) which could be due, in part, to having more adult-directed learning taking place. The majority of classrooms serving students in special education were integrated with or near age-appropriate general education classes. Additionally, high ratings were found in positive interactions between adults and students. The majority of co-teaching classrooms observed had both the general education and special education teachers providing joint instruction. While this practice is not a required provision for all students with disabilities, all complexes were observed implementing this practice within their schools.

The inclusive settings (general education-inclusive and co-taught classrooms) have relatively low class sizes and generally low staff-to-student ratios. The more restrictive settings (resource, fully self-contained and separate facility classrooms) had lower class sizes as well, but higher staff-to-student ratios. It is important to recognize that observers noted more staff than students in eight of the fully self-contained classrooms. For example, one fully self-contained classroom had 13 staff for 10 students. Although one-to-one instruction was observed in the majority of these classrooms, (65% of fully self-contained classrooms), based on staffing practices observed in other states, the level of staff was well above average. One-to-one-aides may be assigned to students for various reasons, but in many instances it was unclear to the observer why the student needed a one-to-one aide. This result is aligned to results in the fiscal analyses and has wide-reaching implications fiscally and programmatically. However, changing the level of staffing should be done in tandem with improving the program structure to be more effective and efficient. An expectation that with less staff the same tasks can be done may be unreasonable, but it would be reasonable to expect that with more funding a systemic approach with less staff may provide for program improvements.

Effective instruction is strongly connected with the implementation of research-based instructional strategies if students are to experience the maximum success in schools. Although it is positive to note that the use of at least one research-based instructional strategy was observed in the majority of all classroom settings, the strategies observed were not consistent across settings. This may be an area for the HDOE to monitor as it could point to gaps in the implementation of curriculum and instruction for all students.

Interviews

WestEd staff conducted a total of 102 interviews at the district and site levels, and included Complex Area Superintendents (CAS), District Education Specialists (DES), site administrators, Student Service Coordinators (SSC), special education teachers and general education teachers. The interviews were completed between September 2010 and May 2011. Most of the interviews were face-to-face, but six were conducted via telephone. The WestEd staff met individually with most respondents, but in a few instances two or more people were interviewed together to comply with site requests.

Open-ended questions guided each interview with unique interview protocol used for each position (see Appendix E for each interview protocol), but all respondents were asked the following two questions:

1. What are the strengths of the state's special education programs and services?
2. In your experience, what are some of the issues (i.e., challenges) of the special education system?

In addition, CAS's, DES's, site administrators and special education teachers were asked two questions about strategies or initiatives to improve outcomes for students with

disabilities. These questions were used to elicit how the state's outcome-based initiatives were being implemented at the site and district levels:

1. What strategies or plans have been implemented in your complex area to improve outcomes for students with disabilities?
2. What are some examples of strategies you use to help your students access the core curriculum?

All interview responses were entered into a database and coded to identify common themes. A total of nine themes were identified across the three major questions.

Question 1: What are the strengths of the state's special education programs and services?

Theme 1: Infrastructure That Supports Special Education Programs.

The state's online student services data system (eCSSS) was the most frequently cited response to this question. The statewide eCSSS provides access to student records and data and enables site-level personnel to quickly program new students who transfer from another Hawaii school without having to wait for paper records. District-level personnel reported the ease of using eCSSS to track compliance and to conduct IEP reviews. Respondents explained that the electronic system allowed access to real time data, a function they valued.

District-level special education personnel were frequently mentioned as a strength to special education programs and services. For example, DES's assigned to complex areas or districts were generally viewed as very knowledgeable and helpful. Additionally, site-level respondents were particularly pleased with the technical assistance provided by the district resource teachers. Many respondents commented that having a SSC at each site was very effective as a single point of entry for special education referrals. Finally interviewee's noted that having school-based behavior and health counselors at each site was a valuable resource.

Theme 2: State Directives to Districts

Both site- and district-level respondents reported that the HDOE directed schools to increase inclusion of students with disabilities with non-disabled peers, implement Response to Intervention (RtI) and decrease reliance on contract employees to provide IEP services. Although respondents were generally positive about these directives and expressed agreement with the directives and their appropriateness, they felt the HDOE left the implementation of the directives to the districts, complexes and school without guidelines or specifics on how to implement them. It is important to recognize that although they identified a need for more guidance and information, respondents at the site level were overwhelmingly positive about the implementation and support DES and resource teachers provide in the form of training and technical assistance. They stated

DES's were "proactive in supporting our needs, readily available, advocates for families, responsive to inquiries." It is apparent that the majority of district staff depend on the DES to explain how to implement the HIDEO directives and to explain how the state directives fit into local initiatives.

Theme 3: State and Federal Compliance Monitoring

Although the majority of respondents expressed that the state needs to balance compliance with achievement outcomes, there was general satisfaction with the degree of compliance monitoring primarily through the Special Education Section (SES). WestEd staff feel it is important to clarify for the reader, however, that compliance does not mean outcomes in this context. Site administrators described regular compliance reports from the SES that draw their attention to specific timeline or compliance issues, and respondents mentioned timelines are strictly enforced and the system provides quality assurance checks and balances.

Question 2: What strategies or plans have been implemented in your Complex area to improve outcomes for students with disabilities?

Theme 4: Improving Outcomes by Planning and Data Analysis

Special education teachers shared that they meet in professional learning communities with general education teachers to analyze student achievement data and plan for instruction and that they valued the opportunities to co-plan with each other.

In response to this question, respondents discussed plans that are in place for all students but that may have special provisions for special populations. For example, many site administrators said measurable outcomes for students with disabilities were included in their school's existing Academic/Financial Plan. Furthermore, aggregating data by subgroups was often mentioned as part of the planning process.

Theme 5: Evidence-Based Interventions Organized by a Tiered System

Respondents named a number of specific interventions that are in place to support students, including social skill development, after school tutoring, Achieve 3000, math and reading workshops, and study skills classes. Respondents described how progress monitoring and student achievement data were used to track the effectiveness and fidelity of implementation. Many respondents described complex area or district procedures to implement RtI as a framework for their interventions.

Additionally, respondents frequently cited the use of accommodations and technology as helpful in providing access to the core curriculum.

Theme 6: Communication, Collaboration and Training

When asked about their approach to improving outcomes for students with disabilities, many respondents described collaborative efforts. For example, general education and special education collaboration was often named as a strategy employed to improve student behavior and achievement outcomes. This type of collaboration emphasizes working as a team in planning, training and co-teaching. The interviews included many positive statements about the effects of co-teaching. Other collaboration efforts mentioned in the interviews included partnerships with other districts, agencies, universities and community groups.

Training was overwhelmingly noted as an important part of improving student outcomes. Specific trainings that were mentioned frequently included strategies for students with autism spectrum disorder, co-teaching, standards-based IEP writing and multi-sensory learning. In addition to teacher training, many respondents described training for education assistants and parents.

Question 3: In your experience what are some of the challenges of the special education system?

Theme 7: Leadership with a Clear Vision and Plan

Overall, site and district respondents agreed that since HIDOE is a single district, there should be clearer direction about the special education programming and service delivery not only to improve services, but to prevent outlying islands from feeling isolated. Some respondents expressed concern that the state may be too large to be a single district and that balancing the compliance-monitoring role with leadership in improving outcomes for students with disabilities was becoming a more challenging effort. For example, there was a general sentiment that initiatives such as inclusion, co-teaching and RtI are being implemented without the benefit of a statewide vision and plan. Respondents were generally supportive of initiatives and felt that the HIDOE leadership was needed to assist local providers to receive the training and supports needed to implement the various models to improve the quality of services.

Many respondents thought that the HIDOE should provide leadership concerning services for students with autism spectrum disorder (ASD). According to some, they would like to see the state focus on training and development of alternative placement options within districts for students with ASD that are more cost effective with higher quality programming. Personnel noted that the state could save money and provide better services if they built public trust in their ability to serve a broad range of students with ASD.

Theme 8: Policies and Procedures Aligned to the HIDOE Goals

Statewide policies and procedures that regulate Hawaii's special education programs and services were often referred to as a barrier to implementing state directives. The most frequently cited example is the effect that the weighted special education staffing formula has on providing inclusive services. According to many respondents, the current formula, which provides more staff to districts based the setting and severity of student need, creates an unintended incentive for special education services in more restrictive environments and is counterintuitive to the letter and spirit of the IDEA legislation. This result supports those described in the fiscal analysis as well. Site administrators explained that it is difficult to plan for special education since they do not know their special education staffing allocation when they are doing their Academic/Fiscal Plan in January of each year. It was also noted that the special education staffing formula creates significant challenges for small schools.

Another major area of concern for most respondents was the issuance and training on Chapter 60 (state regulations aligned with IDEA 2004) guidelines. This was viewed as a state, not local, responsibility, and the lack of timely guidance has caused practitioners to feel anxious and unprepared to perform their jobs.

Finally, the last area of concern voiced in the interviews is the state's implementation of employee-based service provision. Site and district personnel historically have depended upon contracted services. Many site and district personnel support the concept of employee-based services and feel it would allow a cost savings and could allow for more qualified staff in the classroom. However, they described barriers to implementation that include needing a clear and consistent vision and plan from the HIDOE if this were to occur.

Theme 9: Highly Qualified Personnel

A very common concern from site, district and state interviews was the difficulty of retaining quality personnel for special education programs and services. Respondents articulated concern about high levels of staff turnover and positions filled by under-qualified personnel. Many respondents agreed that retention of highly qualified personnel should be a statewide priority. Respondents were clear that the educational assistants need to receive higher quality training with retention incentives. Individuals from the outer islands also reported having more difficulty recruiting and retaining related service providers.

Public Charter School Interview Results. The original methodology plan included onsite visits to one public charter school in each district, but reviewers found it difficult to arrange these visits mainly due to charter school administrator concerns regarding the purpose of the special education review and therefore declined to participate.

Personnel from four public charter schools from the districts of Kauai, Leeward, Maui and Windward participated in this review. At each school, one to three individuals were interviewed.

It is challenging at best to draw across each of the questions since every public charter school visited was unique from the others, and each of the respondents had differing roles within the school. The only common theme that could be extracted from the public school charter interviews was the need for personnel training. All of the respondents were appreciative of the training and support they receive from the district special education personnel. The following topics were identified as training needs: special education laws, the referral process, IEP procedures, using Response to Intervention for special education eligibility, data collection for the IEP, behavior management, reading strategies, post-secondary transition and autism spectrum disorders. All spoke of their challenge to hire qualified special education staff.

Summary of Interviews

An analysis of interviews conducted with open-ended questions reveals several areas of commendation and areas for improvement. Generally, the results from interviews show that personnel at the site level feel supported by district level special education staff — the DES and district resource teachers. However, the CAS, DES and site administrators expect a higher level of support, leadership and guidance from the HIDOE for special education programming. Like other states with clearly delineated SEA and LEA roles and responsibilities, Hawaii's district personnel want to ensure that appropriate procedures, services and supports are in place for students identified for special education services, but unlike other states, Hawaii's districts are dependent upon state personnel policies and procedures and have limited autonomy over resource allocation.

From the interview responses, reviewers found some districts to be more methodical about their compliance monitoring. The district special education section monitors all schools within their complex area or district, but the frequency, personnel and format varied. Some respondents mentioned that the consistency in special education IEP procedures has improved the special education eligibility determination process. Many respondents thought that the state does a good job in protecting child and family rights. Generally, district office personnel implied that the HIDOE supported their compliance monitoring responsibilities. Both DES and CAS respondents cited monthly DES meetings with HIDOE personnel as a valuable support for compliance monitoring.

Personnel who were interviewed generally expressed confidence in the HIDOE's special education compliance status. That is, significant checks and balances are in place to ensure that timelines are met and that IEPs are compliant with state and federal regulations. With that area under control, the general sentiment of respondents was that they would like to see the HIDOE take on more leadership for improving outcomes for students with disabilities.

There was general satisfaction expressed about recent directives from the HIDOE to increase inclusion, to transition to employee-based service provision and to implement Response to Intervention. Overwhelmingly, respondents expressed a desire for statewide guidelines and support for implementing these initiatives. Their expectation is for a vision and plan that include training so that the HIDOE will equalize support and resources to all of the districts.

WestEd staff found many initiatives within complex areas and districts to improve outcomes for struggling learners. The respondents felt that the Complex Area Superintendent provided leadership for these initiatives and communicated their vision appropriately to their schools. It was apparent that each school, complex area and district are at different levels of collaboration between general education and special education. Some appear to be self-sufficient and some could use additional support to implement statewide directives. It appears that some complex areas or districts skipped essential steps to implementation and are running into resistance and barriers, while others approach implementation in a methodical step-by-step process that ensures success and sustainability.

Focus Groups

The use of a focus group is one effective method used in qualitative research to obtain information in a systematic way through questions about that group's beliefs, perceptions and understanding of a practice, service or program.

Parent Focus Groups. For the purpose of this review, WestEd staff conducted four separate family focus groups. HIDOE staff from the Community Children's Council notified parents and elicited parent volunteers for all focus groups. Focus groups took place on Hawaii (1); Maui (1); and Oahu (2). During the focus groups, parents were informed of the purpose of the group and encouraged to share any or all thoughts, feelings or perceptions around the focus group questions. All discussions were then transcribed and analyzed for common themes among the parents and the groups. Four open-ended questions guided each of the four parent focus groups.

1. In your experience, what is the nature of communication between parents and special education teachers (...service providers, etc.)?
2. In your experience, what are the strengths of your child's special education services?
3. What evidence have you seen in your child's school that they are providing your child with a challenging curriculum?
4. In your experience, what are some limitations or challenges you perceive?

Responses to the first question regarding the nature of communication between parents and special education teachers (and other providers) had the most discussion from the parents.

Question 1: What is the nature of communication between parents and special education teachers?

Parents tended to favor frequent and open communication with their child's teacher. Many reported examples of highly positive relationships with school personnel, often citing strong site leadership that encourages open communication and supports staff and parental partnerships. When communication was lacking, parents felt distrust, anger and confusion about the quality of educational services their child was receiving. Many of the parents interviewed provided various methods that teachers and their school utilized in communicating with parents (e-mail, phone calls, face-to-face) and, more importantly, reported that the communication was occurring on a regular basis. When communication was less than open, parents perceived that the school was withholding information from them. Many parent participants related experiences where communication from their child's school was non-existent unless they initiated it. Others said they were able to get school's attention by contacting administrators outside the school such as the DES or CAS.

Parents were also concerned about the teacher's understanding of their child's disability and the teacher's commitment to and involvement in their child's education. When the teacher or school system appeared to be attentive to the parents' views and made attempts to make changes, the parents seemed to associate that action with more positive results for their child and better educational services. Several parents expressed concern that they had learned about an effective program for their child but then did not get any support in exploring the program from the school.

Parents felt most empowered and positive about the special education program when they were given all the information needed about how to schedule IEPs, what they can ask for and if there was transparency of the system even if all the resources were not available.

Question 2: What are the strengths of your child's special education services?

Many of the strengths revolved around the two areas that were mentioned in Question 1. Parents cited that the level of interaction between parent and the school (teacher or administrator) and staff involvement with their child were both strengths of the system if these activities were being employed consistently. The programs and service staffs that were active in communicating with the parents, who were highly involved with the child, and who advocated for IEPs were considered paramount. Again, parents were very enthusiastic when they perceived that the teacher was involved with their child, cared about their child, and seemed to understand the disability. Finally, parents felt that understanding the IEP and educational rights was critical because these were often situations that could be intimidating or frustrating. Parents value their children's rights and want to be responsive to their education as well.

Question 3: What evidence have you seen in your child's school that they are providing your child with a challenging curriculum?

Responses to these questions varied greatly across each focus group. There was a general consensus that parents believed teachers want to do the right thing for their child's education, and they believed that teachers want to academically challenge the students. Some parents cited that they were pleased their children get the same homework as the other children in the classroom. Many parents believed that it is only their own involvement in their child's program that makes the curriculum more challenging. Although there were definite examples of what parents look for in judging this activity, it appeared that there is no consistent protocol or way to know if their child's curriculum was challenging.

Question 4. In your experience, what are some limitations or challenges you perceive in the special education system?

By and large, and despite the fact that the IEP process could be seen as a strength for some parents, it was a common concern that the IEP process was very complicated and confusing and parents needed assistance to understand the process. Parents reported a lack of support from schools in helping them understand the IEP process. Most felt that teachers and providers are not aware of available parent supports. It was suggested that when a child is identified as eligible for special education, someone should be assigned to help the family understand their child's disability and how to navigate the system. Even when advocacy groups have tried to provide information to school administrators, there was no reported evidence that the information got to parents. It was suggested that as the single point of entry, the SSC at each school could act as a family liaison to explain the IEP process and provide resources and assistance in answering family questions about the IEP process.

Another major theme revolved around parent perceptions that there are schools that employ undertrained staff. Some parents perceived that DOE staff is not as competent as contract employees. Another major concern is the qualification of special education teachers. Parents noted there is a preponderance of substitute teachers in special education teacher positions, and though parents were generally pleased with their child's inclusion in general education, many expressed concerns about the lack of training for general education teachers about their child's disability. Parents also believed that educational assistants need more training.

Job-Alike Focus Groups. In addition to family focus groups, seven job-alike focus groups were conducted across two islands Oahu (6) and Kauai (1). The following groups were interviewed: state resource teachers, district resource teachers, related service providers, special education teachers, general education teachers and behavior specialists. Each group was informed of the purpose of the focus group and encouraged to share feelings, thoughts and perspectives about the interview questions. All discussions were then transcribed and analyzed for common themes among the professional groups. The job-alike groups represented a cross-sectional perspective from the site to the district to the state levels.

Each group responded to four to six open-ended questions. The two most salient questions are reported here. Though questions varied for the different groups, consistently every group was asked to respond to these two questions:

1. What are the strengths of the state's special education programs and services?
2. In your experience, what are some of the issues or challenges of the special education system?

Question 1: What are the strengths of the state's special education programs and services?

All groups agreed that the state's special education program strength is in providing support to students, teachers and families. Individuals who have worked in Hawaii's schools for several years reported an increase in state supports for special education programs. District and site level groups felt that the system is very responsive to parent concerns. Respondents agreed that in the past few years more service delivery options are available to students with disabilities including a combination of pull-out and general education inclusion. Due to a large number of military bases, Hawaii has developed a strong system of supports for military families.

There has been a concerted effort to increase the knowledge base for autism. All respondents said they were gaining confidence in identifying and serving students on the autism spectrum. Participants agreed that integration of students with disabilities has increased even for students with severe disabilities. Hawaii's school-based mental health program is a national model that represents a significant strength.

Questions 2. In your experience, what are some of the issues or challenges of the special education system?

Two significant themes emerged from the seven job-alike focus groups. The first concerned communication, and the second centered on specific recommendations to improve efficiency and effectiveness.

Groups described communication from the state as needing more consistency. Communication was described as a one-way process, with few opportunities for shared

understanding. Focus group participants representing direct service providers (special education teachers, general education teachers, related service providers and behavior specialists) agreed that procedures change often and there is a time lag in receiving information about procedural changes. Another communication issue was evident between school staff and families. For example, district and site personnel shared that families feel the school is withholding information about available services. There was a perception that parents often demand services that may result in their child becoming more dependent upon adults and less self-reliant. It may be that families and school personnel do not share the same understanding of what is best for the child and could benefit from shared training.

A few effective communication practices were highlighted in the discussions. District level special education staff felt comfortable about requesting information or getting clarification from their state counterparts and feel that the state contacts are knowledgeable. Those at the site level were appreciative of the responsiveness of DESs and resource teachers. All groups reported satisfaction with job-alike face-to-face meetings with supervisors and other administrators and reported that these types of meetings are beneficial in keeping informed and improving communication. The electronic data system, eCSSS, was cited as a powerful tool for improving communication. Groups from school sites appreciate the ease of accessing student information and the standardization of inputting information, and groups from the state and district levels appreciate the system for its capacity to aid accountability.

Specific recommendations emerged from the job-alike focus groups and centered on improving the state's efficiency and effectiveness in providing special education services. One group of teachers felt that credentialing responsibilities should be removed from teacher job duties because it was taking away from the time that could be spent developing or planning special education programming and service delivery. Two groups of respondents felt that the format of the Behavior Support Plan (BSP) should be standardized and be included in the eCSSS. One group of teachers felt that they should be involved in the development of the BSP if the student is served in their classroom.

Individualized Education Program Reviews

As mentioned previously, the data from the IEP review protocol was developed as yes/no responses. Prior to WestEd staff receiving electronic versions of the IEPs, all IEP personally identifiable information was redacted by the former State Special Education Director. The results are presented in the tables below in the following domain areas: Progress Monitoring, Assessments, Goals and Objectives, Related Services, Least Restrictive Environment, and Transition. A summary of the most salient results and suggestions are presented in narrative and tables for ease of readability.

Progress Monitoring. According to the review, a significant number of IEPs (88.8%) did not include progress reporting information (see Table 15). Given the nature of the review, it was not possible to determine the type, degree and amount of progress monitoring tools that the HIDOE prescribes. This would be an area for monitoring. It is important to mention that many goals and benchmarks did not have beginning or ending dates, so it would be informative to include dates not only to verify goal achievement, but also to support measurement of student progress. Finally, few IEPs contained descriptions of the type of information that parents should receive to be informed of student progress and student outcomes based on the goals and objectives.

Table 15: Progress Monitoring

Progress Monitoring	Percentage	
	Yes	No
Does the IEP contain the following? (n=598)		
Progress reporting which corresponds to the frequency of reporting in general education at the school	11.2%	88.8%
Curriculum -based measures	59.2%	40.8%
Does the PLEP include current information on the child? (n=597)		
Strengths	98.5%	1.5%
Needs related to child's disability	78%	22%
How disability affects participation in general curriculum	69.8	30.2%

Reviewer suggestions: HIDOE staff would benefit by utilizing curriculum-based measures that are delineated in the IEP as the framework for measuring success as well as reporting to parents. Progress monitoring should be viewed more as an instructional intervention and could include a core set of progress monitoring tools that staff may implement. Additionally, it would be helpful for staff to describe the parent's role in ensuring that the proscribed student outcomes will be attained.

Present Levels of Educational Performance (PLEP). The HIDOE district staff has been successful at consistently including written students strengths within the IEP (98.5%). Additionally, the majority of IEPs had "needs related to the child's disability" identified. However, in a number of cases, it was difficult to ascertain from the data or descriptions provided the nature of the student's disability and how that affected a student's ability to either process information or to perform in the general education setting. Finally, there were no statements about the frequency of progress reporting or any correlation to reporting in general education at the school. Although these areas looked strong, they could be monitored by staff to ensure consistency.

Reviewer suggestions: Use both assessment data and descriptive information that clearly identifies the nature of the disability (e.g. dyslexia), and how the disability impacts the student's ability to learn. It is important to note that statements such as,

“Jennifer demonstrates delays in academic areas which lead to difficulties in the classroom,” could be considered insufficient to justify identifying a child as having a disability.

Assessments. Assessment data was included in most but not all IEPs (e.g., results from the Stanford Diagnostic Reading Assessment), as shown in Table 16. Where accommodations on state assessments were indicated, descriptions of the types of accommodations were warranted. State assessment accommodations also were written to be very generic, not specific to individualized needs.

In a significant number of cases, results from education assessments were not provided, and numerous IEPs did not contain Hawaii State Assessment (has) assessment data as appropriate to grade levels tested. It is important to note that for students enrolled in grades 3 and 10, the IEP meeting may have occurred prior to the test date or the receiving of test results. However, it would be instructive to include all HSA test scores for all grades as an indicator of a student’s academic gains (or potential regression).

Table 16: Assessment Data

Assessments	Percentage	
	Yes	No
Does the IEP contain the following?		
Accommodations necessary on the state assessments	64.3%	35.7%
Benchmark assessments	65.1%	34.9%
General education assessments	40.9%	59.1%
General education data	50.8%	49.2%

Reviewer Suggestions: Staff would benefit from including consistent criteria for determining those students who receive accommodations for state assessments and those who do not. Also, if accommodations are provided to students on other assessments, the reporting of the scores should include the type(s) of accommodations employed. Include HSA from all previous years as progress-monitoring indicators. Provide an explanation where conflicting data appears, for example, an HSA reading score being proficient, yet Stanford Diagnostic Reading Test being at 1.9 for an eighth grader.

Goals and Objectives. In general, the HIDOE district staff demonstrated strengths for the inclusion of written documentation of goals and objectives that appear to be consistent across IEPs, based on the student’s PLEP (see Table 17). In many cases it was difficult to ascertain whether all areas of need in PLEP had a goal because the information provided in PLEP did not clearly represent the student need. For example, in many cases the PLEPs did not contain sufficient data or descriptive information to determine the nature of the disability nor how it impacted the student’s ability to perform at grade level. To further explain, the SDRT may have indicated that a student

in 7th grade was reading at a 2.3 grade equivalent score, but without other diagnostic information and without a specific IEP objective for it, student need was not addressed. One area for improvement would be around identifying “one goal in each academic area is written to grade level standard.” According to the review, this item was not identified almost half of the time. In many cases it was difficult to ascertain whether “all areas of need in PLEP had a goal” because the information provided in PLEP did not clearly represent the student need. Specifically, the PLEPs did not contain sufficient data or descriptive information to determine the nature of the disability or how it impacted the student’s ability to perform at grade level.

Table 17: Goals and Objectives

Goals and Objectives (n=598)	Percentage	
	Yes	No
Does the IEP contain the following?		
All areas of need in PLEP have a goal	63.0%	37.0%
All goals are based on needs in PLEP	95.1%	4.9%
Goals are written to the core content standards	80.9%	19.1%
At least one goal in each identified academic area is written to a grade level standard	46.2%	53.8%
Other prerequisite skills goals are written out of grade level but are based on PLEP and student need	66.8%	33.2%
Goals describe what the behavior will look like when the goal is reached	76.8%	23.2%
Goals reflect growth that can be accomplished throughout the year	97.0%	3.0%
There are at least two objectives for each goal	85.8%	14.2%
Objectives contain behaviors/skills to be performed by the student	98.2%	1.8%
Objectives are measurable	95.8%	4.2%

Reviewer suggestions: To provide an opportunity for students with disabilities to meet grade level standards and meet designated academic outcomes, all students would benefit from having a minimum of one academic goal in each area of need written at the child’s grade level. Furthermore the IEP team needs at least one member who has a deep knowledge of general education subject matter content standards. The HDOE should consider requiring at least two objectives being written for each goal. A well-developed PLEP is necessary to determine appropriate goals and to offer insight as to the attainability of the goals within the time period of the IEP.

Types of Related Services Provided. There was a total of 44% of IEPs reviewed that included the provision of related services (see Table 18). Approximately 33% of the IEPs had written the identification of counseling as a related service, 10% OT/PT, .04% parent training, 44% speech/language, 25% transportation, and 0% identified audiology.

When related services were provided, the HIDEOE staff typically included the frequency and duration of services and how the related services will be provided. However, given the data provided on IEPs and recommendations by the IEP team, it appeared that students were not receiving necessary related services and were being dismissed from services prematurely before the identified need had been resolved. Almost no children designated as students with learning disabilities receive related services.

Of particular note is the identification of mental health services. This percentage appears to be smaller both than what is being reported in the fiscal analyses and observed at the practice level.

Table 18: Related Services

Related Services	Percentage	
	Yes	No
Does the IEP contain the following?		
Frequency and duration of related services	89.7%	10.3%
How the related services will be provided	77.8%	22.2%
Who will provide the related services	32.2%	67.8%
*Are mental health services identified as a related service	24.1%	75.9%

Reviewer Suggestions: For IEPs where parents request a related service and the service is not prescribed, the HIDEOE staff should consider including a persuasive rationale for not offering the service. Additionally, when the IEP team determines that related services are no longer required, provide assessment data or, in the absence of assessment data, a persuasive rationale for ending the service(s).

Least Restrictive Environment (LRE). A majority (88%) of IEPs included a statement describing any services that will not be delivered with non-disabled peers in the general education setting (see Table 19). Conversely, many IEPs did not provide information or justification as to why services will not be delivered with non-disabled peers, which is a critical when determining whether a student is receiving instruction in the LRE. Also, IEPs that provided a time and frequency of special education services showed the service as provided in general education/special education and thus, unless a clarification statement was included that specified the amount of time the student is removed from peers without disabilities, it was not possible to know the duration unless the child was in a full inclusion program.

Table 19: Least Restrictive Environment

Least Restrictive Environment Statement	Percentage	
	Yes	No
Does the IEP contain the following?		
A statement that reflects amount of time removed from peers without disabilities	69.2%	30.8%
A statement describing any services that will not be delivered with non-disabled peers in the general education setting	87.6%	12.4%
A statement as to why services will not be delivered with non-disabled peers in the general education setting	42.6%	57.4%

Reviewer Suggestions: On the “Location” portion of Section 21 of the IEP form, staff should consider not using “Gen Ed/Special Ed” because it is difficult to determine where the service will actually be provided. If the services will be provided in both settings, identify and separate each location, including the frequency and duration for each location.

For students who are fully included, it would be helpful to describe the support services they will receive, who will provide the support services, why they need support services and where the services will be provided, how the services will be provided and the amount of time they will be removed from their non-disabled peers. This is valuable not only to measure success, but it is critical information for a receiving school.

Transition. It is positive to note that overall, this is an area of written documentation that received higher percentage ratings for the inclusion of “an appropriate measurable post-secondary goal(s) that cover(s) education or training, employment, and, as needed, independent living” (see Table 20).

Nearly all IEPs included a transition plan for students who were of age to warrant a plan. Numerous transition plans were well articulated and included interest inventories, career technical assessments and other information that showed a clear pathway to the post-secondary transition goal. In other cases, laundry lists of school clubs and other extra-curricular opportunities were listed as opportunities to explore career interests but in few cases were any of them specifically recommended for a student based on student interest or the transition goal.

Upon deeper analysis, the reviewers noted that some transition plans did not contain realistic transition goals for a given student but it was not possible to glean that information from the transition plan or information when cross referenced with the PLEP. Due to the fact that many transition goals contained multiple outcomes or potential outcomes such as “(name of student) will enroll in community college, enter the military or obtain employment after graduation,” most transition services were limited to ensuring that the student met the academic requirements to graduate and

did not include an employment-related objective. Also, in many cases, the person responsible for assisting the student to locate community services was the parent or the student and did not include school or district personnel. In a few instances the “Agency Responsible/Linkages” was named or described.

Table 20: Transition Plan

Transition (n=237)	Percentage	
	Yes	No
Does the IEP contain the following?		
An appropriate measurable post-secondary goal(s) that covers education or training, employment, and, as needed, independent living	88.2%	11.8%
Transition services that will reasonably enable the student to meet her/his post-secondary goals	69.2%	30.8%
Transition services that include courses of study that will reasonably enable the student to meet her/his post-secondary goals	85.2%	14.8%
Annual IEP goal(s) related to the student's transition service needs	78.7%	21.3%

Reviewer suggestions: The transition goal sets the standard for the transition plan and provides one of the most significant student outcomes for the high school experience of students with disabilities. If a student does not have a clearly defined post-secondary transition goal, include both academic and vocational transition goals, especially in cases where the student is clearly unable to attain the 24 units required for graduation or is in a certificate program. Include both transition services and community linkages to ensure that the student has the opportunity to meet the goal(s) after completion of the designated course of study in high school.

Recommendations

In conclusion, the purpose of this report was to review critical components of the special education system in the state of Hawaii. The recommendations included here by category should be viewed by the Superintendent as areas for broader and deeper deliberation and as having the potential for systems change.

1. Organization and Infrastructure: Improvements to the overall system and structure of the HIDOE.

- Under the Superintendent’s leadership, develop functional position statements for personnel assigned to the state education agency (SEA) and to local education agencies (LEAs) that clearly define and distinguish roles, responsibilities and functions at the state versus the local level.
- Restructure SEA administration of special education and school-based behavior and health services, assigning separate offices with responsibilities for (1) federal compliance oversight and reporting to OSEP under the Federal Programs Office (FPO) and (2) program and student instructional and related service supports, including monitoring of performance results under the Office of Curriculum, Instruction and Student Support (OCISS).
- Develop and monitor implementation of a statewide system of support promoting high expectations for all students. Under leadership of the HIDOE OCISS, deliver training and technical assistance to support local implementation of program requirements and improvement strategies, including data collection on program and student performance results aligned to requirements under IDEA, Elementary and Secondary Education Act (ESEA) and other related federal and state programs.
- Convene an interagency task group co-chaired with Department of Public Health (DPH) to develop recommendations to align services under the two systems—mental health and education behavioral health.
 - a. Assess where the school-based mental health and behavioral health system of services meets or exceeds IDEA and determine which services are

appropriate under IDEA and aligned to most effectively achieve results identified as the responsibility of each agency.

- b. Develop interagency agreements, or memoranda of understanding or other agreements as appropriate, with relevant public health and mental health agencies that delineate roles and responsibilities for a coordinated and collaborative mental health/behavioral health system of services for eligible students. Agreements should include a plan for transitioning from the current system of services to any identified revisions.
- Assign oversight of the Due Process system, including management and accountability for services of contracts, to the Federal Programs Office as a function under the General Supervision requirements of IDEA.
 - Convene a state-level task force, under the lead of the Federal Programs Office, co-chaired with OCISS and the Special Education Advisory Committee (SEAC), with broad stakeholder representation to develop guidelines and implementation strategies for ongoing communication and partnerships with families.
 - Utilize representatives from SEAC, the Children’s Community Councils and other family stakeholder groups as resources to the SEA on alternative dispute resolution review and improvement activities.

2. Allocation of Resources, Management and Accountability: Alignment of resources to ensure system effectiveness and accountability for results.

- Evaluate options for creating a supportive and aligned funding and staffing allocation formula once program changes are determined based on For instance, consider whether 100% of staffing allocations should be tied to special education pupil counts or if staffing should be determined in part or in whole from general enrollment; how excess costs including nonpublic schools are accommodated (e.g., by the state, district or shared); and how to encourage placements of students in the least restricted environment.
- Develop a process (e.g., internal working group, external consultant or some combination) to determine an approach to evaluating the implementation of an alternative funding formula that promotes and supports the provision of high quality and cost-effective programming in the least restrictive environment.
- Develop an implementation plan to phase in a new funding approach. This will require a multiyear plan that provides time for local districts and Complexes to modify local practices and for the state to develop supportive systems

Clarify and ensure that all policies regarding staffing levels, management and process are documented and shared within the HDOE, Complexes and districts.

- Develop a plan to communicate policies and related processes to staff involved with staffing decisions.
- Review staffing policies and procedures to remove barriers to hiring that lead to increases in contracted services.
- Develop clear and consistent policies and procedures regarding the management of contracts that enforce clear criteria to justify need and provide accountability to ensure that contractors perform duties commensurate with expectations and compensation.
- Develop a clear policy and procedure to evaluate students for nonpublic school placements that is enforced through the manner in which financial responsibility is distributed to local districts and complexes. For instance, the state could set aside some resources to pay for a portion of costs, but districts could be responsible for retaining excess costs as a means to incentivize local districts to work diligently to identify alternative placements.
- Evaluate the use of current budget codes and develop policies, procedures and guidance to ensure that they are used as intended and with consistency.
- Provide training and technical assistance to local districts and Complexes to support improved practice.
- Establish an annual review of the effectiveness of procedures to ensure state and local fiscal transparency and local accountability.

3. Service Provision and Program and Student Performance Outcomes: Build capacity to meet legal requirements and move to a focus on instruction and student performance.

- Develop, in collaboration with Complex area superintendents and with input from parent organizations, a framework integrating key components and outcomes of federal and state initiatives to act as a resource guide for state and local planning of services and development of tools to communicate high expectations for all students. The framework should be made available across state DOE divisions and in each local district to inform plans and resources and data to be collected on results to keep a laser focus on improving results for students who are not achieving at grade levels, including students with disabilities, English language learners and other struggling learners.

- Develop and disseminate guidance and tools to support local district and school capacity to provide professional development for administrators, teachers and parents; to provide ongoing coaching to teachers to improve instructional practices; and to implement district and school partnerships with parents that support the home role in improved student achievement.
 - a. Recommended strategies include: standards-based IEP goals and outcomes; early identification of learning and behavior problems and supports to students not making progress (through a data-based decision making planning process such as Response to Intervention); inclusive practices (such as co-teaching) to support greater access to general education curriculum and environments and a strengthened transition planning process and tools to improve post-secondary options.
- Provide training, coaching and resources for principals and other administrators to develop capacity to implement a Response to Intervention (RtI) framework in their schools aligned to the HIDOE RtI initiative and utilizing HIDOE processes within CSSS and Longitudinal Data System.
- As the single point of entry, the student services coordinator at each school should act as a family liaison to explain the IEP process and provide resources and assistance in answering family questions about the IEP process.

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Appendix A

List of Document Reviews

Document Title	Source
Comprehensive Student Support System Guide	HIDOE website
Felix Consent Decree Monitors Report of State's Sustainability Report for the Period of October 2002 to March 2003	HIDOE website
General Supervision and Support (GSS) to Meet IDEA Requirements, Tri-level Structure: What Each Level Will Do	HIDOE website
Hawaii Department of Education, Office of the Superintendent memo to Complex Area Superintendents, District Educational Specialists, Principals, School Renewal Specialists, Charter Schools Administrative Office Executive Director, and Charter School Directors dated: August 26, 2010 with subject: General Supervision and Support (GSS) to Meet the Requirements of the Individuals with Disabilities Education Act	HIDOE website
Hawaii Department of Education, Office of the Superintendent memo to Complex Area Superintendents, District Educational Specialists, Principals, Public Charter School Directors dated: April 20, 2009 with Subject: Special Education Procedures for Implementation of Due Process Hearing Decisions and Written Complaints Corrective Action	HIDOE website
Hawaii Department of Education Special Education Section Part B Six-Year State Performance Plan (2005-2010) and Annual Performance Report (2008-2009)	HIDOE website
Hawaii Department of Education Curriculum and Instruction Branch Balance Report SY 09-10 Hawaii Department of Education, Office of Curriculum, Instruction, and Support Report: Special Education Complaints Management Program Quarterly Report, SY 2009-10, 4 th Quarter, Due Process Hearing Requests/Written Complaints, July 15, 2010	HIDOE website
Hawaii Administrative Rules, Title 8, Department of Education, Subtitle 2, Education, Chapter 60, Provision of a Free Appropriate Public Education for a Student with a Disability Hawaii Special Education Part B Child Count Data, December 2009	HIDOE website
Hawaii Department of Education Directory, 2010	HIDOE website
Hawaii Department of Education & Department of Health: Integrated Performance Monitoring Report, May 2011	HIDOE website
Hawaii Part B FFY 2006 SPP/APR Response Table	HIDOE website
Hawaii State Board of Education Policy 2160: Special Education and Related Service Policy; last updated 11/4/10	HIDOE website

Document Title	Source
Implementation of the Felix Consent Decree in Hawaii: The impact of policy and practice development efforts on service delivery. Chorpita, B.F. & Donkervoet, C.M. (2005) Implementation of the Felix Consent Decree in Hawaii, The impact of policy and practice development efforts on service delivery. In R.G. Steele & M.C. Roberts (Eds.), Handbook of mental health services for children, adolescents, and families (pp. 317-332). New York: Kluwer.	HIDOE website
Literacy for Learning, Hawaii State Department of Education, Office of Curriculum, Instruction and Support, April 2009	HIDOE website
National Center for Education Statistics: The Condition of Education 2010. National Center for Education Statistics (2011), <i>The Condition of Education 2010</i> (NCES 2011-033). Retrieved May 2011 from http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2011033	nces.ed.gov
National Center for Education Statistics: Digest of education statistics 2010. National Center for Education Statistics. (2011). <i>Digest of education statistics 2010</i> (NCES 2011-015). Retrieved May 2011 from http://nces.ed.gov/programs/digest/d10/	nces.ed.gov
Newsletter for Parents of Children with Special Needs, Special Edition 2010-11 School Year, published by Special Parents Information Network.	SPIN website
Newsletter for Parents of Children with Special Needs, Special Edition 2010-11 School Year, published by Special Parents Information Network.	SPIN website
Newsletter for Parents of Children with Special Needs, Special Edition 2010-11 School Year, published by Special Parents Information Network.	SPIN website
SES Team Support Visit Schedule, SY 2009-2010 through SY 2012-2013	HIDOE website
Special Education Advisory Council, Annual Report for the Period of July 1, 2009 through June 30, 2010	SPIN website
Special Education Advisory Council, Meeting Minutes, August 13, 2010	SPIN website
Special Education Advisory Council By-Laws, Revised 5/9/08	SPIN website
Special Education Advisory Council Annual Due Process Report, SY 2008-09	SPIN website
Special Education Staffing Methodology, August 2, 2011	HIDOE website
Standards of Practice for Considering Functional Behavioral Assessment	HIDOE website
State funding models for special education Hartman, W.T. (1992). State funding models for special education. <i>Remedial and Special Education</i> , 13(6), 47-58.	Journal
State of Hawaii Department of Education Financial Reports, 2003-04 through 2008-09. Retrieved September 2010 from http://doe.k12.hi.us/reports/financialreports/index.htm	Prepared based on request from WestEd

Document Title	Source
State of Hawaii Department of Education Plan of Organization, Updated June 30, 2010	HIDOE website
State of Hawaii, Department of Education Program and Fiscal Evaluation of IEP Services: July 2004–June 2009, Systems Accountability Office	Prepared based on request from WestEd
State of Hawaii Department of Education Special Education Incidence of Disability by Type Report, September 2010	Prepared based on request from WestEd
State of Hawaii Department of Education Special Education Personnel Report, November 2010	Prepared based on request from WestEd
State of Hawaii Department of Education, Special Education Program Desk Review 2007-08, September 24, 2009	Prepared based on request from WestEd
State of Hawaii Department of Education, Special Education Staffing Methodology. Retrieved September 2010 from http://doe.k12.hi.us/specialeducation/staffmethod/attachment_a.pdf	HIDOE website
State of Hawaii Special Education Section Corrective Action(s) and Verification Table	HIDOE website
State of Hawaii Department of Education Superintendent's 20 th Annual Report, 2009	HIDOE website
Student Services Coordinator Role and Responsibilities	HIDOE website

Appendix B

IEP Review Checklist

Hawaii DOE IEP Review

1. Hawaii DOE IEP Review

1. IEP Review Date

DD MM YYYY
Today's Date / /

2. Name of IEP Reviewer

Karen Segawa Pam McCabe
 Louise Wolcott Dona Meinders
 Debra Benitez Donald Kairott
 Sharen Bertrando WestEd Staff

3. Please enter the IEP code. This is the watermark on each IEP.

4. Island (to be completed by WestEd staff)

Hawaii
 Kauai
 Maui
 Oahu

5. District (to be completed by WestEd staff)

Central
 Honolulu
 Leeward
 Windward
 Hawaii
 Kauai
 Maui

Hawaii DOE IEP Review

6. Grade

1 8
 2 9
 3 10
 4 11
 5 12
 6 91
 7

7. Disability Category (last 1-2 digits after hyphen in watermark).

1 6 11
 2 7 12
 3 8 13
 4 9 14
 5 10 15

8. School

2. Present Levels of Educational Performance

PLEP

9. PROGRESS MONITORING

Does the IEP contain the following?

	Yes	No
Progress reporting which corresponds to the frequency of reporting in general education at the school	<input type="radio"/>	<input type="radio"/>
Curriculum -based measures	<input type="radio"/>	<input type="radio"/>

10. Does the PLEP include current information on the child?

	Yes	No
Strengths	<input type="radio"/>	<input type="radio"/>
Needs related to the child's disability	<input type="radio"/>	<input type="radio"/>
How disability affects participation in general curriculum	<input type="radio"/>	<input type="radio"/>
Parent concerns	<input type="radio"/>	<input type="radio"/>

Hawaii DOE IEP Review

3. ASSESSMENTS

11. ASSESSMENTS

Does the IEP contain the following?

	Yes	No
Accommodations necessary on the state assessments	<input type="radio"/>	<input type="radio"/>
Benchmark assessments	<input type="radio"/>	<input type="radio"/>
General education assessments	<input type="radio"/>	<input type="radio"/>
General education data	<input type="radio"/>	<input type="radio"/>

12. ASSESSMENTS (continued)

Does the IEP contain the following?

	Yes	No	Grade level not tested
HSA assessment data	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

4. Goals and Objectives

13. GOALS AND OBJECTIVES

Does the IEP contain the following?

	Yes	No
All areas of need in PLEP have a goal	<input type="radio"/>	<input type="radio"/>
All goals are based on needs in PLEP	<input type="radio"/>	<input type="radio"/>
Goals are written to the core content standards	<input type="radio"/>	<input type="radio"/>
At least one goal in each identified academic area is written to a grade level standard	<input type="radio"/>	<input type="radio"/>
Other prerequisite skills goals written out of grade level but are based on PLEP and student need	<input type="radio"/>	<input type="radio"/>
Goals describe what the behavior will look like when the goal is reached	<input type="radio"/>	<input type="radio"/>
Goals reflect growth that can be accomplished throughout the year	<input type="radio"/>	<input type="radio"/>
There are at least 2 objectives per each goal	<input type="radio"/>	<input type="radio"/>
Objectives contain behaviors/skills to be performed by the student	<input type="radio"/>	<input type="radio"/>
Objectives are measurable	<input type="radio"/>	<input type="radio"/>

Other (please specify)

5. Related Services

Hawaii DOE IEP Review

14. RELATED SERVICES
Does the IEP contain the following?

	Yes	No
Frequency and duration of related services	<input type="radio"/>	<input type="radio"/>
How the related services will be provided	<input type="radio"/>	<input type="radio"/>
Who will provide the related services	<input type="radio"/>	<input type="radio"/>
*Are mental health services identified as a related service	<input type="radio"/>	<input type="radio"/>

15. Which related services are written into the IEP?

audiology

psychological/mental health services

counseling services

speech-language therapy

occupational/physical therapy

transportation

parent counselling/ education

Other (please specify)

6. Least Restrictive Environment

16. LRE STATEMENT
Does the IEP contain the following?

	Yes	No
A statement that reflects amount of time removed from peers without disabilities	<input type="radio"/>	<input type="radio"/>
Provides a statement describing any services that will not be delivered with non-disabled peers in the general education setting	<input type="radio"/>	<input type="radio"/>
Provides a statement as to why services will not be delivered with non-disabled peers in the general education setting	<input type="radio"/>	<input type="radio"/>

Other (please specify)

7. Transition

Hawaii DOE IEP Review

17. TRANSITION

Does the IEP contain the following?

	Yes	No	Student Under Age 14
An appropriate measurable post-secondary goal(s) that cover(s) education or training, employment, and, as needed, independent living	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transition services that will reasonably enable the student to meet her/his post-secondary goals	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The transition services include courses of study that will reasonably enable the student to meet her/his post-secondary goals	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Includes annual IEP goal(s) related to the student's transition service needs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Appendix C

Positions by Complex and District

CENTRAL DISTRICT Total District FTE = 1192.25

District Office Total FTE = 139.25			
12-Mo Dist Off Tchr	16.00	Clerk Typist II	8.50
Dist Off Tchr	2.00	Secretary II	2.00
District Educ Spec II	2.00	Behavioral Hlth Spclt III	12.00
Speech Pathologist II	2.00	Behavioral Hlth Spclt IV	32.00
Speech Pathologist III	4.00	Behavioral Specialist IV	6.00
Speech Pathologist IV	14.50	Communication Aide	4.00
Clinical Psychologist VI	1.00	Educ Asst II	6.00
Clinical Psychologist VIII	3.00	Educ Asst III	12.00
School Psychologist	2.00	Occ Therapist IV	3.00
Social Worker IV	3.00	Sch Based Occ Thrpy As	3.00
Student Helper I	0.25	Physical Therapist IV	1.00

Aiea Complex	Moanalua Complex	Radford Complex	Leilehua Complex	Miiilani Complex	Waiialua Complex
12-Mo Dist Off Tchr 6.00	Dist Off Tchr 4.00	12-Mo Dist Off Tchr 1.00	12-Mo Dist Off Tchr 1.00	12-Mo Spec Ed Teacher 3.00	Gen Educ/Article VI Tch 8.00
Dist Off Tchr 3.00	Gen Educ/Article VI Tchr 17.00	Gen Educ/Article VI Tchr 29.00	Dist Off Tchr 6.00	Gen Educ/Article VI Tchr 42.00	Spec Ed Tchr/Pre-Schot 2.00
Gen Educ/Article VI Tchr 23.00	Spec Ed Tchr/Pre-School 7.00	Spec Ed Tchr/Pre-School 15.00	Gen Educ/Article VI Tchr 42.00	Dist Off Tchr 9.00	Spec Ed Teacher 17.00
Secondary Teacher 1.00	Spec Ed Teacher 34.00	Spec Ed Teacher 57.00	Spec Ed Tchr/Pre-School 20.00	Spec Ed Tchr/Pre-School 16.00	Psychological Examiner 1.00
Spec Ed Tchr/Pre-Schc 8.00	Psychological Examiner IV 1.00	Speech Pathologist III 1.00	Spec Ed Teacher 99.00	Spec Ed Teacher 72.00	School Psychologist 1.00
Spec Ed Teacher 41.00	School Psychologist 1.00	Speech Pathologist IV 7.00	Speech Pathologist IV 4.00	Speech Pathologist IV 7.00	Speech Pathologist IV 3.00
Speech Pathologist IV 2.00	Social Worker IV 1.00	Psychological Examiner IV 1.00	Psychological Examiner I 1.00	Psychological Examiner I 1.00	Behavioral Hlth Spclt III 1.00
School Psychologist 1.00	Speech Pathologist III 2.00	School Psychologist 1.00	School Psychologist 2.00	School Psychologist 1.00	Clerk Typist II 2.00
Communication Aide 1.00	Speech Pathologist IV 2.50	Social Worker IV 2.00	Social Worker IV 2.00	Social Worker IV 2.00	Educ Asst III 18.00
Educ Asst II 3.00	Clerk Typist II 1.00	Communication Aide 2.00	Communication Aide 1.00	Communication Aide 1.00	School Health Aide 3.00
Educ Asst III 41.00	Educ Asst II 4.00	Educ Asst I 1.00	Educ Asst I 1.00	Educ Asst II 14.00	
Educ Asst III 1.00	Educ Asst III 33.50	Educ Asst II 7.00	Educ Asst II 7.00	Educ Asst III 75.00	
School Health Aide 7.00	School Health Aide 6.00	Educ Asst III 65.00	Educ Asst III 101.00	School Health Aide 7.00	
		Health Aide 9.00	School Health Aide 10.00		
Total FTE 138.00	Total FTE 114.00	Total FTE 198.00	Total FTE 297.00	Total FTE 250.00	Total FTE 56.00

CHARTER SCHOOLS

Educ Asst I	2.75	Spec Ed Tchr/Pre-School	1.00
Educ Asst II	8.75	Spec Ed Teacher	48.00
Educ Asst III	32.00	Speech Pathologist IV	1.00
Gen Educ/Article VI Tchr	27.00	Total FTE	120.50

OCISS (Office of Curriculum, Instruction and Student Support)					
Total FTE 66.00					
Management Positions					
DOE Athletics Adm Officer	1.00				
Educ Spec II	4.00				
Educ Spec III	16.00				
Sch Imp & Com Ldshp Dir	1.00				
Speech Pathologist V	1.00				
Management FTE	23.00				
Non-management Positions					
12-Mo State Off Tchr	12.00				
State Office Teacher	3.00				
School Psychologist	1.00				
Registered Prof Nurse V	1.00				
Neurotraining Therapist III	1.00				
Clerk Typist II	5.00				
Secretary II	12.00				
Secretary IV	1.00				
Acct Clerk III	1.00				
Acct Clerk IV	1.00				
Accountant II	1.00				
DP User Support Tech II	4.00				
Non-management FTE	43.00				

SUPERINTENDENT'S OFFICE	
Total FTE = 4.0	
Management Positions	
Program Specialist III	2.00
Program Specialist V	1.00
Managemet FTE	3.00
Non-management Positions	
Professional Trainee	1.00
Non-management FTE	1.00

District Office Total FTEs = 117.50		Farrington Complex		Kaiser Complex		Kaimuki Complex		Mannin Complex		Roosevelt Complex		Wai'alani Complex	
Management Positions		Non-Management Positions		Non-Management Positions		Non-Management Positions		Non-Management Positions		Non-Management Positions		Management Positions	
District Educ. Spec II	5.00	Gen Educ/Article VI Tch	21.00	Gen Educ/Article VI Tch	15.00	Gen Educ/Article VI Tch	15.00	Gen Educ/Article VI Tch	15.00	Gen Educ/Article VI Tch	19.00	12 Mo HS Principal v	1.00
Clinical Psychologist VII	1.00	Spec Ed Tch/Pre-School	13.00	Spec Ed Tch/Pre-School	5.00	Spec Ed Tch/Pre-School	6.00	Spec Ed Tch/Pre-School	6.00	Spec Ed Tch/Pre-School	4.00	Hearing Deaf/Blind	1.00
Clinical Psychologist VIII	0.50	Spec Ed Teacher	57.00	Spec Ed Teacher	31.00	Spec Ed Teacher	53.00	Spec Ed Teacher	48.00	Spec Ed Teacher	50.00	Non-Management Positions	
		Speech Pathologist IV	5.00	Speech Pathologist IV	4.00	Speech Pathologist II	2.00	Speech Pathologist II	1.00	Speech Pathologist II	1.00	12 Mo Student Svcs Coord	1.00
Non-Management Positions		School Psychologist	4.00	School Psychologist	1.00	Speech Pathologist III	2.00	Speech Pathologist IV	2.00	Speech Pathologist IV	3.00	Audiologist	1.00
12-Mo Dist Off Tch	10.00	Communication Aide	2.00	Communication Aide	1.50	Psychological Examiner IV	4.00	School Psychologist	2.00	School Psychologist	1.00	Blg Maintenance Wkr I	1.00
Dist Off Tch	13.00	Educ Asst I	2.50	Educ Asst III	33.25	School Psychologist	1.00	Social Worker IV	2.00	Communication Aide	2.00	Cafeteria Helper	1.00
Spec Ed Teacher	1.00	Health Aide	10.00	Social Worker IV	5.00	School Psychologist	1.00	Teaching Asst I	1.00	Educ Asst III	45.75	School Cook II	1.00
Speech Pathologist II	1.00			Counselor	1.00	Communication Aide	1.00	Communication Aide	1.50	Health Aide	10.00	School Custodian II	2.00
Speech Pathologist IV	3.00			Communication Aide	1.50	Educ Asst I	0.75	Educ Asst I	0.75			School Custodian III	1.00
Clerk II	2.00			Educ Asst II	4.25	Educ Asst II	2.50	Educ Asst II	2.50			Food Svcs Mgr II	1.00
Clerk Typist II	7.00			Educ Asst III	57.25	Educ Asst III	49.75	Educ Asst III	49.75			Gen Educ/Article VI Tch	15.00
Secretary II	2.00			Health Aide	9.00	Human Svcs Prof IV	1.00	Health Aide	7.00			Spec Ed Tch/Pre-School	4.00
Acad Clerk II	1.00											Spec Ed Teacher	36.00
Educ Asst II	1.00											Special School Teacher	8.50
Educ Asst III	1.50											Speech Pathologist IV	10.00
Human Svcs Prof IV	1.00											Psychological Examiner IV	1.00
DP User Support Tech II	1.00											School Psychologist	1.00
												Counselor	1.00
												Social Worker IV	1.00
												Sch Admin Asst I	1.00
												Clerk III	1.00
												Clerk Typist II	4.00
												Registered Prof Nurse III	1.00
												Hearing Deaf/Blind	10.00
												Communication Aide	2.00
												Educ Asst I	2.75
												Educ Asst II	7.50
												Educ Asst III	47.00
												Educ Interpreter I	5.00
												Educ Interpreter II	7.00
												Health Aide	7.00
												Human Svcs Prof IV	1.00
													Total FTE
													Total FTE
													184.75



HAWAII DISTRICT																			
Total District FTE = 954.50																			
Hawaii District Office				South Hawaii District Office															
Management Positions				Non-Management Positions															
Behavioral Hlth Spcrt V	2.00	Behavioral Hlth Spcrt IV	1.00																
District Educ Spec II	6.00	Typist Clerk	1.00																
Non-Management Positions																			
12-Mo Dist Off Tchr	12.00	Secretary II	1.00																
Dist Off Tchr	9.00	Educ Asst II	1.00																
Speech Pathologist IV	2.00	Educ Asst III	2.00																
Clinical Psychologist VI	4.00	Total FTE		6.00															
Clinical Psychologist VIII	1.00																		
School Psychologist	2.00																		
Behavioral Hlth Spcrt III	9.00																		
Behavioral Hlth Spcrt IV	47.00																		
Physical Therapist IV	2.00																		
Occ Therapist IV	5.00																		
Clerk Typist II	8.50																		
Secretary II	2.00																		
Communication Aide	0.75																		
Educ Asst III	4.00																		
Total FTE		116.25																	
Honokaa Complex				Kealakehe Complex				Kohala Complex				Konawaena Complex				Hilo Complex			
Management Positions				Non-Management Positions				Non-Management Positions				Non-Management Positions				Non-Management Positions			
District Educ Spec II	1.00	Dist Off Tchr	1.00	Gen Educ/Article VI Tchr	6.00	Gen Educ/Article VI Tchr	10.00	Gen Educ/Article VI Tchr	22.00	Gen Educ/Article VI Tchr	22.00	Gen Educ/Article VI Tchr	22.00	Gen Educ/Article VI Tchr	22.00				
Non-Management Positions				Non-Management Positions				Non-Management Positions				Non-Management Positions							
12-Mo Dist Off Tchr	2.00	Gen Educ/Article VI Tchr	20.00	Spec Ed Tchr/Pre-School	1.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00				
Dist Off Tchr	2.00	Spec Ed Tchr/Pre-School	7.00	Spec Ed Teacher	14.00	Spec Ed Teacher	22.50	Spec Ed Teacher	22.50	Spec Ed Teacher	22.50	Spec Ed Teacher	22.50	Spec Ed Teacher	22.50				
Gen Educ/Article VI Tchr	15.00	Spec Ed Teacher	40.00	Speech Pathologist IV	3.00	Speech Pathologist IV	2.00	Speech Pathologist IV	2.00	Speech Pathologist IV	2.00	Speech Pathologist IV	2.00	Speech Pathologist IV	2.00				
Spec Ed Tchr/Pre-School	4.00	Speech Pathologist IV	2.00	Psychological Examiner II	1.00	School Psychologist	2.00	School Psychologist	1.00	School Psychologist	1.00	School Psychologist	1.00	School Psychologist	1.00				
Spec Ed Teacher	30.00	School Psychologist	1.00	School Psychologist	2.00	Social Worker IV	1.00	Social Worker IV	1.00	Social Worker IV	1.00	Social Worker IV	1.00	Social Worker IV	1.00				
Educ Asst II	7.75	Social Worker IV	1.00	Clerk Typist II	1.00	Teaching Asst I	1.00	Clerk Typist II	0.75	Communication Aide	0.75	Communication Aide	0.75	Communication Aide	0.75				
Educ Asst III	24.50	Teaching Asst I	1.75	Communication Aide	1.50	Educ Asst I	6.25	Communication Aide	2.75	Educ Asst I	2.75	Educ Asst I	2.75	Educ Asst I	2.75				
Health Aide	5.00	Educ Asst II	6.25	Educ Asst I	0.50	Educ Asst II	33.00	Educ Asst II	2.00	Educ Asst II	2.00	Educ Asst II	2.00	Educ Asst II	2.00				
Total FTE		91.25		Total FTE		119.00		Total FTE		71.50		Total FTE		146.00					
								Total FTE				51.00							
Laupahoehoe District				Waiakea Complex				Kau Complex				Keau Complex				Pahoa Complex			
Non-Management Positions				Non-Management Positions				Non-Management Positions				Non-Management Positions				Non-Management Positions			
Gen Educ/Article VI Tchr	2.00	Gen Educ/Article VI Tchr	19.50	Gen Educ/Article VI Tchr	7.00	Gen Educ/Article VI Tchr	16.00	Gen Educ/Article VI Tchr	16.00	Gen Educ/Article VI Tchr	16.00	Gen Educ/Article VI Tchr	16.00	Gen Educ/Article VI Tchr	16.00				
Spec Ed Tchr/Pre-School	1.00	Spec Ed Tchr/Pre-School	2.00	Spec Ed Tchr/Pre-School	1.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00	Spec Ed Tchr/Pre-School	3.00				
Spec Ed Teacher	3.00	Spec Ed Teacher	36.00	Spec Ed Teacher	10.00	Spec Ed Teacher	42.00	Spec Ed Teacher	42.00	Spec Ed Teacher	42.00	Spec Ed Teacher	42.00	Spec Ed Teacher	42.00				
Speech Pathologist IV	2.75	Speech Pathologist IV	1.00	Clerk Typist II	1.00	Educ Asst I	0.75	Educ Asst I	0.75	Educ Asst I	0.75	Educ Asst I	0.75	Educ Asst I	0.75				
Social Worker IV	2.00	Psychological Examiner IV	1.00	Educ Asst II	0.50	Educ Asst II	2.75	Educ Asst II	2.75	Educ Asst II	2.75	Educ Asst II	2.75	Educ Asst II	2.75				
Clerk Typist II	1.00	School Psychologist	1.00	Educ Asst III	12.50	Educ Asst III	42.50	Educ Asst III	42.50	Educ Asst III	42.50	Educ Asst III	42.50	Educ Asst III	42.50				
Communication Aide	1.50	Educ Asst III	4.00	Health Aide	2.00	Health Aide	4.00	Health Aide	4.00	Health Aide	4.00	Health Aide	4.00	Health Aide	4.00				
Educ Asst I	1.50	Educ Asst III	34.50	Total FTE				34.00				Total FTE				111.00			
Educ Asst II	0.50	Health Aide	4.00																
Educ Asst III	2.25	Human Svcs Prof IV	2.00																
Health Aide	1.00	Total FTE		105.00															
Total FTE		18.50																	
														Total FTE		85.00			

District Office					
Total FTEs = 117.50					
Management Positions					
District Educ Spec II	5.00				
Clinical Psychologist VII	1.00				
Clinical Psychologist VIII	0.50				
Non-Management Positions					
12-Mo Dist Off Tchr	10.00	Physical Therapist IV	2.50		
Dist Off Tchr	13.00	Phy thrps Asst	2.00		
Spec Ed Teacher	1.00	Occ Thrpy Asst	2.00		
Speech Pathologist II	1.00	Occ Therapist IV	6.00		
Speech Pathologist IV	3.00	Clerk II	2.00		
Clinical Psychologist VI	5.00	Clerk Typist II	7.00		
Psychological Examiner IV	1.00	Secretary II	2.00		
School Psychologist	2.00	Acct Clerk II	1.00		
Social Worker IV	5.00	Educ Asst II	1.00		
Behavioral Hlth Spcrlt III	2.00	Educ Asst III	1.50		
Behavioral Hlth Spcrlt IV	35.00	Human Svcs Prof IV	1.00		
Behavior Specialist IV	4.00	DP User Support Tech II	1.00		
Farrington Complex					
Non-Management Positions					
Gen Educ/Article VI Tchr	21.00				
Spec Ed Tchr/Pre-School	13.00				
Spec Ed Teacher	57.00				
Speech Pathologist IV	5.00				
School Psychologist	4.00				
Social Worker IV	2.00				
Communication Aide	2.00				
Educ Asst I	2.50				
Educ Asst II	10.00				
Educ Asst III	51.00				
Health Aide	10.00				
Total FTE	177.50				
Kaepa Complex					
Non-Management Positions					
Gen Educ/Article VI Tchr	15.00				
Spec Ed Tchr/Pre-School	5.00				
Spec Ed Teacher	31.00				
Speech Pathologist IV	4.00				
School Psychologist	1.00				
Communication Aide	1.50				
Educ Asst I	0.75				
Educ Asst III	33.25				
Health Aide	5.00				
Total FTE	96.50				
Kalihi Complex					
Non-Management Positions					
Gen Educ/Article VI Tchr	19.00				
Spec Ed Tchr/Pre-School	6.00				
Spec Ed Teacher	53.00				
Special School Teacher	2.00				
Speech Pathologist III	2.00				
Speech Pathologist IV	4.00				
Psychological Examiner IV	1.00				
School Psychologist	1.00				
Social Worker IV	1.00				
Counselor	1.00				
Communication Aide	1.50				
Educ Asst II	4.25				
Educ Asst III	57.25				
Health Aide	9.00				
Human Svcs Prof IV	1.00				
Total FTE	163.00				
Muiniey Complex					
Non-Management Positions					
Gen Educ/Article VI Tchr	15.00				
Spec Ed Tchr/Pre-School	8.00				
Spec Ed Teacher	48.00				
Speech Pathologist II	1.00				
Speech Pathologist IV	2.00				
School Psychologist	2.00				
Social Worker IV	2.00				
Teaching Asst I	1.00				
Communication Aide	1.50				
Educ Asst I	0.75				
Educ Asst II	2.50				
Educ Asst III	49.75				
Health Aide	7.00				
Total FTE	140.50				
Roosevelt Complex					
Non-Management Positions					
Gen Educ/Article VI Tchr	19.00				
Spec Ed Tchr/Pre-School	4.00				
Spec Ed Teacher	50.00				
Speech Pathologist II	1.00				
Speech Pathologist IV	3.00				
School Psychologist	1.00				
Communication Aide	2.00				
Educ Asst III	45.75				
Health Aide	10.00				
Total FTE	135.75				
Kalani Complex					
Management Positions					
12 Mo HS Principal v	1.00				
Hsparent Deaf/Blind	1.00				
Non-Management Positions					
12 Mo Siderst Svcs Coord	1.00				
Audiologist IV	1.00				
Bldg Maintenance Wkr I	1.00				
Cafeteria Helper	1.00				
School Cook II	1.00				
School Custodian II	2.00				
School Custodian III	1.00				
Food Svcs Mgr II	1.00				
Gen Educ/Article VI Tchr	15.00				
Spec Ed Tchr/Pre-School	4.00				
Spec Ed Teacher	36.00				
Special School Teacher	8.50				
Speech Pathologist IV	10.00				
Psychological Examiner IV	1.00				
School Psychologist	1.00				
Counselor	1.00				
Social Worker IV	1.00				
Sch Admin Asst I	1.00				
Clerk III	1.00				
Clerk Typist II	4.00				
Registered Prof Nurse III	1.00				
Hsparent Deaf/Blind	10.00				
Communication Aide	2.00				
Educ Asst I	2.75				
Educ Asst II	7.50				
Educ Asst III	47.00				
Educ'l Interpreter I	5.00				
Educ'l Interpreter II	7.00				
Health Aide	7.00				
Human Svcs Prof IV	1.00				
Total FTE	184.75				

KAUAI DISTRICT			
Total District FTE = 291.75			
District Office			
Total FTE	46.75		
Management Positions			
Behavioral Hlth Spc't V	1.00		
District Educ Spec II	3.00		
Clinical Psychologist VIII	2.00		
Non-Management Positions			
12-Mo Dist Off Tchr	5.00		
Dist Off Tchr	4.00		
Social Worker III	1.00		
Social Worker IV	4.00		
Physical Therapist IV	1.00		
Phys Thrps Asst	1.00		
Occ Therapist IV	1.00		
Clerk Typist II	11.00		
Secretary II	1.00		
Educ Asst III	3.75		
Human Svcs Prof II	1.00		
Human Svcs Prof III	3.00		
Human Svcs Prof IV	4.00		
Central Kauai Complex		East Kauai Complex	
Non-Management Positions		Non-Management Positions	
Elem Teacher	1.00	Gen Educ/Article VI Tchr	14.00
Gen Educ/Article VI Tchr	13.00	Spec Ed Tchr/Pre-School	3.00
Spec Ed Tchr/Pre-School	3.00	Spec Ed Teacher	30.00
Spec Ed Teacher	31.00	Speech Pathologist II	1.00
Speech Pathologist IV	5.00	Speech Pathologist IV	3.00
Psychological Examiner IV	1.00	Social Worker IV	1.00
School Psychologist	2.00	Communication Aide	0.75
Social Worker IV	2.00	Educ Asst II	2.75
Educ Asst II	3.25	Educ Asst III	25.00
Educ Asst III	31.75	Health Aide	4.00
Health Aide	5.00		
		Total FTE	84.50
Total FTE	98.00		
			Total FTE
			62.50

LEEWARD DISTRICT			
Total District FTE = 1335.73			
District Office			
Management Positions			
Behavioral Hlth Spclt V	1.00		
District Educ Spec II	4.00		
Clinical Psychologist VIII	2.00		
Non-Management Positions			
12-Mo Dist Off Tchr	20.00	Physical Therapist IV	2.00
Dist Off Tchr	2.00	Phy Thrps Asst	1.00
Speech Pathologist II	3.00	Occ Thrpy Asst	2.00
Speech Pathologist III	1.00	Occ Therapist IV	1.00
Speech Pathologist IV	24.50	Clerk Typist II	10.00
Clinical Psychologist V	1.00	Secretary II	2.00
Clinical Psychologist VI	4.00	Communication Aide	7.00
School Psychologist	3.00	Educ Asst I	1.00
Social Worker IV	9.00	Educ Asst II	9.00
Behavioral Hlth Spclt III	10.00	Educ Asst III	20.00
Behavioral Hlth Spclt IV	28.00	Human Svcs Prof IV	1.00
Behavioral Spclt III	2.00	Student Helper	0.48
Behavioral Spclt IV	12.00		
		Total FTE	182.98
Campbell Complex			
Non-Management Positions			
12-Mo Dist Off Tchr	6.00		
Gen Educ/Article VI Tchr	41.00		
Sped Ed Tchr/Pre-school	14.00		
Spec Ed Teacher	82.00		
Speech Pathologist IV	3.00		
Educ Asst II	6.00		
Educ Asst III	86.75		
Health Aide	8.00		
		Total FTE	246.75
Kapolei Complex			
Non-Management Positions			
12-Mo Dist Off Tchr	7.00		
Gen Educ/Article VI Tchr	31.00		
Spec Ed Tchr/Pre-school	7.00		
Spec Ed Teacher	56.00		
Educ Asst II	5.00		
Educ Asst III	56.00		
Health Aide	6.00		
		Total FTE	168.00
Nanakuli Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	18.00		
Sped Ed Tchr/Pre-school	4.00		
Spec Ed Teacher	41.00		
Speech Pathologist IV	1.00		
School Psychologist	1.00		
Communication Aide	1.00		
Educ Asst I	3.50		
Educ Asst II	2.00		
Educ Asst III	36.50		
Health Aide	3.00		
		Total FTE	111.00
Waianae Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	37.00		
Sped Ed Tchr/Pre-school	5.00		
Spec Ed Teacher	79.00		
Psychological Examiner IV	6.00		
School Psychologist	6.00		
Social Worker IV	1.00		
Clerk Typist II	2.00		
Educ Asst I	2.00		
Educ Asst II	5.00		
Educ Asst III	80.00		
Health Aide	6.00		
		Total FTE	229.00
Pearl City Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	25.00		
Sped Ed Tchr/Pre-school	7.00		
Spec Ed Teacher	69.00		
Speech Pathologist IV	2.00		
Communication Aide	1.00		
Educ Asst I	1.00		
Educ Asst II	6.00		
Educ Asst III	66.00		
Health Aide	11.00		
		Total FTE	188.00
Waipahu Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	29.00		
Sped Ed Tchr/Pre-school	10.00		
Spec Ed Teacher	78.00		
Speech Pathologist IV	3.00		
Communication Aide	1.00		
Educ Asst II	3.00		
Educ Asst III	79.00		
Health Aide	7.00		
		Total FTE	210.00

MAUI DISTRICT			
Total District FTE = 694.92			
District Office			
Management Positions			
Educational Director	1.00		
Behavioral Hlth Spclt V	1.00		
District Educ Spec II	4.00		
Mental Health Supervisor I	1.00		
Non-Management Positions			
12-Mo Dist Off Tchr	2.00	Behavioral Spclt IV	10.00
Dist Off Tchr	3.00	Physical Therapist IV	1.00
Speech Pathologist II	1.00	Occ Therapist IV	3.00
Speech Pathologist IV	4.00	Clerk Typist II	1.00
Clinical Psychologist VI	3.00	Secretary II	2.00
School Psychologist	4.00	Educ Asst II	1.00
Behavioral Hlth Spclt III	6.00	Educ Asst III	4.00
Behavioral Hlth Spclt IV	38.00	Human Svcs Prof III	1.00
		Total FTE	68.00
Baldwin Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	16.00	Gen Educ/Article VI Tchr	22.00
Dist Off Tchr	4.00	Dist Off Tchr	1.00
Sped Ed Tchr/Pre-school	4.00	Sped Ed Tchr/Pre-school	7.00
Sped Ed Teacher	33.00	Sped Ed Teacher	47.00
Speech Pathologist IV	3.00	Speech Pathologist IV	4.75
Psychological Examiner IV	1.00	School Psychologist	1.00
School Psychologist	1.00	Social Worker IV	1.00
Social Worker IV	1.00	Clerk Typist II	1.00
Educ Asst I	1.50	Educ Asst I	1.50
Educ Asst III	6.88	Educ Asst II	7.88
Educ Asst III	25.75	Educ Asst III	39.88
Health Aide	4.00	Health Aide	7.00
	Total FTE	Total FTE	141.01
	101.13		
Kekaulike Complex			
Non-Management Positions			
12-Mo Dist Off Tchr		12-Mo Dist Off Tchr	1.00
Gen Educ/Article VI Tchr		Gen Educ/Article VI Tchr	30.00
Dist Off Tchr		Dist Off Tchr	1.00
Sped Ed Tchr/Pre-school		Sped Ed Tchr/Pre-school	9.00
Sped Ed Teacher		Sped Ed Teacher	66.00
Speech Pathologist IV		Speech Pathologist IV	6.00
Psychological Examiner IV		Psychological Examiner IV	1.00
School Psychologist		School Psychologist	3.00
Social Worker IV		Social Worker IV	3.00
Clerk Typist II		Clerk Typist II	1.00
Communication Aide		Communication Aide	0.75
Educ Asst I		Educ Asst I	2.38
Educ Asst II		Educ Asst II	11.25
Educ Asst III		Educ Asst III	47.13
Health Aide		Health Aide	8.00
		Total FTE	190.51
Maui Complex			
Non-Management Positions			
Hana Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	2.00	Gen Educ/Article VI Tchr	14.00
Sped Ed Teacher	4.00	Dist Off Tchr	1.00
Educ Asst II	1.88	Sped Ed Tchr/Pre-school	4.00
Educ Asst III	4.38	Sped Ed Teacher	28.00
Health Aide	1.00	Speech Pathologist III	1.00
	Total FTE	Speech Pathologist IV	2.00
	13.26	Psychological Examiner II	0.50
		Psychological Examiner IV	0.50
		School Psychologist	1.00
		Social Worker IV	1.00
		Communication Aide	1.50
		Educ Asst II	2.13
		Educ Asst III	16.50
		Health Aide	4.00
		Total FTE	77.13
Lahainaluna Complex			
Non-Management Positions			
Lanai Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	6.00	Gen Educ/Article VI Tchr	6.00
Sped Ed Tchr/Pre-school	1.00	Sped Ed Tchr/Pre-school	1.00
Sped Ed Teacher	10.00	Sped Ed Teacher	10.00
Communication Aide	0.75	Communication Aide	0.75
Educ Asst I	0.75	Educ Asst I	0.75
Educ Asst II	2.25	Educ Asst II	2.25
Educ Asst III	3.75	Educ Asst III	3.75
Health Aide	1.00	Health Aide	1.00
	Total FTE	Total FTE	25.50
Molokai Complex			
Management Positions			
District Educ Spec II	1.00	Non-Management Positions	
Non-Management Positions			
Gen Educ/Article VI Tchr	6.00	Gen Educ/Article VI Tchr	6.00
Sped Ed Tchr/Pre-school	1.00	Sped Ed Tchr/Pre-school	1.00
Sped Ed Teacher	15.00	Sped Ed Teacher	15.00
Speech Pathologist IV	1.00	Speech Pathologist IV	1.00
Social Worker IV	1.00	Social Worker IV	1.00
Clerk Typist II	2.00	Clerk Typist II	2.00
Secretary II	1.00	Secretary II	1.00
Communication Aide	0.75	Communication Aide	0.75
Educ Asst I	1.38	Educ Asst I	1.38
Educ Asst II	1.25	Educ Asst II	1.25
Educ Asst III	20.00	Educ Asst III	20.00
Health Aide	4.00	Health Aide	4.00
	Total FTE	Total FTE	55.38

WINDWARD DISTRICT			
Total District FTE = 732.00			
District Office			
Management Positions			
District Educ Spec II	4.00		
Non-Management Positions			
12-Mo Dist Off Tchr	15.00	Physical Therapist IV	1.00
Dist Off Tchr	6.00	Phy Thrps Asst	1.00
Speech Pathologist II	2.00	Occ Thrpy Asst	3.00
Speech Pathologist III	2.00	Occ Therapist IV	2.00
Speech Pathologist IV	29.50	Account Clerk III	1.00
Clinical Psychologist VI	1.00	Clerk Typist II	6.00
School Psychologist	2.00	Secretary II	3.00
Psychological Examiner IV	1.00	Communiation Aide	6.00
Social Worker IV	7.50	Educ Asst III	10.75
Behavioral Hlth Spclt III	9.00	Human Svcs Prof IV	0.50
Behavioral Hlth Spclt IV	28.00		
		Total FTE	107.00
Castle Complex			
Management Positions			
Mental Health Supervisor I	1.00		
Non-Management Positions			
Gen Educ/Article VI Tchr	30.00		
Sped Ed Tchr/Pre-school	13.00		
Spec Ed Teacher	67.00		
School Psychologist	1.00		
Psychological Examiner IV	3.00		
Clerk Typist II	2.00		
Communiation Aide	1.00		
Educ Asst I	2.75		
Educ Asst II	8.75		
Educ Asst III	66.00		
Teaching Asst I	1.00		
Health Aide	10.00		
		Total FTE	206.50
Kahuku Complex			
Non-Management Positions			
Gen Educ/Article VI Tchr	17.00		
Sped Ed Tchr/Pre-school	7.00		
Spec Ed Teacher	37.00		
School Psychologist	1.00		
Clerk Typist II	1.00		
Educ Asst I	3.00		
Educ Asst II	6.25		
Educ Asst III	32.75		
Health Aide	6.00		
		Total FTE	111.00
Kailua Complex			
Management Positions			
Mental Health Supervisor I	1.00		
Non-Management Positions			
Gen Educ/Article VI Tchr	20.00		
Sped Ed Tchr/Pre-school	6.00		
Spec Ed Teacher	45.50		
Psychological Examiner IV	1.00		
School Psychologist	3.00		
Social Worker IV	1.00		
Behavioral Spclt IV	1.00		
Communiation Aide	1.00		
Educ Asst I	1.75		
Educ Asst II	4.75		
Educ Asst III	40.00		
Health Aide	8.00		
		Total FTE	134.00
Kalaheo Complex			
Management Positions			
Mental Health Supervisor I	1.00		
Non-Management Positions			
Gen Educ/Article VI Tchr	21.00		
Sped Ed Tchr/Pre-school	10.00		
Spec Ed Teacher	45.00		
Clerk Typist II	1.00		
Communiation Aide	1.00		
Educ Asst I	2.00		
Educ Asst II	4.75		
Educ Asst III	48.50		
Health Aide	5.00		
		Total FTE	139.25

Appendix D

Classroom Observation Record

Instructions: Visit classroom for 15 minutes. First 5 minutes record identifying information, then observe and script instruction for 10 minutes.

Identification Information				
1. District:	2. School	3. Teacher	4. Observer	5. Date
6. Start Time	7. End Time	8. # of students with IEPs*	9. # of students without IEPs*	10. Number of adults (teacher, EAs, etc)
11. Grade Level	12. Disability Level	13. Type of Class	14. Classroom Location	15. Appropriate Instructional Environment
<input type="checkbox"/> Preschool <input type="checkbox"/> Elementary <input type="checkbox"/> Middle <input type="checkbox"/> High School	<input type="checkbox"/> Mild-Moderate <input type="checkbox"/> Moderate-Severe	<input type="checkbox"/> General Education <input type="checkbox"/> Co-teaching <input type="checkbox"/> Resource Room <input type="checkbox"/> Self-contained <input type="checkbox"/> Separate facility	<input type="checkbox"/> Integrated-with or near age-appropriate GE class <input type="checkbox"/> Centrally located but not with age-appropriate GE <input type="checkbox"/> Separate room	Appropriate amount of: <input type="checkbox"/> Space for movement & flexible groupings <input type="checkbox"/> Age-appropriate furnishings <input type="checkbox"/> Safety <input type="checkbox"/> Lighting <input type="checkbox"/> Noise level
16. State Standard(s) Posted	17. Positive Behavior Expectations Posted	18. Type of instruction	19. Percent of Student Engagement	20. Evidence of Accommodations/ Modifications
<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Large group <input type="checkbox"/> Centers <input type="checkbox"/> Small groups <input type="checkbox"/> 1:1	<input type="checkbox"/> 0-25% <input type="checkbox"/> 26-50% <input type="checkbox"/> 51-75% <input type="checkbox"/> 76-100%	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Describe:
Observation of Instruction and Learning				
21. Classroom Climate	22. Evidence of Functional Living skills instruction:	23. Evidence of standards-based instruction	24. Evidence of Research-Based Instructional Strategies (Mark all observed)	
<input type="checkbox"/> Positive interaction between adults/students <input type="checkbox"/> Social skills actively taught, practiced, and reinforced <input type="checkbox"/> Rituals and routines contribute to orderliness <input type="checkbox"/> Transitions smooth and timely	<input type="checkbox"/> Living Skills <input type="checkbox"/> Functional Academic <input type="checkbox"/> Leisure <input type="checkbox"/> Career/vocational <input type="checkbox"/> Community Based Instruction: <input type="checkbox"/> Transition <input type="checkbox"/> Other (describe)	<input type="checkbox"/> Instructional objectives posted in classroom <input type="checkbox"/> Objectives/Learning targets in student friendly language <input type="checkbox"/> Teacher refers to instructional objective during classroom instruction <input type="checkbox"/> Use of standards-based texts/materials	<input type="checkbox"/> Identifying similarities & differences <input type="checkbox"/> Summarizing and note taking <input type="checkbox"/> Reinforcing effort & providing recognition <input type="checkbox"/> Homework & practice <input type="checkbox"/> Nonlinguistic representation <input type="checkbox"/> Cooperative learning <input type="checkbox"/> Setting objectives & providing feedback <input type="checkbox"/> Generating & testing hypothesis <input type="checkbox"/> Questions, cues and advanced organizers	

Observation of Instruction and Learning	
Overall Classroom Description:	
Script	
Teacher	Student

Appendix E

Interview Protocols by Role

COMPLEX AREA SUPERINTENDENT INTERVIEW

COMPLEX AREA
NAME:
TITLE:

INTERVIEWER:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. What are the strengths of the state's special education programs and services?

Prompts:

(c) Student level?

(d) Systems level?

- State level special education
- Complex or district level

2. What is the nature of the communication between you and state level administrators concerning special education?

Prompt:

- How do you interact with state level procedural manual?

3. Describe the complex area's role in monitoring and correcting non-compliant special education results.

4. What are some current efforts or initiatives to address the achievement gap between students with disabilities and students without disabilities.

Prompt:

- Complex level

5. What strategies or plans have been implemented in your complex area to improve outcomes for students with disabilities?

Prompt:

- Use of data driven methods?

6. In your experience, what are some of the issues (i.e., challenges) of the special education system?

Prompts:

(a) Student level?

(b) Systems level?

- State level special education
- Complex or district level

7. What is your approach to resolving issues?

8. How has your area complex has collaborated with other agencies to improve outcomes for students with disabilities?

Prompts:

- University of HI
- community agencies
- other state agencies
- parent advocacy groups

DISTRICT EDUCATION SPECIALISTS INTERVIEW

DISTRICT:
SCHOOL:
NAME:
TITLE:

INTERVIEWER:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. Who supervises your daily work?

Prompts:

(a) From where do you get your directives?

2. What are the strengths of the state's special education programs and services?

Prompts:

- a) Student level?
- b) Systems level?

- State level special education
- Complex or district level

3. What is the nature of the communication between your office and site administrators concerning special education?

Prompt:

a) How do you interact with state level procedural manual?

4. What strategies or plans have been implemented in your complex area/district to improve outcomes for students with disabilities?

Prompt:

a) Use of data driven methods?

5. Over the course of last year, what type of professional development did you receive?

Prompts:

a) How do you stay current in training?

- b) How are professional development needs determined?
 - c) Technical assistance to school site?
6. In your experience, what are some of the issues (i.e., challenges) of the special education system?

Prompts:

- a) Student level?
- b) Systems level?
 - State level special education
 - Complex or district level

GENERAL EDUCATION TEACHER INTERVIEW

DISTRICT:

INTERVIEWER:

SCHOOL:

NAME:

TITLE:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. What are the strengths of the state's special education programs and services?

Prompts:

- a) Student level?
- b) Systems level?
 - State level special education
 - Complex or district level

2. In the past year, what training or supports have you received to help you work with special education students in your classroom?

Prompts:

- a) How are your training needs determined with respect to working with students with disabilities?

3. In the past year, how have you used student data to help make instructional decisions for students with disabilities?

4. What types of opportunities do you have to collaborate with special education teachers?

5. In your experience, what are some of the issues (i.e., challenges) of the special education system?

Prompts:

- a) Student level?
- b) Systems level?
 - i. State level special education
 - ii. Complex or district level

RELATED SERVICE PROVIDER INTERVIEW

DISTRICT:
SCHOOL:
NAME:
TITLE:

INTERVIEWER:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. What are the strengths of the state's special education programs and services?
2. Describe the procedure used at your school to identify a student as eligible for special education services.
3. How are students with disabilities involved in school-wide activities?
4. What kind of training would help you to improve outcomes for the students you serve?
5. What challenges do you have in doing your job?
6. Describe an incident or occasion when you consulted and utilized the written special education operating procedures/guidelines. Were the procedures clear and helpful? Do you have any suggestion for improving the written operating procedures?
7. Explain how you have collaborated with contractors who provide services to students with disabilities.
8. What is the nature of your communication with parents?
9. What challenges exist in maintaining special education legal and procedural compliance?

Secondary Only:

What is your role in developing post-secondary transition plans?

SPECIAL EDUCATION TEACHER INTERVIEW

DISTRICT:
SCHOOL:
NAME:
TITLE:

INTERVIEWER:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. Who supervises your daily work?

Prompts:

a) From where do you get your directives?

2. What are the strengths of the state's special education programs and services?

Prompts:

a) Student level?

b) Systems level?

- State level special education
- Complex or district level

3. What is the nature of the communication between you and site administrators concerning special education?

Prompt:

a) How do you interact with state level procedural manual?

4. What are some examples of strategies you use to help your students access the core curriculum?

Prompts:

a) Clear plan within the district of ensuring access?

b) Clear understanding of service and placement options?

5. Over the course of last year, what type of professional development did you receive?

Prompts:

- a) How do you stay current in training?
 - b) How are professional development needs determined?
 - c) Technical assistance to school site?
6. In your experience, what are some of the issues (i.e., challenges) of the special education system?

Prompts:

- a) Student level?
 - b) Systems level?
 - State level special education
 - Complex or district level
7. In your experience, what types of opportunities do you have to collaborate with general education teachers?

Prompt:

- a) Opportunities for general education to learn about the instructional needs of students with disabilities?

STUDENT SERVICES COORDINATOR INTERVIEW

DISTRICT:
SCHOOL:
NAME:
TITLE:

INTERVIEWER:

DATE:

PRIMARY RESPONSIBILITIES FOR SPECIAL EDUCATION:

1. Who supervises your daily work?

Prompts:

a) From where do you get your directives?

2. What are the strengths of the state's special education programs and services?

Prompts:

b) Student level?

c) Systems level?

- State level special education
- Complex or district level

3. What is the nature of the communication between your office and site administrators concerning special education?

Prompt:

a) How do you interact with state level procedural manual?

4. Describe the procedure used at your school to identify a student as eligible for special education services.

5. Explain your role in working with contractors who provide services to students with disabilities.

6. In your experience, what are some of the issues (i.e., challenges) of the special education system?

Prompts:

a) Student level?

b) Systems level?

- State level special education
- Complex or district level

Secondary Only:

What is your role in developing post-secondary transition plans?



1107 9th Street
Sacramento, California 95814



Hawaii State Department of Education Information about ESEA Flexibility

Why now?

- Authorized funding levels for the *Elementary and Secondary Education Act (ESEA) of 1965*, as amended by the *No Child Left Behind Act of 2001*, ended on September 30, 2007
- Congress must authorize new funding levels for ESEA programs and has the option of amending the law to improve its impact on student achievement
- Flexibility involves the use of temporary "waivers", granted pursuant to section 9401 of the ESEA, to improve the law's impact on student achievement without Congressional action

What does it accomplish?

- Gives highest priority to improving the "lowest-performing schools in the State"
 - At least 5% of Title I schools in the State must be identified as "priority schools"
 - Title I schools must be ranked according to their proficiency rate on statewide assessments **and** their progress (or lack of progress) on statewide assessments over a number of years
 - Title I high schools with a graduation rate less than 60% over a number of years must be identified as "priority schools"
- Focuses improvement efforts on schools with the largest "achievement gap" in the State
 - At least 10% of Title I schools in the State must be identified as "focus schools"
 - Title I schools must be ranked according to the gap between their highest and lowest achieving students as measured by proficiency rate on statewide assessments **and** by graduation rate
 - Title I high schools with a graduation rate less than 60% over a number of years must be identified as "focus schools"

How does it work?

- The State may set new proficiency rate *objectives* and use other measurable criteria to determine adequate *progress* in reading and math each year and over a number of years, but it must employ certain interventions at priority schools
 - Replacing the principal or giving the principal more control over scheduling, staff, curriculum, and budget decisions
 - Identifying and retaining effective teachers, and preventing ineffective teachers from transferring to other schools
 - Making changes to the school day, week, or year in order to create more time for student learning and teacher collaboration
 - Converting a DOE school to a public charter school operated and managed by a local school board or a nonprofit organization
 - Closing a school and enrolling the students who attended that school in other schools, including public charter schools, that are higher achieving
- The State may use certain categorical funds to improve priority and focus schools the State determines to be "most in need of additional support" instead of carrying out the narrowly defined purposes of specific federal programs

Quid pro quo

- The State must agree to certain conditions that the USDOE has identified as being essential to improving student academic achievement and increasing the quality of instruction
 - Measure student achievement of college- and career-ready standards in reading and math each year and over a number of years
 - Evaluate teacher and principal effectiveness using student achievement of college- and career-ready standards in reading and math
 - Relieve schools of duplicative and burdensome reporting requirements that have little or no impact on student achievement

Information and emails

- For more information, visit hawaii.doe.org under "ESEA Flexibility."
- Send an email to NCLBFLEX@notes.k12.hi.us to sign up for ESEA Flexibility updates and upcoming community engagement events, including a survey.