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Hawaii Teacher Compensation Study and Recommendations

Prepared for

Hawaii Department of Education

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I. Introduction

Following a request for proposals (RFP) process, Augenblick, Palaich and Associates (APA) was contracted by the Hawaii Department of Education (HIDOE) to conduct a study of teacher compensation in the state. The study was intended to examine teacher salaries in Hawaii as well as the overall structure of the compensation system by reviewing national policy recommendations, engaging stakeholders, examining Hawaii's teacher workforce data, and comparing Hawaii teacher salaries to a series of comparison districts. APA previously conducted a teacher compensation and retention study for HIDOE in 2014 that will briefly be reviewed in a following section.

APA Background

Since 1983, APA has worked with policymakers nationwide to evaluate important policy decisions in education. As a leader in the school finance policy arena for nearly two decades, APA has worked with numerous states and school districts on teacher compensation issues, including designing, implementing, and evaluating the latest in teacher compensation systems. APA has ongoing work with several districts to help them understand how competitive their compensation systems are within the local labor market in which they compete for teacher talent. APA staff are also aware that there is a heightened awareness nationally of the need to adequately compensate educators to ensure the best teachers can be recruited and retained in our schools.

Review of Prior Study

In 2014, APA was asked to examine Hawaii teacher compensation and retention. Similar to the current study, this included examining the flow of teachers in the profession (workforce analysis); comparing Hawaii teacher salaries to other similar districts; and examining additional compensation benefits, such as stipends and retirement contributions. For the purposes of the 2014 study, the twelve comparison districts were primarily chosen for being of similar size, as requested by the state. Salary comparisons were presented as unadjusted figures, as well as adjusted by two measures of relative cost differences between districts: 1) a Comparative Wage Index (CWI) that measures regional cost differences between districts based on the differences in wages for professions comparable to teaching that, in theory, are related to the attractiveness of a location; and 2) a cost-of-living measure.

APA found that the two adjustments for geographic cost differences told two very different stories. Adjusting for CWI, Hawaii's salaries were more competitive than comparison districts since Hawaii's CWI figures are lower than the comparison districts. In contrast, Hawaii's cost of living was dramatically higher than the comparison districts and after adjusting for it, Hawaii's salaries were lower than the salaries for all twelve comparison districts at all comparison points. The differing results, based on the two regional adjustments, suggested that it may be easier to attract personnel to Hawaii than might be expected, but once in Hawaii, teachers face a very high cost of living.

APA did not make specific salary recommendations in the 2014 study but made a number of other recommendations. These recommendations included adjusting the number of classes and steps in the salary schedule to better compensate for teacher experience and increasing stipend levels.

Overview of Study Tasks and Report

APA conducted several key study tasks as part of the current study that are included in this report:

Completed a detailed literature review of teacher compensation recommendations from policy and research centers, professional associations, and the U.S. Department of Education. APA reviewed all available sources to identify recommended pay structures that are considered effective in achieving desired outcomes. This included examining the recommendations of the Consortium for Policy Research in Education, Federal Teacher Incentive Fund (TIF) Grantees' Plans, Linda Darling Hammond/Learning Policy Institute, National Center for Education and the Economy (NCEE), National Council on Teacher Quality (NCTQ), National Education Association and the Teacher Advancement Program (TAP). This detailed literature review is presented in Chapter II.

Engaged stakeholders to understand how educators and the community view teacher recruitment, retention, and compensation issues in Hawaii. The study team conducted eight in-person listening sessions in four locations in Hawaii (two locations on Oahu, one on Hawaii Island, and one on Maui), as well as administered a statewide online survey to engage educators, parents, students, and community members. Details on feedback questions, participation, and results can be found in Chapter III.

Examined hiring and retention trends in the state. APA created a teacher-level database to understand the flow of teachers into and out of Hawaii for the past five years. This analysis included information on the experience and education levels of teachers, and the relationship between these factors and teacher placement on the salary schedule. The teacher flow analysis is included in Chapter IV.

Examined Hawaii's compensation competitiveness against comparable districts across the country. The selection of comparison districts was distinct for this study compared to the 2014 study. Instead of selecting one comparison group primarily due to district size, APA selected three comparison groups for this study: 1) comparison districts based upon district and workforce size (this comparison group was identified in the RFP and included districts with at least 165,000 students and 10,000 to 14,000 teachers); 2) districts with similarly high cost of living to Hawaii; and 3) districts that had other similarities to Hawaii such as having high levels of attraction (as measured by their CWI) compared to their cost of living, suggesting relative attractiveness of locations (as was the case for Hawaii in the prior study). Once the comparison districts were identified, APA reviewed each district's compensation plan, then compared thirteen data points on Hawaii's salary schedule to the comparison districts' schedules, based on the current distribution of teachers in Hawaii, focusing on the education and experience areas with large numbers of Hawaiian teachers. All comparisons included both unadjusted and cost-of-living-adjusted comparison figures. Salary comparisons are presented in Chapter V.

This report concludes with a series of recommendations in Chapter VI.

II. Teacher Compensation Recommendations of Policy/Research Centers, Professional Associations, and the U.S. Department of Education

This chapter summarizes an APA review of teacher compensation recommendations from policy and research centers, professional associations, and the U.S. Department of Education. For more than a decade, local school districts and states have explored compensation alternatives to the standard teacher salary schedule to address concerns about attracting and retaining high-quality educators. These efforts have taken a range of forms, from incremental change, such as add-ons to existing teacher salary schedules, to wholesale reimagining of educator compensation. States, local districts, policy think tanks, and teachers' unions have all contributed to the development of guiding principles and/or comprehensive plans. Several of these plans are described below.

In general, alternative teacher pay plans have focused on four primary components:

- **Performance pay.** This component of teacher pay provides raises or pay bonuses typically based on some measure of student performance (student performance on state assessments [using either growth or status measures] is the measure used most often). Student performance may be calculated at the individual teacher/classroom level, instructional team level, or school level.
- **Professional growth pay.** This component is based on some measure of growth in a teacher's professional knowledge and skills or instructional quality. In some cases, the measure consists of evidence that a teacher engaged in an approved course of professional development (PD), in others, it may consist of their rating from a standards-based evaluation process.
- **Assuming additional responsibilities.** This component rewards teachers for assuming additional responsibilities, such as serving as a mentor to new or struggling teachers, serving as an instructional coach in a particular subject area, or taking on other tasks, such as curriculum development, designing and presenting school-based professional development, or managing a school's administration of assessments.
- **Market-based incentives.** This component most commonly provides additional pay to teachers who teach in hard-to-fill subject areas, such as math, science or special education; or who teach in hard-to-staff schools, such as those with concentrations of high-need students.

School districts have also taken different approaches to how they apply some or all of these components in their compensation system. Most often, one or more of these components are provided as an add-on to a district's traditional salary schedule. The additional pay may take the form of a one-time bonus added to a teacher's regular salary (as determined by the district's salary schedule) that must be earned each year. In other cases, the supplemental pay may be added to a teacher's base salary, constituting a permanent raise. Most states and districts participating in the federal Teacher Incentive Fund grant program followed this approach.

Alternatively, some districts have elected to scrap their traditional salary schedule and replace it with an entirely new teacher pay system incorporating some combination of the components described above. These have tended to be larger urban districts, such as Denver, Baltimore, Washington, D.C., and Austin.

Examples of Teacher Pay Plans

This section provides examples of teacher pay plans reviewed by the study team. These examples are not intended to be an exhaustive catalog of teacher pay plans, rather they illustrate the variety of teacher pay approaches (and the elements of those approaches) developed and suggested by these groups.

National Center for Education and the Economy (NCEE)

NCEE has developed a career ladder compensation model based on findings from its Center on International Education Benchmarking study of the educational systems of high-performing nations, including Shanghai-China, Singapore, Finland, Japan, and others.¹ NCEE's compensation model consists of a career ladder with salary increases based on progress toward earning National Board of Professional Teaching Standards (NBPTS) certification. The top rungs of the ladder require assuming additional responsibilities along with reduced classroom teaching time. Only a small percentage of teachers will reach the top two rungs.

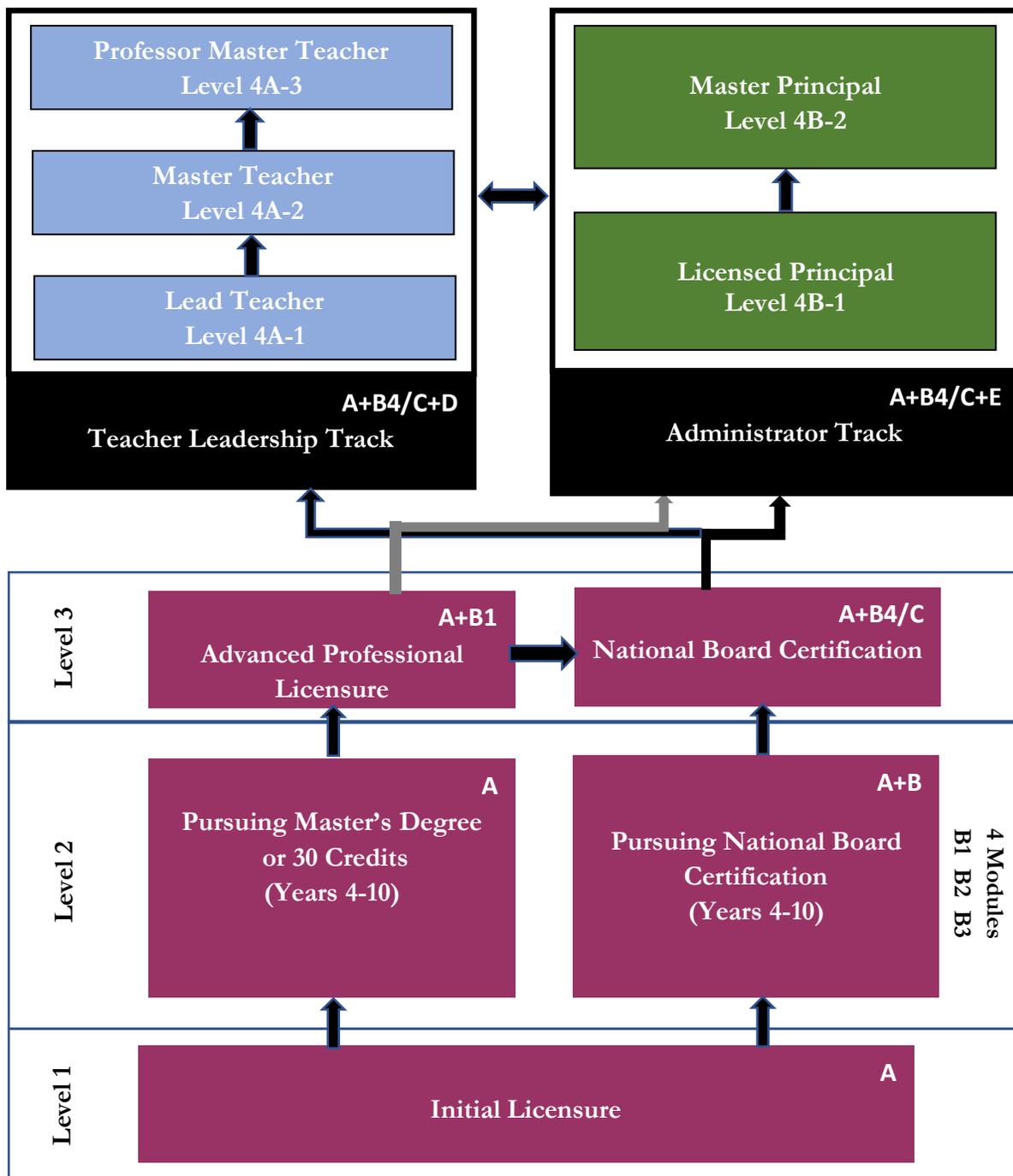
- The only other mechanisms for earning salary increases besides moving up the career ladder are: 1) cost-of-living increases; and 2) renewal of NBPTS certification, which is required every five years. A new Maintenance of Certification renewal process is being implemented in 2020-2021 by NBPTS.
- An alternative advanced state licensure path is available for teachers who are unable to earn NBPTS certification. However, earnings potential is lower on this pathway than the NBPTS pathway.
- The plan promotes paying significantly higher salaries based on the average salaries of comparable nonteaching positions requiring similar education identified by Allegretto, Corcoran and Mishel (2004).² Their estimate of national average wages for comparable occupations (inflated to 2019 dollars) was \$70,532. For public school teachers, their estimated national average salary was \$61,918, for a difference of \$8,614. In comparison, the NEA's estimated national average teacher salary for 2019 was \$61,730 (The NEA's average salary for Hawaii is \$59,757).

The value proposition of this plan proposes significantly raising teacher salaries in return for increased professionalism throughout the teaching profession. Higher salaries will also support the attraction and retention of top high school and college students into teaching.

¹ See <http://ncee.org/what-we-do/center-on-international-education-benchmarking/comparative-data-for-top-performing-countries/>.

² Allegretto, S. A., Corcoran, S. P. & Mishel, L. (2004). *How Does Teacher Pay Compare? Methodological Challenges and Answers*. Washington, D.C.: Economic Policy Institute

Proposed NCEE Career Ladder Model for Maryland³



³ Kirwan Commission, *Working Group 2: High Quality Teachers and Leaders*, September 2018

Dr. Linda Darling Hammond/Learning Policy Institute

Dr. Darling Hammond and the Learning Policy Institute (LPI) do not propose a specific compensation model. However, Dr. Darling Hammond was involved in the international research supported by NCEE described above and has spoken in support of a “coherent career continuum for teachers, back-mapped from a set of standards of what teachers should know and be able to do...” This suggests she is supportive of career ladders under which teachers earn promotions and salary increases based on the quality of their instruction and their professional knowledge and skills.

The recommendations advocated by Dr. Darling Hammond and the LPI consist of:⁴

- Promoting higher salaries generally and greater funding equity across districts, particularly for high-need districts and schools.
- Raising both teacher quality and salaries simultaneously — higher credentialing standards and expectations in exchange for higher salaries.
- Providing other financial incentives for teachers, such as student loan forgiveness plans, childcare subsidies, housing supports, and part-time work for post-retirement teachers.

National Education Association

The NEA established principles for guiding development of any professional pay plan and also provided an example of what it calls the Professional Growth Salary Schedule.

The NEA’s guiding principles for professional pay plans consist of the following:⁵

- **Base salary:** A professional growth salary schedule must start with a professional-level salary of at least \$40,000 for all beginning teachers entering the classroom. Teachers should be able to reach their "maximum" salary on the schedule within ten years.
- **Association involvement:** The schedule must be co-created or designed with teachers through collective bargaining or, where there is no collective bargaining, agreed to by the organization representing teachers, and it must allow for the strictly voluntary participation of current teachers.
- **Salary levels (tiers):** A professional growth salary schedule must contain several levels through which teachers progress that are based on prescribed skills, knowledge, licenses, certifications, degrees, responsibilities, and/or accomplishments. Each level should build on previous ones and contain salary increases for specified time periods within each level.
- **Advancement through the levels:** Generally, early levels on the schedule should be linked to the probationary period of employment and advancement through the levels should be required. Movement through later levels may be voluntary.
- **Linked to quality professional development:** A professional growth salary schedule must be linked to a PD system that has been locally developed with teachers and tied to quality PD standards, such as those of the National Staff Development Council (NSDC). The schedule should clearly define what will be measured and how those measurements will be conducted.

⁴ See <https://learningpolicyinstitute.org/product/teacher-shortage-what-districts-can-do-factsheet>

⁵ <http://www.nea.org/home/74654.htm>

- **Knowledge and skills:** The professional growth salary schedule should be tied to locally developed, research-based, professional learning opportunities for developing knowledge and skills targeted to the needs of the students.
- **Funding:** A professional growth salary schedule must have adequate and sustainable sources of funding, both initially and on an ongoing basis. Grants should be viewed only as temporary resources that are not capable of sustaining a career salary program.
- **Accessibility:** Any professional growth salary schedule should be accessible to everyone who is eligible, without quotas.
- **Flexibility:** There is no single model for professional growth salary schedules. Schedules should be locally bargained, or where there is no collective bargaining, agreed to with the organization representing the teachers. Proposed schedules must be flexible and structured for the contexts in which they will be implemented.
- **Transparency:** The schedule must be understandable to teachers and the public.
- **Program assessment:** There must be an annual assessment of the schedule to determine its effectiveness in improving teacher salaries, teaching quality, and the recruitment/retention of quality staff. The schedule’s administrative efficiency and cost-effectiveness should also be examined each year. The association must be involved in all stages of these assessments, including identifying criteria that will be assessed.
- **Definition of those in the system:** When implementing a professional growth salary schedule, all parties must agree on and clarify who is eligible to participate.

Professional Growth Salary Schedule. The NEA developed the following career ladder plan (2009) as an example of a plan adhering to its Pay Plan Principles. Teachers may advance up four different rungs, with advancement dependent on successful evaluations, acquisition of relevant knowledge and skills, and earning of appropriate state or national credentials. Measures of student performance, at the classroom, team or school levels, do not serve as criteria for advancement.

Table 1.
NEA Professional Growth Salary Schedule

Level	Minimum Entry Criteria	Duration	Duties	Movement
Accomplished	At least 5 years of teaching experience, NBPTS certification	May remain in level for entirety of teaching career	Full teaching schedule or reduced schedule with leadership responsibilities	None
Professional	Emerge from probationary period with professional license, completion of Provisional and Emerging levels	Begins year 5 of career, may remain in level for entirety of teaching career	Full teaching schedule, progress toward advanced degree, teacher leadership roles	Achieve NBPTS certification

Level	Minimum Entry Criteria	Duration	Duties	Movement
Emerging	Initial licensure and at least 1 year as Provisional teacher	2-3 years	Full teaching schedule with continuing induction/mentoring	Successful evaluations, recommendation to move to Professional Level
Provisional	Bachelor's and initial licensure	1-2 years	Reduced teaching schedule with required induction activities	Successful evaluations

Consortium for Policy Research in Education (CPRE)

CPRE proposed a knowledge and skills-based pay model that rewards development of knowledge and skills in:

- Content, curriculum, and instruction.
- Indirect instructional functions, such as curriculum development, professional development, student advising, and parent engagement.
- School management skills, such as strategic planning, evaluation, running meetings, and managing budgets.
- Engagement in professional communities both internally and externally, including state and national professional associations and professional networks.

The structure of the model may take many forms, including:

- Bonuses or stipends overlaid on a traditional teacher salary schedule.
- Alternative compensation plans that replace the traditional salary schedule. These may take the form of a career ladder, with movement up the rungs predicated on the demonstrated mastery of knowledge and skills aligned with the priorities of the district and/or school.

A proposed comprehensive knowledge- and skills-based pay model suggested by CPRE (Odden and Kelley, 2002) is presented below.⁶

Table 2.
Odden and Kelley Comprehensive Knowledge and Skills-Based Pay Model

Category	Criteria for Entering Category	Required Knowledge and Skills
National Board Certified	NBPTS certification	Master educator, license in shortage area
Advanced	State or district performance assessment	License in second subject
Proficient	State or district performance assessment	Approved MA in license or content area
Developing Professional	Full state licensure	Expertise required by school program/approach
Basic (stay in category up to 3-5 years)	State or district performance assessment	Specific district expertise such as curriculum development
Entry Level (stay in category only 1-2 years)	Completion of pre-service training, initial state licensure	Site specific expertise such as EL, interventions, etc.

⁶ Odden, A. & Kelley, C. (2002). *Paying Teachers for What they Know and Do: New and Smarter Compensation Strategies to Improve Schools* (2nd ed.). Thousand Oaks, CA: Corwin Press.

Federal Teacher Incentive Fund (TIF) Grantees' Plans

Researchers from the National Center on Performance Incentives (Heyburn, Lewis & Ritter, 2010)⁷ carried out a study of the compensation design elements of TIF grantee plans between 2006 and 2010. The plans developed by grantees were required to follow federal program guidelines, including the use of performance criteria that included, at least in part, measures of student learning such as value-added. The two primary components of TIF grantees' compensation plans included:

- Performance awards
- Market-based incentives (for example, hard-to-staff subject areas and/or schools)

The majority of plans implemented performance awards for individual teachers and school-wide. A smaller number of grantees included a teacher team incentive or provided an incentive only at one unit, such as only teachers, schools, or teams. Most grantees layered the performance and market incentives over their traditional teacher pay schedule, although some also modified their traditional salary schedule by reducing the number of steps, lanes, or both.

National Council on Teacher Quality (NCTQ)

NCTQ does not present a specific plan, but it does track state policies related to teacher compensation provisions for performance pay, market incentives, and other alternatives to experience and credits or degrees earned (see <https://www.nctq.org/>). Their publication highlights Louisiana and Utah as having promising compensation-related policies. Louisiana is highlighted because state pay policy is based on: 1) teacher effectiveness, 2) experience, and 3) market (e.g. hard-to-staff subjects and schools). Utah bases salary increases on teachers' evaluation ratings and on market factors, such as hard-to-staff subjects and schools.

Stemming from its experience and knowledge of state policies, NCTQ has generated the following recommendations:

- Compensating teachers strategically requires all states to take a holistic approach to teacher compensation. Such an approach should ensure districts consider additional compensation for effective performance; teaching in high-need schools and subjects; and relevant, prior, nonteaching work experience.
- As a preliminary action, states should:
 - Provide districts with the flexibility to set pay structures and scales, while preserving the right to establish an adequate minimum salary.
- States should then:
 - Set parameters regarding district considerations for developing compensation systems, including considerations related to teacher effectiveness, teaching in high-need schools and shortage subject areas, and relevant, prior, non-teaching work experience; and

⁷ Heyburn, S., Lewis, J. & Ritter, G. (2010). *Compensation Reform and Design Preferences of Teacher Incentive Fund Grantees*. Nashville, TN: National Center on Performance Incentives, Peabody College, Vanderbilt University.

- Work with districts to identify funding, either at the state or district level, and support successful implementation of such policies so that their impact can be fully realized.
- Even in a resource-constrained environment, states have the opportunity to be strategic about how compensation resources are allocated.

Economic Policy Institute

The Economic Policy Institute (EPI) published a two-book series on alternative teacher compensation, in particular performance pay (Adams, Heywood & Rothstein, 2009; Moore Johnson & Papay, 2009).⁸ Following their review of research and practice in both the private and education sectors, the authors developed a pay plan designed to improve recruitment and retention, incentivize career-long personal development, and enhance the capacity of schools. This plan, entitled the Tiered Pay-and-Career Structure, consists of four tiers. To move across the tiers, teachers must continuously develop their knowledge and skills and take on additional roles and responsibilities in support of their schools and districts. The plan is also predicated on providing substantially higher teacher pay.

Table 3.
Tiered Pay-and-Career Structure

Tiered Pay-and-Career Structure
Tier 4 School and District Leaders
Tier 3 Master Teachers and School-Based Leaders
Tier 2 Professional Teachers with Tenure
Tier 1 Probationary Teachers

- The plan envisions several annual pay steps within each tier in which teachers would receive a retention raise similar to steps in traditional salary schedules. Advancement up steps requires receiving a proficient or equivalent evaluation rating.
- Teachers would be required to move from Tier 1 to Tier 2 within a state-law mandated period for earning tenure — typically 2-3 years. Teachers could remain in Tier 2 indefinitely as long as they continue to receive satisfactory evaluations. Once a teacher reaches the top step, the only source of raises would consist of across the board cost-of-living adjustments or by earning other incentives offered by the district.
- Moving from one tier to the next results in a significant pay raise. They propose similar increases to those paid for promotions in other fields.
- The plan also proposes new roles for teachers. Generally, Tier 3 is designed to reward teachers for sustained high levels of pedagogy, student performance, and support for the development of

⁸ Adams, Scott J., Heywood, John S. and Rothstein, R. (2009). *Teachers, Performance Pay, and Accountability: What Education Should Learn from Other Sectors* (EPI Series on Alternative Teacher Compensation Systems, No. 1). Washington, D.C.: Economic Policy Institute. Moore Johnson, S. & Papay, J. P. (2009). *Redesigning Teachers Pay: A System for the Next Generation of Educators* (EPI Series on Alternative Teacher Compensation Systems, No. 2). Washington, D.C.: Economic Policy Institute.

their fellow teachers. Focus, however, is on growing their own capabilities and high levels of performance within their own classroom. Tier 3 teachers also form a pool of potential master teachers from which are selected teachers for school-based leadership roles. These master teachers remain on the Tier 3 pay scale and receive additional stipends and/or release time while serving in the leadership role.

- Tier 4 is designed to reward continued excellent performance in the classroom and for obtaining additional qualifications required to assume leadership roles in the school or district. Teachers in this tier are viewed as pedagogical/instructional leaders, with greater focus and opportunity for working with other teachers than is found in Tier 3. Tier 4 teachers are also eligible for selection to work on special assignments, typically limited-term projects, such as curriculum development.

Two related components aligned with the career ladder described above consist of:

1. Incentives and awards
 - a. Performance awards: They dismiss individual awards due to issues around testing and value-added. Instead, they recommend schoolwide awards,
 - b. Market-based incentives: These focus on hard-to-staff subject areas and schools.
2. Learning and Development Fund: This provides significant funding for aligned PD, release time, other forms of professional learning.

Teacher Advancement Program (TAP)

TAP was developed with support of the Milken Foundation and is now featured by the National Institute for Excellence in Teaching (NIET). TAP is based on the following four elements:

1. Multiple career paths.
2. Ongoing applied professional growth.
3. Instructionally focused accountability.
4. Performance-based compensation.

The TAP model was adopted by a number of TIF grantee districts and states. In most cases, the TAP compensation elements were add-ons to traditional salary schedules or modified traditional salary schedules. TAP plan elements (see <https://www.niet.org/our-work/our-services/show/the-tap-system-for-teacher-and-student-advancement>) consist of:

- **Multiple Career Paths.** TAP allows teachers to pursue a variety of positions, such as mentor or master teacher, throughout their careers. As teachers move up the ranks, their qualifications, roles and responsibilities increase along with their compensation. This provision allows good teachers to advance professionally without having to leave the classroom and develops expert teacher leaders within schools to provide support to colleagues.
- **Ongoing Applied Professional Growth.** TAP provides teachers with a system of professional learning that is ongoing, job-embedded, collaborative, student-centered, and led by expert instructors. TAP restructures the school schedule to provide time during the regular school day for teachers to meet, learn, plan, mentor, and share with peers. The meeting is led by a master

teacher who is an expert in the content area. Weekly sessions are focused on the individual needs of teachers and students, as determined by data and student work. Teachers collaborate on strategies for how to most effectively utilize the curriculum and teach in a way that helps students acquire the depth of knowledge required by state academic standards.

- **Instructionally Focused Accountability.** As a complement to regular professional learning, TAP provides a comprehensive system for observing and providing feedback to teachers. Support is centered around the *TAP Teaching Skills, Knowledge and Responsibilities Performance Standards* — a research-based rubric based on indicators in four domains. TAP also provides ongoing training, mentoring, and classroom support during the school day to help teachers meet these standards.
- **Performance-Based Compensation.** TAP changes the current pay system by providing additional compensation to teachers based on new roles and responsibilities, evaluations, and/or the performance of their students. Teachers can earn annual bonuses based on their observed skills, knowledge, and responsibilities, their students' average achievement growth, and schoolwide achievement growth. Master and mentor teachers receive additional compensation based on their added roles and responsibilities (Note: principals may also earn additional compensation based on schoolwide achievement growth and other measures of effectiveness).

Conclusions

For more than two decades, researchers, policymakers and practitioners have been working on approaches to move teacher pay beyond the traditional salary schedule based on years of experience and postsecondary credits and degrees. A range of organizations have developed alternative plans that incorporate concepts, such as performance pay, market incentives, demonstration of enhanced professional knowledge and skills, or assumption of additional responsibilities beyond the classroom. In some cases, one or more of these concepts have been layered on top of the traditional salary schedule; in others, the salary schedule has been replaced entirely by another structure, such as a career ladder. This section of the report presented a range of alternative plans representing the best thinking from seven organizations representing academia, independent think-tanks, teacher associations, and government.

III. Stakeholder Feedback on Hawaii’s Teacher Compensation System

This chapter discusses stakeholder feedback gathered through both in-person listening sessions and an online survey. HIDOE promoted the listening sessions and the survey through communications and social media channels. The listening sessions and survey were focused on hearing from educators; however, feedback was welcome from any member of the public.

Overview of Stakeholder Engagement Process

Both the listening sessions and the online survey were focused on gathering feedback in the following question areas:

1. What factors do you think impact the state’s ability to attract and retain teachers?
2. What concerns do you have about teacher compensation in Hawaii? What changes, if any, would you like to see?
3. What factors should be considered to determine a teacher’s salary/incentive pay?
 - a. Education: degree from a State Approved Teacher Education Program (SATEP) program? 4-year degree? certification in a specific field?
 - b. Experience: teaching (in HI and/or in other states)? other relevant work/military experience?
 - c. Performance: student and/or school outcomes?
 - d. Professional growth: courses, National Board certification, specific knowledge and skills (such as “badging” or “micro-credentialing”) and/or performance evaluation ratings?
 - e. Assuming additional responsibilities: leadership, curriculum or mentoring positions?
 - f. Market-based incentives: hard-to-staff schools or locations, hard-to-fill subject areas?
4. What other feedback would you like to share?

Listening Sessions

The study team conducted a series of eight educator listening sessions during the week of September 23, 2019, in four different locations in Hawaii.

Table 4.
Listening Sessions Dates and Locations

Date	Sessions	Location
Monday, September 23, 2019	4:00-5:30 pm 6:00-7:30 pm	Oahu, McKinley Community School for Adults
Tuesday, September 24, 2019	4:00-5:30 pm 6:00-7:30 pm	Oahu, Kapolei High School
Wednesday, September 25, 2019	4:00-5:30 pm 6:00-7:30 pm	Maui, Baldwin High School
Thursday, September 26, 2019	4:00-5:30 pm 6:00-7:30 pm	Hawaii Island, Keaau High School

Approximately 350 individuals participated in the listening sessions and nearly all were teachers.

Each session included a brief introduction to the study, then provided educators the opportunity to give their feedback on the state’s current teacher compensation system via an “open mic” listening session structure to provide feedback in any area of concern.

Online Survey

About 2,100 responses were received from the online survey. Respondents were first asked if they were an educator, parent, or community member, and they could select all that applied. Of those responses, 88 percent identified as educators. Primarily, these educators were teachers or other instructional staff members (89 percent), with an additional 6 percent identifying as student support professionals. The remaining educator responses were from school administrators, other school staff members and district staff members, or educators indicating another role (1-2 percent of responses each).

Of the remaining 12 percent of respondents that did not identify as educators: 6 percent were parents and 6 percent were other community members, including students. Fifty-seven percent of respondents were from Oahu, 21 percent were from Hawaii Island, 13 percent were from Maui, 4 percent were from Kauai, and the remaining 5 percent were from other islands or did not give a response to the question.

In the online survey, participants were asked a series of questions that probed more deeply into the same question areas addressed in the listening sessions. Appendix A includes a copy of the online survey.

Stakeholder Feedback

Recruitment and Retention

Survey Results

Survey respondents were asked to indicate how much a series of factors positively or negatively impacted teacher recruitment in Hawaii using a scale of “positive impact,” “somewhat positive impact,” “neither positive or negative impact,” “somewhat negative impact,” “negative impact” or “unsure/no opinion.” The following table identifies the percentage of respondents that felt a given factor at least somewhat positively impacted teacher recruitment, or at least somewhat negatively impacted teacher recruitment. Note that percentages do not add up to 100, as the remaining respondents indicated the factor did not have a positive or negative impact or had no opinion/were unsure.

Table 5.
Factors that Positively or Negatively Impact Teacher Recruitment

Factor	Somewhat Positive/ Positive	Somewhat Negative/ Negative
Attractive location	76%	8%
Available coaching/mentoring	34%	31%
Bonuses/incentive pay	27%	53%
Potential for salary growth	22%	68%
Salaries in relationship to cost of living	11%	88%
Starting salaries	15%	79%
Working conditions (workload/ class sizes)	21%	65%

Of all the factors, only the attractive location of Hawaii was viewed as having some degree of positive impact on teacher recruitment. Cost of living was the factor most survey respondents (88 percent) felt was negatively impacting Hawaii’s ability to recruit teachers, followed by starting salaries (79 percent indicating they had a negative impact). Over half of respondents also indicated that potential for salary growth, working conditions, and available bonuses and incentive pay also negatively impacted teacher recruitment.

Survey respondents were then asked about a similar set of factors that could positively or negatively impact teacher retention in Hawaii.

Table 6.
Factors that Positively or Negatively Impact Teacher Retention

Factor	Somewhat Positive/ Positive	Somewhat Negative/ Negative
Attractive location	69%	10%
Available coaching/mentoring	33%	34%
Available professional development	39%	34%
Bonuses/incentives	23%	59%
Housing availability	14%	78%
Perceived value of teacher profession in the community	33%	52%
Potential for salary growth	19%	75%
Salaries in relationship to cost of living	12%	87%
Support from administration/leadership	39%	40%
Teacher voice in decision-making	35%	43%
Working conditions (workload/class sizes)	20%	67%

Of the options given, attractive location was most frequently rated as having a somewhat positive or positive impact on retaining teachers (69 percent of the time). Results were mixed for professional development, support from administration/leadership, available coaching and mentoring, and voice in decision making, with about a third of respondents indicating these factors had a positive impact, while similarly a third of respondents indicated these factors had a negative impact.

Over three-quarters of respondents said that salaries in relationship to cost of living (87 percent), housing availability (78 percent), and potential for salary growth (75 percent) were issues that negatively impacted teacher retention. Working conditions (67 percent), available bonuses/incentives (59 percent), and perceived value of the teaching profession in the community (52) were also rated as negative factors by the majority of respondents.

Survey participants were also provided the opportunity to share additional factors that they believed either positively or negatively impacted teacher recruitment and retention in Hawaii through an open response field. Many respondents further emphasized that the greatest issues were related to salary levels, cost of living, and housing, and highlighted specific issues related to costs for health care, the amount taken out for taxes, required retirement contributions, and student debt payments.

Pay for special education teachers was also a concern of many survey respondents. Beyond issues related to salaries and cost of living — working conditions, workloads and unpaid hours, lack of support staff, respect for teachers, and lack of overall funding were also highlighted as issues that negatively impacted teacher recruitment and retention.

Finally, many survey respondents also highlighted issues related to recruiting mainland teachers and the need to recruit more teachers from Hawaii to improve retention. Survey respondents also raised several concerns about the salary schedule structure as impacting recruitment and retention that will be addressed in the next section on the current compensation system.

Key Listening Session Themes

Participants in the listening sessions spoke on a number of issues related to teacher recruitment and retention. What follows are common themes for issues surrounding teacher recruitment and retention that were heard across sessions:

Salaries are too low compared to the cost of living in Hawaii. The overwhelming message from the listening sessions was that teachers felt that the cost of living in Hawaii was incredibly high, and that salaries were not adequate given the cost of living, which was affecting both teacher recruitment and retention. Educators expressed their deep frustration that they could not afford to live on their salaries, including being unable to afford housing; pay off student loan debt; or purchase basic necessities, such as groceries or medical care. Educators frequently reported having to live with family or roommates, needing to commute long distances to where they work because they cannot afford the area, and being unable to save to purchase their own home. Many educators also shared that they work second jobs just to make ends meet, which impacts their ability to teach at their best or pursue the PD courses needed to reclassify on the pay schedule. Teachers reported driving for ride sharing services, working in restaurants or hotels, and babysitting for tourists to make ends meet. A number of teachers from the mainland described the pay cuts they took to come to Hawaii, compared to the districts that they were from that had lower costs of living. Teachers shared powerful stories of the difficulties they have faced due to the cost of living in Hawaii and many expressed that they may need to leave the teaching profession in Hawaii because it is financially unsustainable.

Working conditions in many schools negatively affect teachers. Working conditions include the physical environment as well as job requirements. Many teachers shared that they were working in schools without air conditioning and with other facility issues. Several teachers identified classroom temperatures well into the 90s on the days of the listening sessions and noted the difficulty students have learning when they are in such warm classrooms. Teachers also reported regularly buying their own supplies because the schools do not have enough funding. They also described an increasingly demanding workload and unpaid hours of required work, such as for conferences, afterschool activities, and other events. Further, some teachers indicated that they felt there was a lack of support from their school leaders, a lack of collaborative time with peers, and a lack of respect overall for teachers, both within the district and the greater community.

Tension exists around recruitment practices. Participants also highlighted tensions related to how the state addresses teacher recruitment, particularly the state’s recruitment and staffing practices. First, teachers often shared frustrations around the state’s reliance on hiring mainlanders to teach in Hawaii, in particular advertising to “teach on the beach.” Many expressed that this was a costly approach, and that mainlanders were less likely to stay long term compared to homegrown teachers that had strong ties to the community and understand Hawaii’s unique history and culture. Second, for teachers that came from out-of-state school districts, there were several concerns to how their years of experience, education, and PD were credited for salary purposes in Hawaii. Currently, the state only considers up to six years of experience for placement on the salary schedule and sets limits on how out-of-district PD credits are counted. Those with significant out-of-state teaching experience reported being disheartened to discover how little credit they would receive, and coupled with the lack of annual steps increases, identified how much more they would be making in their previous districts.

Third, teachers indicated that the state is relying on emergency hires to fill vacancies instead of certified teachers; they had concerns about the experience of the emergency hires and the impact that having unqualified teachers has on student achievement. At the same time, several emergency hire teachers felt it was unfair that they were paid less than teachers who had gone through a SATEP, since they were doing the same job in the classroom and taking steps to complete their certification. Finally, many new teachers highlighted that the recruitment process was long, with a gap of several months from when they applied to when they were hired, and that they often had to proactively contact schools to try to get a position. These teachers indicated that the process was much faster in other districts, which leads to applicants who want to teach in Hawaii accepting positions in other districts before they receive an offer from HIDOE.

The state should encourage more local residents to become teachers. As previously mentioned, teachers believe HIDOE should spend less time recruiting mainland teachers, as they are less likely to stay in Hawaii long term. Teachers suggested the state streamline the process so in-state applicants are considered for positions more quickly. They also suggested additional support could be provided to local prospective teachers, such as assistance with gaining teacher certification or student loan forgiveness, after completing a predetermined number of years teaching in Hawaii. However, teachers noted that the perception of teachers as underpaid is widely known and makes it difficult to encourage young people to consider entering the profession. Teachers also noted that Hawaiian language immersion courses should only be taught by teachers who can speak Hawaiian. They also shared that they face particularly challenging assignments, with significant translation responsibilities, without any additional compensation.

Current Teacher Compensation System

Survey Results

Survey respondents were first asked how familiar they were with the current salary schedule and bonus/incentive pay structure.

Table 7.
Familiarity with Current Teacher Compensation System

Familiarity Level	
Very familiar	39%
Familiar	36%
Somewhat familiar	21%
Not familiar	4%

About 40 percent of survey respondents felt that they were very familiar with the current compensation system, with a similar percentage (36 percent) indicating they were familiar with the system. Twenty-one percent were somewhat familiar. Respondents that were at least somewhat familiar with the compensation system were then asked a series of follow up questions about the current system, including what they liked about it and what concerns they had.

As presented in Table 8 below, respondents were first asked what benefits they perceived of the current compensation system from a series of choices (respondents could select all responses that applied).

Table 8.
Benefits of the Current Pay Schedule

Response Choice	
Transparency/easy to understand	34%
The way it provides salary increases for education (classifications)	33%
The way it provides salary increases for experience (negotiated steps)	31%
Predictability	30%
Stability	24%
Equity (teachers of similar education and experience are paid the same)	21%

About a third of participants liked that it was transparent/easy to understand, how it provided increases for education and for experience, and the predictability it offered. Less than a quarter of respondents said they liked the stability or the equity of the system.

Next respondents were asked what concerns they had with the current compensation system.

Table 9.
Concerns Regarding the Current Compensation System

Response Choice	
Salaries are too low compared to the cost of living	91%
Salaries not sufficient to retain experienced teachers	85%
Salaries are not comparable to other nonteaching professions	74%
Starting salaries are not sufficient to attract new teachers	66%
Concerns about availability of bonuses/incentive pay	52%
Concerns about the structure of the salary schedule	40%
Other	17%

Echoing what was reported in the listening sessions related to teacher recruitment and retention, nearly all respondents expressed concern about salaries being too low compared to the cost of living in Hawaii. Further, 85 percent of respondents did not believe salaries were sufficient to retain experienced

teachers. The percentage of respondents reporting a similar concern for recruiting new teachers was lower, with about two-thirds of respondents expressing concern in this area. Finally, respondents expressed concern that salaries for teachers were not comparable to other nonteaching professions (75 percent). Fifty percent of respondents also had concerns about the availability of bonuses/incentive pay, and 40 percent had concerns about the structure of the salary schedule.

Other concerns shared by the 17 percent of survey respondents that indicated “other” primarily included how out-of-district teachers with prior experience were treated in the compensation system, the burdens associated with navigating the system, the need for improved communication, unpaid hours, and teachers capping out at the top end of the classification scale.

Key Listening Session Themes

The following themes were heard across the different listening sessions regarding the current compensation system.

The teacher compensation system is confusing and burdensome. Many teachers at the listening sessions shared varying degrees of confusion with the compensation system and indicated there was a real lack of communication for teachers about how the system worked and how to navigate it. It was not clear to several teachers that steps were negotiated and there were not automatic annual increases; this was particularly an issue for teachers coming to Hawaii from other school districts. Many teachers felt that they were not advised how to most effectively reclassify through PD or advanced education.

There was also confusion about the paperwork and documentation needed to move through this process. For example, the study team heard that reclassification paperwork could not be accepted because documentation steps were done out of order or because the teacher failed to include their principal’s signature. Another teacher noted if teachers received Master’s degrees during a time prior to when a Master’s could be used to advance on the pay scale, that degree is not counted for advancement. Other teachers expressed frustration at holding Master’s degrees, but the subject area of the Master’s degree makes it ineligible to be used for advancement. Teachers further expressed the increasing level of burden that was required to document their PD courses, citing lengthy portfolio requirements for each course. Teachers also described having limited access to PD opportunities because they lived on less populated islands or that PD courses may not be applicable to teachers in certain subject areas.

The teacher compensation system does not provide adequate salary growth over time related to teaching experience. Step increases on the current pay schedule are negotiated, meaning they are not annual increases tied to years of service, but are instead determined during the negotiation process between HIDOE and the teacher’s union, Hawaii State Teachers Association (HSTA). As a result, teachers feel they are not making adequate and predictable progress on the salary schedule. Teachers reported going multiple years without receiving step increases, essentially becoming stuck on a certain step for an extended period of time. They reported the result of this lack of movement, in many cases, is that peers who are new to the profession, with far fewer years of experience, are making roughly the same salary.

Veteran teachers expressed frustration that as experienced teachers, they may be asked to help new teachers, while only being paid a few thousand more dollars than their newly hired peer.

Changes to the Compensation System Recommended by Stakeholders

Survey Results

Survey respondents were asked to indicate whether they believed the state should make different changes to the current compensation system. The following table presents the percentage of respondents that agreed that Hawaii should make a given change.

Table 10.
Survey Respondents' Recommended Changes to the Current Compensation System

Response Choice	
Increase salaries for experienced teachers	95%
Increase all teacher salaries	92%
Increase starting teacher salaries	79%
Increase the amount for any bonuses/incentives	72%
Increase the number of "steps" available in the salary schedule and align with years of experience	72%
Provide additional bonuses/incentives for factors such as performance, professional growth, and factors that are not currently addressed	69%
Keep the current bonuses/incentives	31%
Replace the current salary schedule structure with a tiered career ladder compensation model (instead of Hawaii's classifications and negotiated steps, a tiered career ladder includes a limited set of teacher categories/salary levels based on education, professional growth, and/or performance)	28%
Keep the current salary schedule as is (meaning the structure, not specific salary levels)	26%

Respondents overwhelmingly said that they felt the state should increase teacher salaries, with 92 percent saying salaries should be increased for all teachers, 95 percent saying salaries should be increased for experienced teachers, and a somewhat lower percentage (79 percent) saying that the state should increase starting teacher salaries specifically. Over 70 percent of respondents also felt that the amount for bonuses/incentives should be increased, and that the factors that qualify teachers for these bonuses and incentives should be expanded (such as performance, professional growth, and factors that are not currently addressed). Less than a third of respondents felt that the current salary schedule and the current bonuses and incentives should be kept as is.

However, when respondents were asked whether they believed that Hawaii's current salary schedule structure should be replaced with a tiered career ladder compensation model like the ones presented in the first section of this report, just 28 percent of respondents indicated that it should be fully replaced. Further, when given the opportunity to share any other changes they would recommend making, most respondents suggested changes within the construct of the current compensation system, such as tying steps to years of experience, recognizing more years of experience for out-of-state teachers, adding additional classification tiers, and increasing salaries overall.

Probing more deeply into what factors should be considered to determine a teacher's salary or additional bonus/incentive pay, in either a modified or replacement system, teachers were supportive of

several possibilities as shown in the following table, as indicated by the percentage of respondents that strongly agree or agree with each option.

Table 11.
Factors that Should be Considered to Determine a Teacher’s Salary and Bonuses/Incentives

Response Choice	Strongly agree/ Agree
Degree from a State Approved Teacher Education Program (SATEP)	90%
Advanced degree in education	86%
Teaching experience in Hawaii	85%
Teaching experience in other states	72%
Market-based reasons, such as working in hard-to-staff schools or locations, or hard-to-fill subject areas	70%
National Board certification	67%
Professional development courses	65%
Assuming leadership or mentoring roles	60%
Certification in a specific field (equally to a SATEP degree)	60%
Non-SATEP 4-year degree (equally to a SATEP degree)	44%
Specific knowledge and skills ("micro-credentialing" or "badging")	43%
Other relevant work or military experience	38%
Performance evaluation ratings	37%
Student and/or school outcomes	27%

Experience and education appear to be the two primary areas that nearly all respondents believe teacher compensation should be based upon. There was some distinction between the percentage of respondents based on type of degree and where the teaching experience occurred. There was less support for treating a non-SATEP four-year degree equally to a SATEP degree (44 percent in favor).

Further, factors that are currently valued in the teacher compensation system, such as having a SATEP degree; teaching experience in Hawaii; an advanced degree in education; market-based factors, such as working in hard-to-staff schools or locations or in hard-to-fill subject areas; National Board certification; professional development courses; and assuming additional leadership or mentoring roles, were supported by at least 60 percent of respondents.

Support was low for including other relevant work or military experience, performance evaluation ratings, and student and/or school outcomes, with the latter only being supported by 27 percent of respondents.

Key Listening Session Themes

The following themes were heard across the different listening sessions about the changes they would recommend to the compensation system:

The state should increase teacher salaries. Teachers strongly recommended Hawaii increase salaries in recognition of the high cost of living in the state. To set salaries, teachers recommended several approaches, including determining the salary level needed to ensure that Hawaii teachers are not living in poverty or are considered low-income; examining the salaries of other Hawaii public sector

employees, such as police and firefighters; and reviewing the gap between teacher and administrator salaries (both school leaders and district administrators). Teachers acknowledged that other staff members within the district — not just teachers — serve students in Hawaii and also deserve increases in pay.

The state should give automatic annual step increases and adjust placement of existing teachers on the salary schedule. Teachers described in detail the lack of movement of the salary schedule during “Furlough Fridays,” years without a contract in place, and years when no step increases were negotiated between the state and HSTA. Teachers recommended that instead of steps being negotiated, teachers should receive annual step increases, recognizing each year of service. For current teachers, this suggestion includes adjusting their placement on the salary schedule to accurately reflect their years of experience and to address prior salary step freezes.

The state should not tie pay increases to student outcomes. As the study team sought feedback on what factors should be considered in compensating teachers, it heard overwhelmingly that teachers do not believe the state should tie teacher pay increases to student outcomes. Teachers expressed concern that too many factors outside a teacher’s control contribute to a student’s level of achievement, and some expressed doubt over the validity of a single assessment instrument to determine the degree of a teacher’s impact on student achievement.

Other Thoughts or Concerns

Survey Results

At the end of the survey, respondents were asked an open-ended question about whether they had any other feedback or concerns to share. Many of the responses to this question stressed earlier responses about the need to pay teachers more in order to recognize their value, reward their years of experience, and recognize the cost pressures they face living in Hawaii.

Finally, many respondents expressed frustration with the current state of teaching in Hawaii. One respondent said that teachers feel “overworked, undervalued and underappreciated.” Respondents also feel that the compensation system, working conditions, and overall level of education funding in Hawaii show that teachers and public education are not a top priority in the state. A number of teachers also expressed concern that no one was truly listening to them and that change was not going to happen.

Key Themes from Listening Sessions

While most of the listening session comments focused directly on the current level of teacher compensation, issues with movement on the salary schedule, and the cost of living in Hawaii relative to teacher pay, several other topics related to lower take-home pay for teachers recurred throughout the sessions. First, medical premiums, particularly for teachers with families, were described as being quite expensive. Teachers suggested a lower (or no) out-of-pocket contribution for health benefits, and suggested that those teachers who do not elect the state insurance (if covered by a spouse’s insurance) should receive some form of rebate that reflects at least partially the savings to the state by not participating in the program.

Teachers also believed their required contribution level to the retirement system is too high and negatively impacts their net paycheck. Similarly, the study team heard the overall level of income taxes is too high, and several teachers suggested that as public employees, they should be exempt from paying state income tax.

Conclusions

Through the stakeholder engagement process, teachers expressed intense dissatisfaction with current teaching salary levels in Hawaii given the high cost of living. The lack of annual, predictable salary increases, and the burden of reclassification further exacerbate this issue in the eyes of teachers. Stakeholders felt that these salary issues were not the only factors, but certainly the most influential, in determining the state's ability to recruit and retain teachers. Working conditions and the need for more support for teachers and the public education system as a whole were also frequently highlighted.

Stakeholders largely believed that the general framework of the salary schedule, based primarily on education and experience, was correct. But they also believed that improvements could be made by making steps tied to years of experience, addressing current teachers' placement on the schedule, expanding available bonuses/incentives, increasing the upper bounds of the salary schedule (such as an additional classification tier or additional steps), and considering other ways to help reduce out-of-pocket costs for teachers.

IV. Hawaii Teacher Workforce Analysis

This chapter describes the Hawaii public school teacher workforce using data provided by the Hawaii Department of Education (HIDOE). The study team examined the attrition and retention of employees, patterns in retention, including areas of the state facing problems retaining teachers, sources of teachers, the flow of teachers within the state, a description of the current variation in teacher evaluation ratings, and a description of teacher compensation.

Data and Methods

APA assembled data provided by the HIDOE into an analysis dataset to describe the teacher workforce in Hawaii. The dataset includes information on all the members of bargaining unit five (BU 5) from 2011-12 through 2018-19, based on snapshots of the workforce as of October of each year. This includes rosters from 2011-12 through 2018-19 that described the Hawaii teaching professionals workforce as of October of each school year. These rosters describe all the members of BU 5 and have information on where the professionals work, their experience working in Hawaii public schools, certification levels, compensation, and job classification. The job classifications describe several different roles for teacher professions used in this analysis: Student Services Coordinators, Counselors, Librarians, Registrars, Special Education Teachers, and General Education Teachers of various subject areas. In this chapter, all of the teaching professionals included in the analysis dataset will be described as teachers.

HIDOE also provided additional information about the teachers and the schools where the teachers worked, which was then merged into the rosters. This included information on teacher education and sources of those credentials, as well as their evaluation scores. When combining datasets, a few records did not match, which is to be expected given the different sources of data and different time periods covered. Teachers in charter schools are only included in descriptions of the flow into and within Hawaii because of differences in reporting requirements for charter schools.

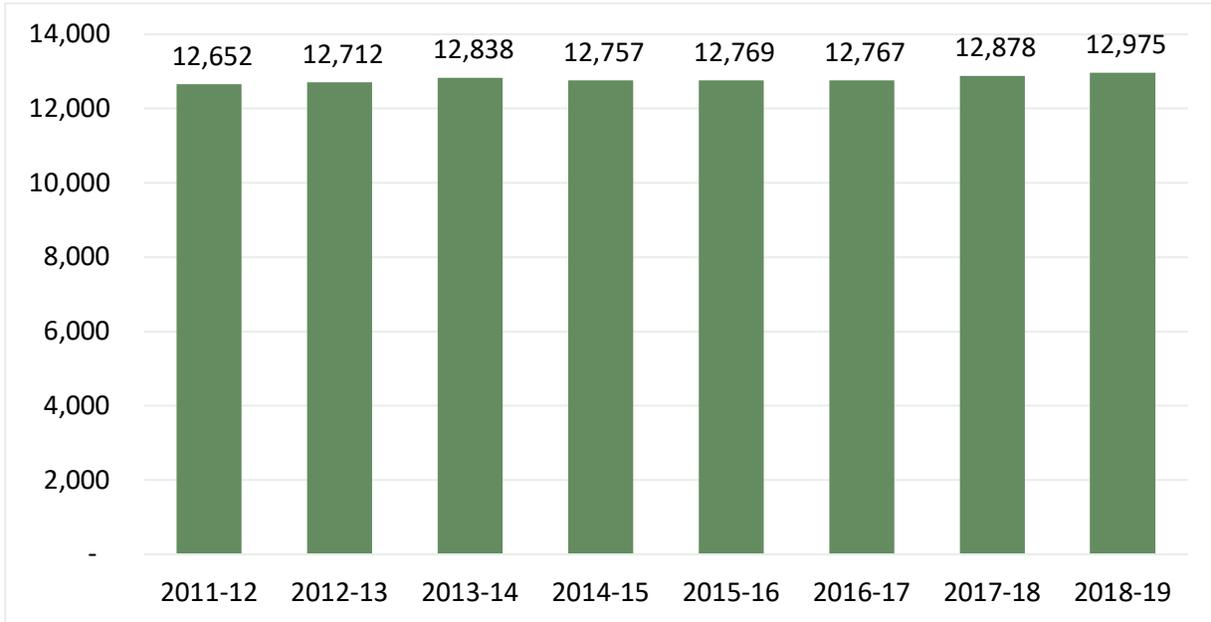
The analysis also examines the schools in which teachers work. The school location is defined by the Complex where teachers work, and the poverty rate of students served in a school is measured by the number receiving free and reduced lunch. Teachers who do not work in schools are described as “State\District\Complex Area Teachers”.

Analysis Findings

The Teacher Workforce

This first section provides an overview to the Hawaii public education teacher workforce (not including charter school teachers). Figure 1 shows the count of teachers from 2011-12 to 2018-19. The workforce has grown slowly over the past eight years.

Figure 1.
Number of Teachers by Year, SY 2011-12 to 2018-19



As discussed earlier, the teachers in the analysis perform several different roles that are described in the job classification data. Table 12 shows the proportion of teachers in each role. Over 90 percent of all personnel in the analysis work as teachers (75 percent) or special education teachers (16 percent). Special education educators are teachers but are separated from the teachers because they often face different labor markets due to licensure requirements and working conditions.

Table 12.
Teachers by Role, SY 2018-19

Role	Percent 2018-19
Student Services Coordinator	2%
Counselor	5%
Librarian	1%
Registrar	1%
Special Educator	16%
Teacher	75%

The analysis also describes the Complex where teachers work. Table 13 shows the count of teachers for the 2018-19 school year. Two Complexes have under 500 teachers, including Hana-Lahainaluna-Lanai-Molokai (395) and Kau-Keaau-Pahoa (430). The largest Complexes have over 1,100 teachers, including Baldwin-Kekaulike-Maui (1,170), Leilehua-Mililani-Waialua (1,224), and Campbell-Kapolei (1,224). There are also 415 people who are not assigned to a specific school or Complex and are referred to as State\District\Complex Area Teachers.

Table 13.
Number of Teachers by Complex, SY 2018-19

Complex	Teacher Count
Aiea-Moanalua-Radford	1,058
Baldwin-Kekaulike-Maui	1,170
Campbell-Kapolei	1,224
Castle-Kahuku	649
Farrington-Kaiser-Kalani	1,124
Hana-Lahainaluna-Lanai-Molokai	395
Hilo-Waiakea	599
Honokaa-Kealakehe-Kohala-Konawaena	759
Kailua-Kalaheo	529
Kaimuki-McKinley-Roosevelt	1,055
Kapaa-Kauai-Waimea	701
Kau-Keaau-Pahoa	430
Leilehua-Mililani-Waialua	1,224
Nanakuli-Waianae	608
Pearl City-Waipahu	1,035
State\District\Complex Area Teachers	415
TOTAL	12,975

Analysis by poverty quartiles will be used throughout this section. Table 14 begins this analysis by showing the count of teachers by poverty quartile, later analysis will describe these teachers in more detail. The most teachers, 3,832, work in the second poverty quartile of schools with between 34 percent and 52 percent free and reduced priced lunch (FRL) students. The fewest teachers (2,473) work in the highest poverty quartile. As with the Complex analysis above, the poverty quartiles also include teachers that work in “Other,” or teachers who are not assigned to schools.

Table 14.
Number of Teachers by Poverty Quartile, SY 2018-19

2018 FRL	Total Teachers
5% to 34%	3,572
34% to 52%	3,832
52% to 65%	2,997
65% to 100%	2,473
State\District\Complex Area Teachers	415
Total	12,975

A key equity issue is whether the teacher workforce is similar for students of different socioeconomic status. The poverty quartiles organize all of the state’s public schools into four groups based on the proportion of students in each school that qualify for free and reduced lunch. The lowest poverty schools have between 5 percent and 34 percent of students that qualify for free and reduced lunch. The highest poverty schools serve student populations where between 65 percent and 100 percent of students qualify for free and reduced lunch.

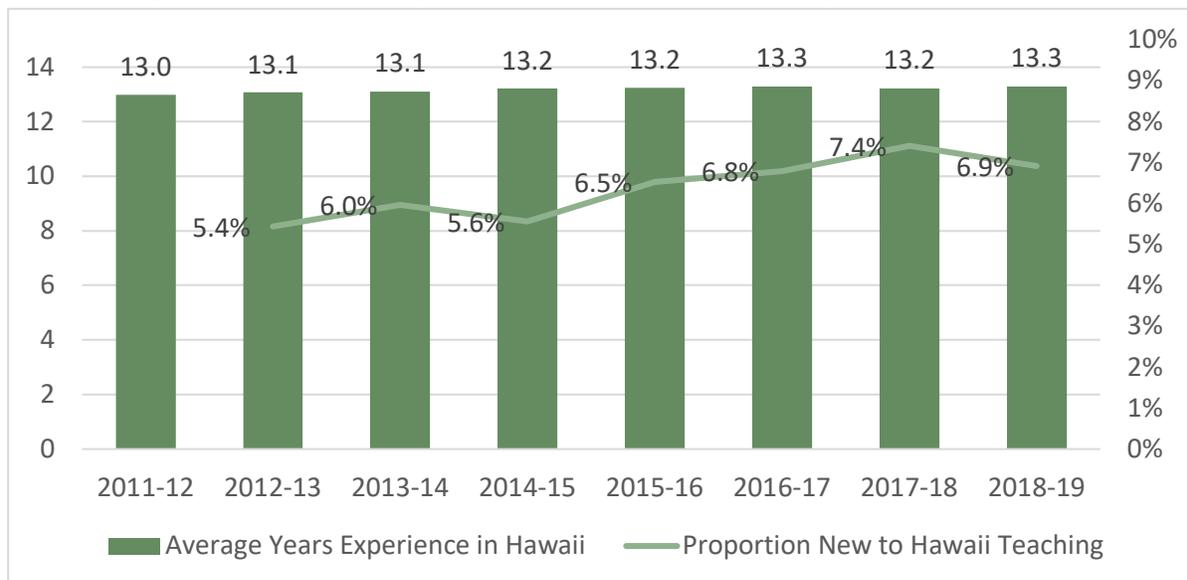
Teacher Experience

Increased teacher experience is associated with improved student achievement and behavior outcomes⁹ (Ladd and Sorensen, 2015; Rice, 2003).¹⁰ This research indicates that teacher effectiveness increases relatively quickly during the earlier years of a teacher’s career. While there are many effective teachers in their first year of teaching, the effectiveness of most teachers improves with additional experience.

The HODOE data provides information on the experience of teachers working in Hawaii. Two different measures of experience are shown in this analysis: average experience and the proportion of teachers that are new to teaching in Hawaii (i.e., with no experience teaching in Hawaii). Some of these teachers that are new to teaching in Hawaii have never taught before, while others may have extensive experience working in other states. The proportion of new-to-teaching teachers in Hawaii is a rough measure of teacher qualifications: generally inexperienced teachers have room to grow in terms of their effectiveness, but some teachers included in this measure have experience outside of Hawaii. The average experience is a description of the entire workforce and its overall experience level.

As shown in Figure 2, over the past eight years, the average experience level has been relatively stable, with a minimal increase from 13.0 to 13.3 from 2011-12 to 2018-19. During the same time period, the proportion of teachers who are new to the profession working in Hawaii has increased from 5.4 to 6.9 percent of teachers.

Figure 2.
Average Experience and Proportion of New to Hawaii Teaching, SY 2011-12 to 2018-19



⁹ Ladd, H. F. & L. C. Sorensen (2015). *Returns to Teacher Experience: Student Achievement and Motivation in Middle School, December 2015 Update*. CALDER Working Paper No. 112.

¹⁰ J.K. Rice (2003). *Teacher Quality: Understanding the Effectiveness of Teacher Attributes*. Washington, DC, Economic Policy Institute.

Table 15 shows average experience by Complex, the Complexes are in order from the lowest average experience to the highest. The average experience level in most Complexes is between 11 and 14 years. However, Honokaa-Kealakehe-Kohala-Konawaena (10.6 years) and Nanakuli-Waianae (10.7 years) all have average experience levels under 11 years. Farrington-Kaiser-Kalani (14.1 years on average), Hilo-Waiakea (14.8 years), Pearl City-Waipu (14.9 years), Kaimuki-McKinley-Roosevelt (14.9 years), and State\District\Complex Area Teachers (19.6 years) all have experience levels higher than 14 years.

Table 15.
Average Teacher Experience by Complex, SY 2018-19

Complex	Average Experience
Honokaa-Kealakehe-Kohala-Konawaena	10.6
Nanakuli-Waianae	10.7
Hana-Lahainaluna-Lanai-Molokai	11.5
Campbell-Kapolei	11.6
Baldwin-Kekaulike-Maui	12.1
Kau-Keaau-Pahoa	12.3
Kapaa-Kauai-Waimea	12.8
Kailua-Kalaheo	13.2
Aiea-Moanalua-Radford	13.4
Leilehua-Mililani-Waialua	13.6
Castle-Kahuku	13.7
Farrington-Kaiser-Kalani	14.1
Hilo-Waiakea	14.8
Pearl City-Waipahu	14.9
Kaimuki-McKinley-Roosevelt	14.9
State\District\Complex Area Teachers	19.6
Total	13.3

Figure 3 shows the average proportion of teachers in each Complex that are new to teaching in Hawaii; these are ordered from the lowest proportion of new-to-teaching teachers on the left to the highest proportion on the right. The Complex with the black bar, in this case Kailua-Kalaheo, is the district with the median percentage. Complexes with relatively few new-to-Hawaii teachers are Charters (3 percent), Hilo-Waiakea (4 percent), and Pearl City (4 percent). Complexes with high proportions of new to the profession teachers (9 percent or more) are Hana-Lahainaluna-Lanai-Molokai, Campbell-Kapolei, Nanakuli-Waianae, and Honokaa-Kealakehe-Kohala-Konawaena.

Figure 3.
Average Proportion of New to Teaching in Hawaii Teachers by Complex, SY 2016-19

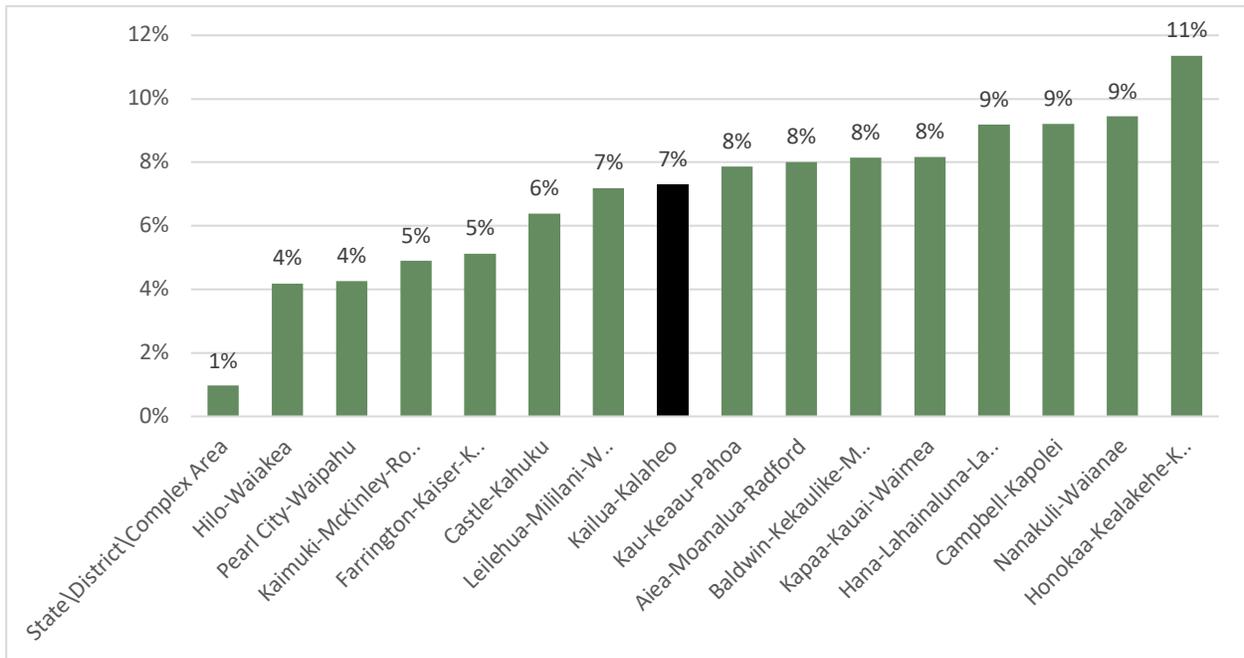


Table 16 shows average experience levels and proportion of new to teaching in Hawaii teachers by school poverty quartile. The proportion of new-to-teaching teachers is averaged over the most recent three years of data to smooth yearly variation from the relatively small numbers of new teachers. There does not appear to be meaningful variation in access to experienced teachers by poverty level in schools; average experience and proportion of new teachers is similar across poverty quartiles.

Table 16.
Average Teacher Experience Poverty Quartile, SY 2018-19

FRL Quartile in 2018	Average Experience in 2018	Proportion of New to Teaching in Hawaii Teachers 2016-2018
5% to 34%	13.4	7.0%
34% to 52%	13.0	7.6%
52% to 65%	13.3	7.0%
65% to 100%	12.4	7.4%
Total	13.1	7.0%

Teacher Attrition

Attrition is defined in this study as when a teacher does not return to working in Hawaii public schools after working a year. Because the number of teachers working in Hawaii is fairly stable, the number of teachers who quit teaching (attrition) in a given year is approximately equal to the number of new hires the following year. A new hire is a teacher who works in Hawaii public schools as a teacher this year but did not work in Hawaii public schools as a teacher the prior year. Table 17 shows the number of teachers who quit (attrition) and new hires by year. Because of how these numbers are calculated, there is no

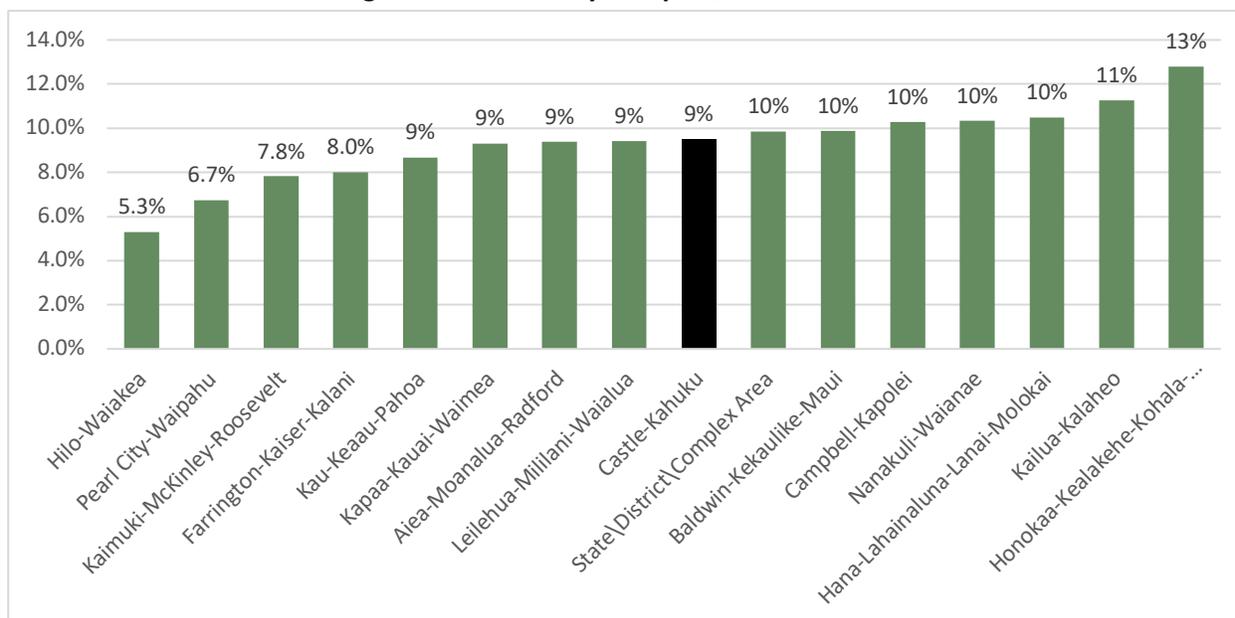
teacher attrition count for the most recent year of data and no new hire count for the earliest year of data.

Table 17.
Teacher Attrition and New Hires by Year¹¹

Year	Teacher Attrition	New Hires	Total Number of Teachers
2018-19		1,199	12,975
2017-18	1,105	1,343	12,878
2016-17	1,225	1,209	12,767
2015-16	1,207	1,198	12,769
2014-15	1,185	1,075	12,757
2013-14	1,147	1,168	12,838
2012-13	1,039	1,142	12,712
2011-12	1,074		12,652

Figure 4 shows the attrition rates by Complex. The attrition rates used are averages over three years. The three-year average is used to smooth out statistical anomalies due to smaller numbers in some Complexes. The Complexes are ordered from lowest attrition on the left to highest on the right. The black bar is the median attrition rate. Hilo-Waiakea (5 percent), Pearl City-Waipahu (7 percent), Kaimuki-McKinley-Roosevelt (8 percent) and Farrington-Kaiser-Kalani (8 percent) have relatively low attrition rates (under 9 percent). Kailua-Kalaheo (11 percent), Honokaa-Kealakehe-Kohala-Konawaena (13 percent), and Charter (16 percent) have relatively higher attrition rates (i.e., over 10 percent).

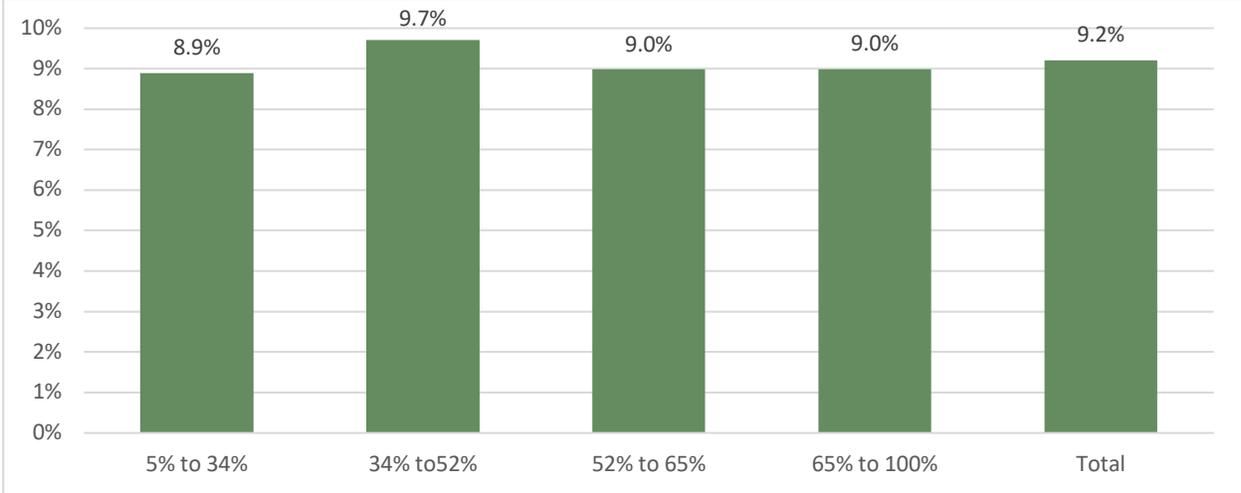
Figure 4.
Average Attrition Rate by Complex, 2015-16 to 2017-18



¹¹ Because New Hires includes a few teachers that transferred in from charter schools, the total number of teachers is not exactly equal to attrition plus new hires.

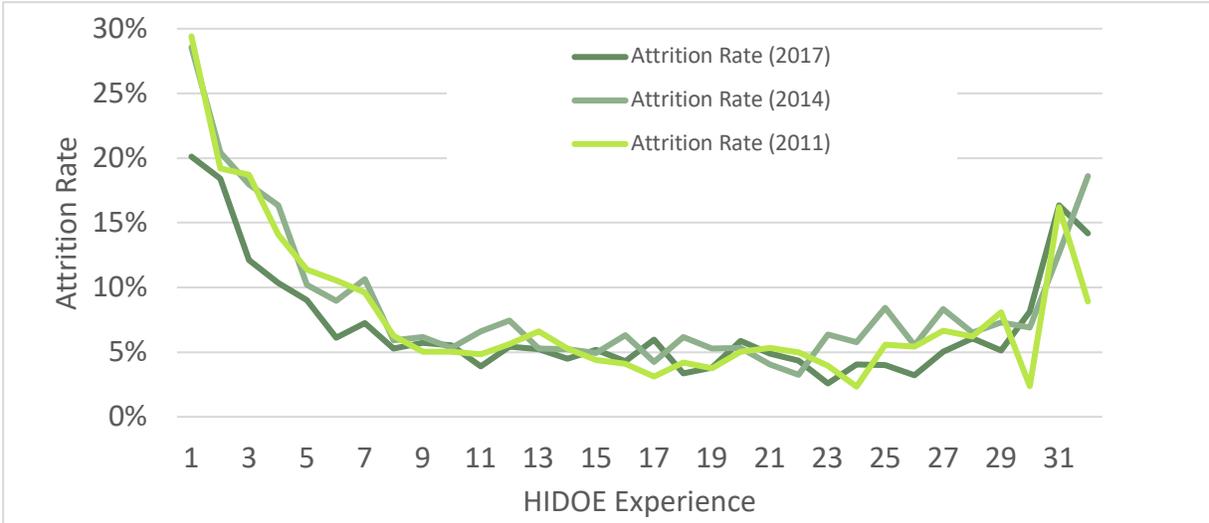
Figure 5 shows similar attrition data (three-year average) by poverty quartile. Attrition is not correlated with poverty level of schools.

Figure 5.
Average Attrition Rate by Poverty Quartile



Experience is related to attrition, as shown in Figure 6, which shows the attrition rate for experience levels between 1 and 31 years of experience for three different school years: 2017-18, 2014-15, and 2011-12. The same pattern is seen throughout the data: there are high attrition rates for teachers with less than eight years of experience, relatively flat levels of attrition between nine and 25 years of experience, and then attrition rises quickly for teachers with over 26 years of experience.

Figure 6.
Attrition Rate by Experience Level



Sources of Teachers

As teachers leave teaching in Hawaii, they are replaced by new hires. About a third of new hires have experience teaching in Hawaii public schools. These are people who might have pursued a different line

of work, worked in some other nonteaching role within the state, or taken a break from teaching for other personal reasons. About two-thirds of new hires are new to teaching within Hawaii (but may have teaching experience elsewhere). Table 18 shows the number and proportion of new hires that are new to teaching in Hawaii by year.

Table 18.
New to Teaching in Hawaii Hires by Year

School Year	Count of New Hires	Percent of New Hires that are New to Teaching in Hawaii
2018-19	898	75%
2017-18	954	71%
2016-17	867	72%
2015-16	832	69%
2014-15	709	66%
2013-14	767	66%
2012-13	691	61%

The sources of new to teaching in Hawaii teachers for 2012-13, 2015-16, and 2018-19 are described in Table 19. It shows the state or region where teachers received their first credential that is contained in the Department of Education data systems. This is interpreted as where they entered post-secondary education, which is correlated with where new teachers are “from.”¹² The eight regions within the US from the Bureau of Economic Analysis are used to group the different states where people entered higher education (<https://apps.bea.gov/regional/docs/regions.cfm>). A list of the states in each region is in Appendix B. Since Hawaii is the source of the plurality of teachers, it is shown separately from the Far West region.

Table 19.
Sources of New to Teaching in Hawaii Teachers

Regions	2012-13	2015-16	2018-19
Hawaii	37%	39%	34%
Far West	21%	20%	20%
Rocky Mountain	4%	3%	4%
Southwest	4%	7%	9%
Great Lakes	6%	5%	7%
Plains	3%	4%	3%
Southeast	10%	9%	11%
Mid-Atlantic	10%	7%	5%
New England	3%	3%	3%
Non-US Sources	2%	3%	3%

¹² The median distance from home to college is 18 miles if a student attends a public four-year college and 46 miles if a student attends a private non-profit four-year college. Hillman, N. & T. Weichman (2016). *Education Deserts: The Continued Significance of “Place” in the Twenty-First Century. Viewpoints: Voices from the Field*. Washington, DC: American Council on Education. Available from <https://www.acenet.edu/Documents/Education-Deserts-The-Continued-Significance-of-Place-in-the-Twenty-First-Century.pdf>

Hawaii is the source of about a third of new to teaching in Hawaii teachers. In general, mainland states with larger populations are the source of many new teachers for Hawaii. For example, California is the largest source of teachers within the Far West Region, providing about 12 percent of new-to-Hawaii teachers in 2018-19. Within the Southeast, many teachers come from Texas (5 percent) and Florida (2 percent). Within the Mid-Atlantic Region, a large source of teachers is New York (2 percent). Some smaller states also provide new-to-teaching teachers, including Arizona and Oregon, providing 3 percent and 4 percent of hires, respectively.

Table 20 shows the places where teachers from Hawaii received their earliest qualification in the HDOE data system. Table 20 does not show where teachers received their licensure, but where they entered the post-secondary system. The majority of teachers from Hawaii received their first credentials from the University of Hawaii at Manoa. A growing source of teachers from Hawaii is the University of Hawaii in West Oahu.

Table 20.
Sources of Teachers from Hawaii that are New to Teaching in Hawaii

Post-Secondary Institutions	2012-13	2015-16	2018-19
Univ. of Hawaii At Manoa	69%	60%	58%
Chaminade Univ. of Honolulu	10%	13%	4%
Univ of Hawaii At Hilo	9%	10%	13%
Brigham Young Univ. - HI	4%	4%	4%
Hawaii Pacific Univ.	4%	4%	6%
Univ of Hawaii- West Oahu	4%	7%	12%
Other	2%	4%	3%

Flow of Teachers Within Hawaii

The next measure is the movement or transfers of teachers between schools. Transfers create challenges for sending schools, since they need to hire another teacher. At the same time, the process of transfers brings experienced teachers to the receiving schools.

Figure 7 shows the net flow of teachers as a percentage of the total teachers working in a Complex. This table includes charter school teachers. The net flow is not a large proportion of teachers, generally 1 percent or less of the teacher working in a Complex. Complexes that are net gainers from transfers (i.e., more teacher transfer in than out) have a positive net flow and are on the left side of the figure. The Complexes with the largest positive net flow are State\District\Complex Area (7.7 percent), Hilo-Waiakea (1.0 percent), and Charter (.9 percent). Complexes with net losses due to transfer (i.e., more teachers transfer out than in) have a negative net flow and are shown on the right side of the figure. Those with the largest average loss due to transfers are Hana-Lahainaluna-Lanai-Molokai (-0.9 percent), Campbell-Kapolei (-0.9 percent), Aiea-Moanalua-Radford (-1.3 percent), and Nanakuli-Waianae (-2.8 percent).

Figure 7.
Flow of Teachers Between Complexes

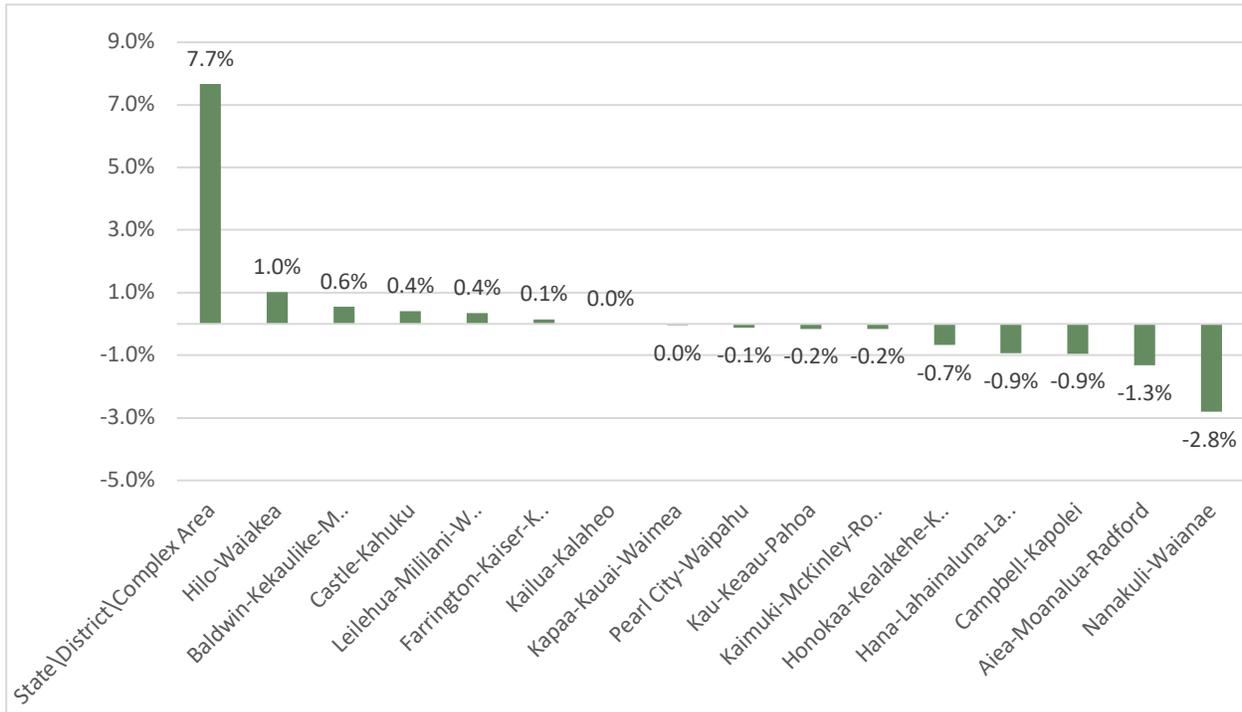
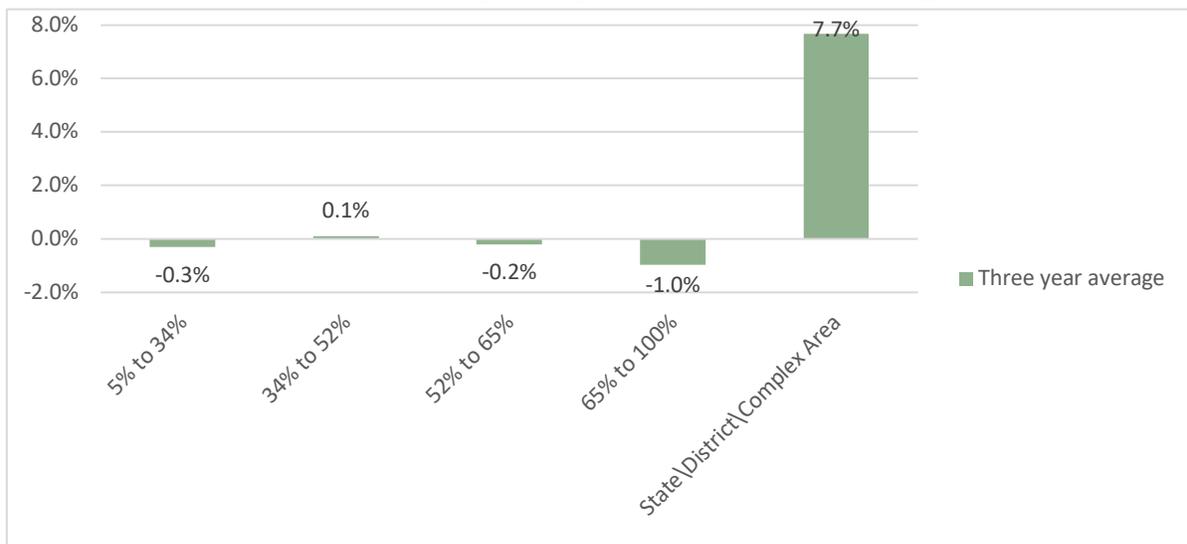


Figure 8 shows the flow of teachers by poverty quartile. This chart also includes charters to capture the complete flow of teachers in the state. As shown in the prior figure, the large net gain is to the State\District\Complex Area Teachers category. There is not a clear correlation between the flow of teachers and student poverty level.

Figure 8.
Flow of Teachers by Poverty Quartile, Three Year Average

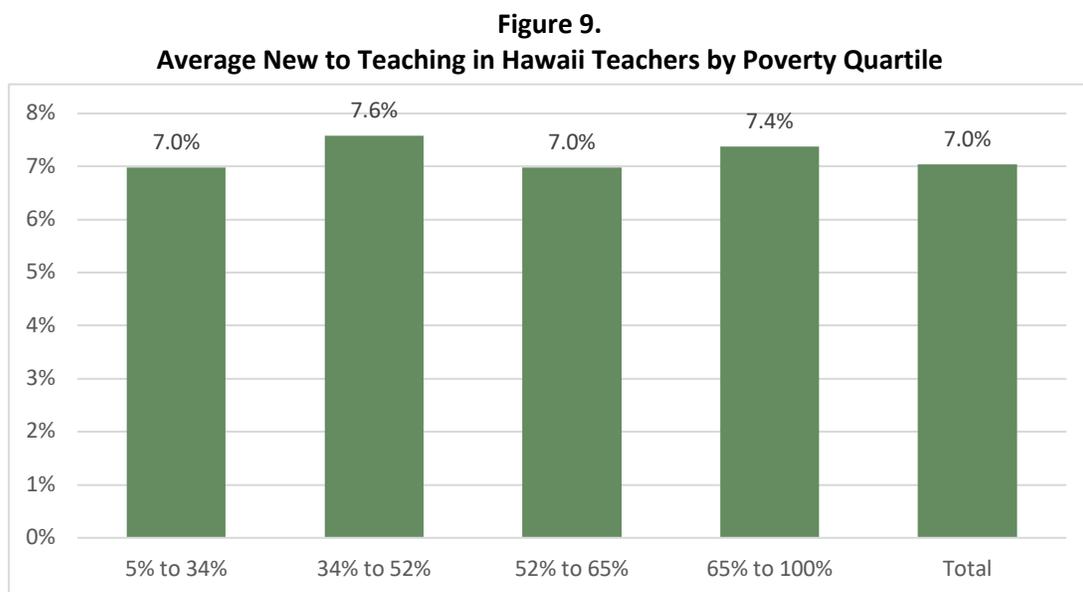


Teacher transfers move experienced teachers from one region to another within the state. The flow of teachers due to transfers is small, generally less than 1 percent of teachers working in a Complex. Some complexes consistently are net gainers from transfers while others consistently have a net loss.

Teacher Workforce Qualifications

This section describes the teacher workforce qualifications in terms of new to teaching in Hawaii and teachers with emergency certification. As discussed earlier, new teachers generally have room to improve to their full potential as educators. Based on feedback from the HODOE, teachers with the following job appointments in the roster data were identified as having emergency certification: Temporary Teaching Appointment (TTA) Does Not Meet Minimum Qualifications (Temp-5), TTA Pending HTSB License (Temp-W), and TTA Teach for America (Temp-T).

The proportion of new-to-teaching teachers in Hawaii by Complex was provided previously in Figure 3. Figure 9 shows the average proportion of teachers that are new by poverty quartile. As with prior analysis of teachers by poverty quartile, there is no clear correlation with poverty levels and new-to-teaching teachers.



The other qualification reviewed here is emergency certification. Figure 10 shows the proportion of teachers with an emergency certification by Complex. A three-year average of the certification rates is used to smooth statistical anomalies that arise due to smaller numbers.

Complexes with the fewest emergency certifications are on the left side of the page. Complexes with relatively low proportions of emergency certifications are State\District\Complex Area Teachers (1 percent), Hilo-Waiakea (2 percent), Kaimuki-McKinley-Roosevelt (2 percent), and Farrington-Kaiser-Kalani (2 percent). Complexes with relatively high proportions of emergency certifications are Hana-Lahainaluna-Lanai-Molokai (6 percent), Honokaa-Kealakehe-Kohala-Konawaena (9 percent), and Nanakuli-Waianae (12 percent).

Figure 10.
Average Emergency Certified Teachers by Complex, 2016-17 to 2018-19

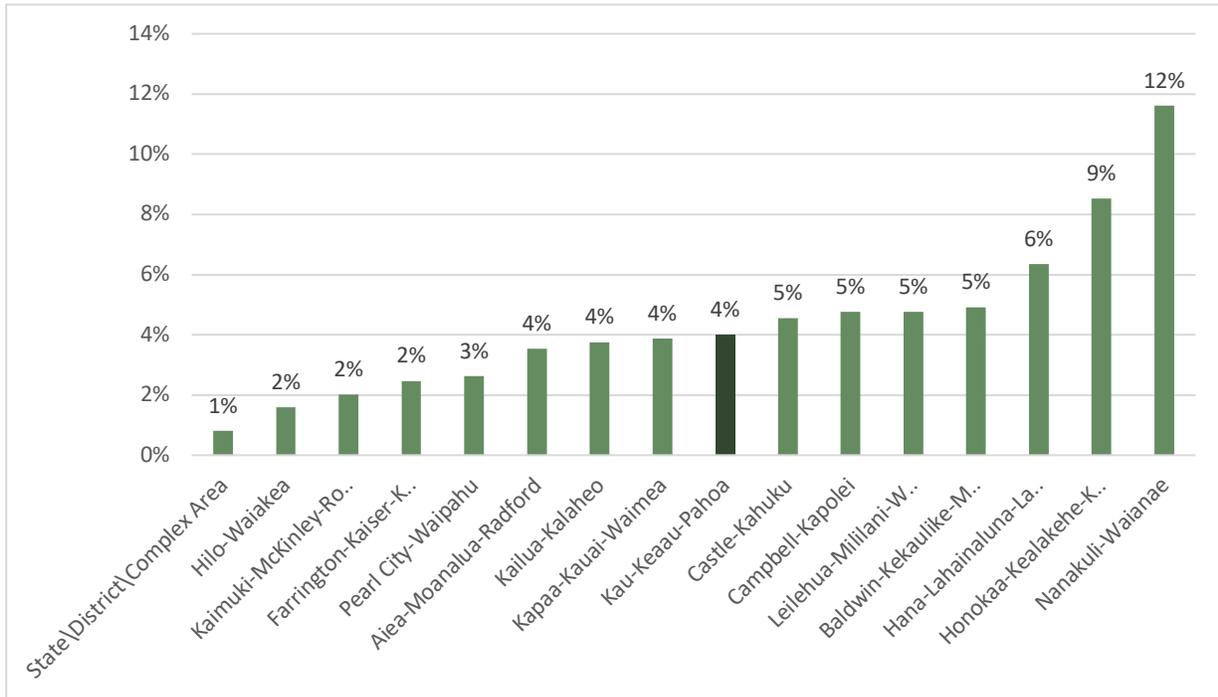
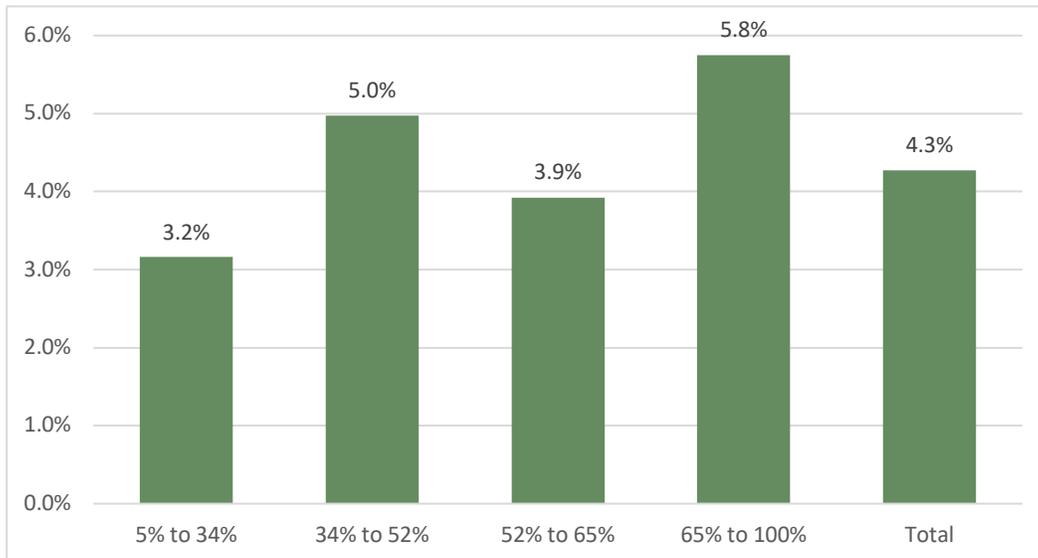


Figure 11 shows emergency certification by poverty quartile. A three-year average is used to smooth anomalies. As with previous analyses by poverty quartile, there is not a clear correlation between emergency certification and poverty.

Figure 11.
Average Emergency Certified Teachers by Poverty Quartile, 2016-17 to 2018-19



Evaluations

The HDOE provided teacher evaluation data for the years 2012-13 through 2017-18. Data for the most recent year, 2018-19, was not available. This analysis focuses on the last three years of available data (2015-16 through 2017-18), which consistently used the Educator Effectiveness System (EES).

There are two key conditions necessary for the use of teacher evaluations in compensation: 1) existence of enough variance in evaluations to allow for differences in compensation, and 2) perception of the system as fair. This analysis will describe the variance in the evaluation scores to support future examination of whether the evaluation system is adequate for use in compensation.

The EES rates teachers on a four-level scale, with any rating under Effective considered not acceptable. The proportion of the teacher population with ratings at each level are shown in Table 21. There are between zero and six percent of teachers with missing evaluation data. This missing data is a product of the multiple datasets describing different time periods that were merged for this analysis.

Table 21 shows that the vast majority of teachers received ratings of Effective or Highly Effective. About a third of teachers received Highly Effective ratings and about 60 percent of teachers received Effective ratings. Very few teachers, less than 1 percent or under 50 a year, received ratings of Marginal or Unsatisfactory.

Table 21.
Teacher Evaluation Scores

Evaluation Rating	2017-18	2016-17	2015-16
Missing Data	0.0%	6.1%	0.9%
No Rating	2.2%	2.9%	2.6%
Unsatisfactory	0.1%	0.0%	0.1%
Marginal	0.2%	0.3%	0.3%
Effective	62.6%	57.2%	61.8%
Highly Effective	34.9%	33.6%	34.3%

This pattern of the vast majority of teachers receiving Effective or Highly Effective ratings can also be seen when looking at the different roles teachers play, as shown in Table 22. Very few teachers in any role received Unsatisfactory or Marginal Ratings. There is variation in the proportion of teachers that received Highly Effective ratings: almost two-thirds of Student Services Coordinators (65 percent) and Registrars (66 percent) received Highly Effective ratings compared to half of Counselors (50 percent) and Librarians (44 percent), a third of teachers (36 percent), and a fifth of Special Education teachers (21 percent) who received Highly Effective ratings. The 2015-16 and 2016-17 data follow similar patterns.

Table 22.
Teacher Evaluation Scores by Teacher Role, 2017-18

	Student Services Coordinator	Counselor	Librarian	Registrar	Special Education	Teacher	Total
Missing Data	0%	0%	0%	0%	0%	0%	0%
No Rating	0%	1%	1%	0%	4%	2%	2%
Unsatisfactory	0%	0%	0%	0%	0%	0%	0%
Marginal	0%	0%	0%	0%	0%	0%	0%
Effective	35%	49%	55%	34%	75%	62%	63%
Highly Effective	65%	50%	44%	66%	21%	36%	35%

Figure 12 provides information on whether evaluation ratings vary by the poverty level of students taught in schools. It shows the proportion of teachers that received Effective or Highly Effective evaluation ratings organized by the poverty quartile of schools where the teachers worked. It also includes the State\District\Complex Area category for teachers that did not work in schools. The data shows a trend in scores: higher poverty schools have a smaller proportion of teachers rated Highly Effective compared to the lower poverty schools. Teachers who did not work in schools (i.e., the State\District\Complex Area Teachers) have the highest proportion of Highly Effective scores.

Figure 12.
Teacher Evaluation Scores by Poverty Quartile, 2017-18

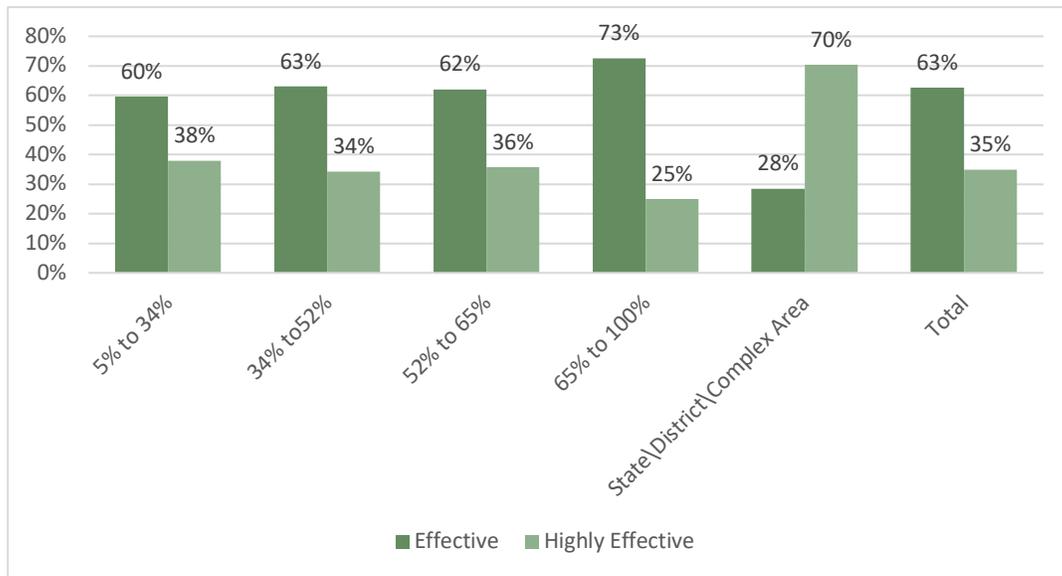
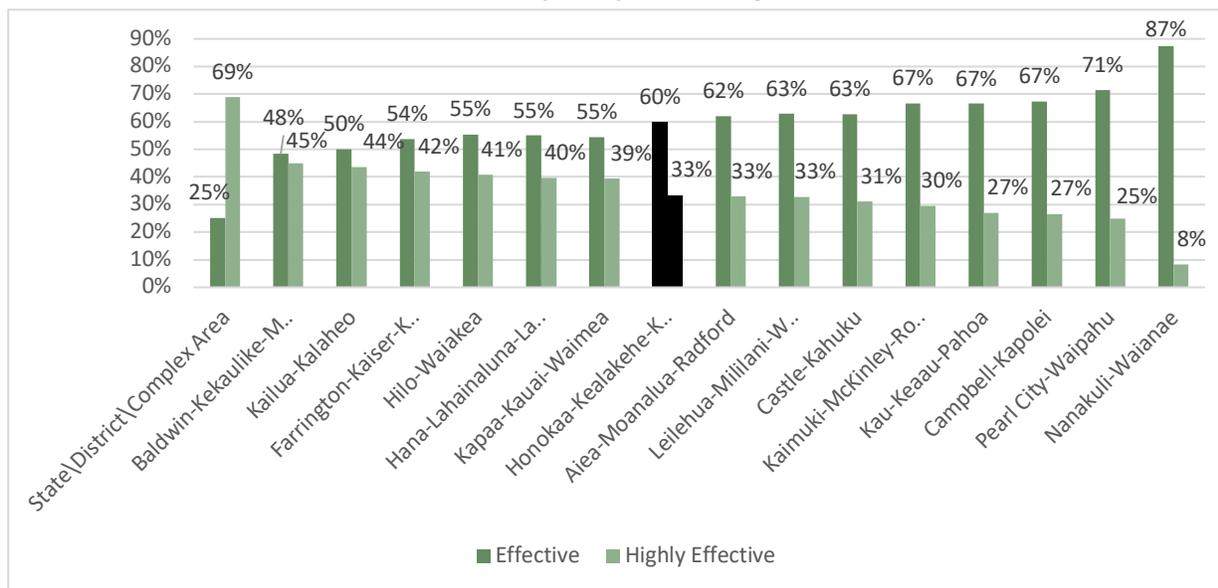


Figure 13 shows the 2015-16 to 2017-18 average proportion of teachers who received Effective and Highly Effective ratings by Complex. This data is averaged over three years to smooth any statistical anomalies arising due to small numbers. The Complexes are organized from the highest proportion of Highly Effective ratings on the left to the lowest proportion of Highly Effective ratings on the right. The median Complex has black bars.

The figure shows that Effective and Highly Effective ratings are not consistently distributed throughout all the Complexes. First, the charter schools did not provide evaluation data so not all charter teachers have ratings. Four Complexes averaged over 40 percent of teachers receiving highly effective ratings: State\District\Complex Area (69 percent), Baldwin-Kekaulike-Maui (45 percent), Kailua-Kalaheo (44 percent), and Farrington-Kaiser-Kalani (42 percent). At the same time five Complexes averaged 30 percent or fewer teachers receiving highly effective ratings: Kaimuki-McKinley-Roosevelt (30 percent), Kau-Keaau-Pahoa (27 percent), Campbell-Kapolei (27 percent), Pearl City-Waipahu (25 percent), and Nanakuli-Waianae (8 percent).

Figure 13.
Teacher Evaluation Scores by Complex, Average of 2015-16 to 2017-18



Compensation

This section describes annual teacher compensation between 2011-12 and 2018-19. The data provided by HIDOE included monthly base compensation, as well as additional compensation for additional duties and National Board Certification. This monthly compensation was multiplied by 12 to arrive at an estimate for yearly compensation. The compensation estimates include teachers on 10-month and 12-month contracts. Two different measures are used in this section: base annual compensation and total annual compensation, which includes additional compensation, differentials, and bonuses. The 2018-19 salary estimate includes the salary increase for this year.

The average yearly compensation for Hawaii teachers is shown in Table 23. The table also shows the annual percentage increase in average compensation. The average compensation amount was \$54,789 in 2011-12 and was estimated to be \$65,8203 in 2018-19. Annual growth in compensation was between -.3 percent and 4.9 percent. The slight decline between 2015-16 and 2016-17 is at least partially due to the high number of teachers (10,638) that received relatively high bonuses (average \$2,362) in 2015-16.

Table 23.
Average Annual Total Teacher Compensation, 2011-12 to 2018-19

Year	Average Total Compensation	Percentage Increase from Prior Year
2018-19	\$ 65,820	3.1%
2017-18	\$ 63,866	3.9%
2016-17	\$ 61,464	-0.3%
2015-16	\$ 61,632	4.9%
2014-15	\$ 58,729	2.3%
2013-14	\$ 57,409	4.3%
2012-13	\$ 55,062	0.5%
2011-12	\$ 54,789	

The average describes the overall changes in compensation and does not reflect the variation of experiences people can have at different points within the salary distribution. Figure 14 shows the annual compensation amounts for five different salary levels: the 10th percentile (90 percent of teachers make more than a teacher at the 10th percentile), 25th percentile, median (half of teachers make more and half make less than the median teacher), 75th percentile, and 90th percentile.

Figure 14 shows that salary generally increased by a similar amount annually for all of the compensation levels shown here. The few exceptions are between 2011-12 and 2012-13, when compensation at the 10th and 25th percentiles slightly decreased and compensation at the 75th percentile remained the same, and later between 2015-16 and 2016-17 when median compensation again slightly decreased by \$500. Figure 14 also shows that the differences in salaries are larger above the median than below. For example, in the most recent years, teachers at the 75th percentile earned about \$10,000 more than teachers at the median, while teachers at the 25th percentile earned about \$7,000 less than the median.

Figure 14.
Annual Total Compensation for Teachers at Different Compensation Percentiles, 2011-12 to 2018-19

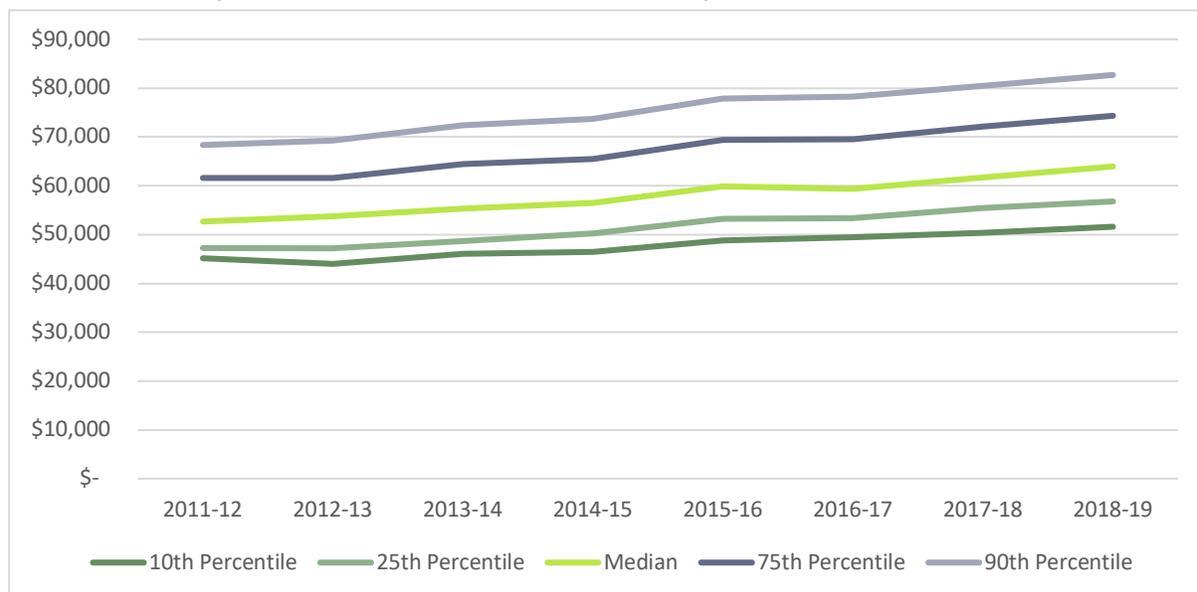


Figure 15 shows the annual salaries by Complex for 2018-19 sorted with the highest average salaries on the left and lowest salaries on the right. The State\District\Complex Area group of teachers has significantly higher average salaries, at \$80,890. Complexes with relatively high average salaries are Kaimuki-McKinley-Roosevelt (\$67,578), Pearl City-Waipahu (\$67,068), and Farrington-Kaiser-Kalani (\$67,046). Complexes with the lower salaries are Honokaa-Kealahkehe-Kohala-Konawaena (\$61,345) and Nanakuli-Waianae (\$63,539). The difference between the highest and lowest average salary by Complex is \$6,233.

Figure 15.
Average Total Teacher Compensation by Complex, 2018-19

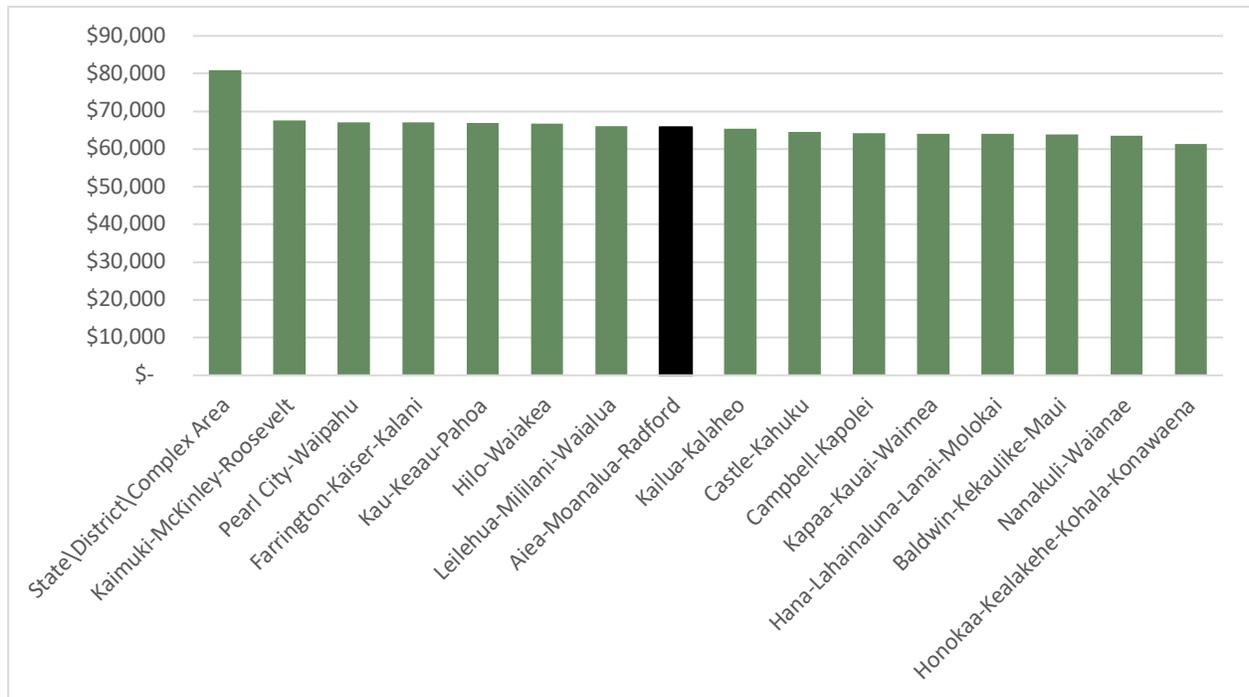
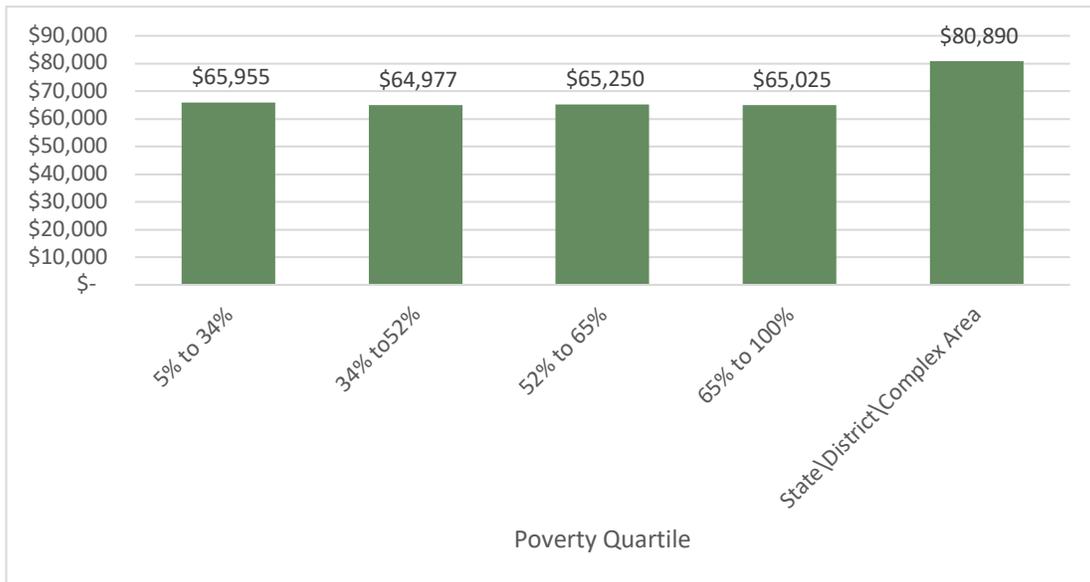


Figure 16 shows 2018-19 teacher compensation at different poverty quartile levels. A pattern is visible, as teachers in higher poverty schools have lower average compensation levels. The difference in average compensation between the lowest and highest poverty quartiles is \$2,495, or about 4 percent of the lowest poverty quartile average salary.

Figure 16.
Average Total Teacher Compensation at Different Poverty Quartiles, 2018-19



Movement and Placement on Salary Schedule

The base pay compensation system is organized around a salary schedule that has a series of Classes that are related to education levels or completed PD and a series of steps. Teachers move up steps based on negotiations and appropriations by the state. Moving up a Class or a step results in an increase in pay for a teacher. Table 24 shows the salary schedule with the average annual base salary for teachers in each cell of the salary schedule. Cells with a dash do not have any teachers at the Class and step.

Table 24.
Average Annual Base Teacher Compensation, 2018-19

Step	Salary Class					
	II	III	IV	V	VI	VII
1	\$ 37,212	\$ 40,195
2	\$ 38,314	\$ 41,401
3	\$ 38,819	\$ 42,553	\$ 44,349	.	.	.
5	\$ 49,133	\$ 53,019	\$ 55,150	.	.	\$ 63,228
6	\$ 50,621	\$ 54,679	\$ 56,805	\$ 59,022	\$ 61,439	\$ 65,126
7	\$ 52,111	\$ 56,344	\$ 58,776	\$ 60,944	\$ 63,514	\$ 67,457
8	\$ 53,723	\$ 58,299	\$ 60,688	\$ 63,028	\$ 65,895	\$ 69,792
9	\$ 55,477	\$ 60,032	\$ 62,532	\$ 65,304	\$ 67,218	\$ 72,152
10	\$ 57,575	\$ 61,924	\$ 64,568	\$ 67,305	\$ 70,512	\$ 74,677
11	\$ 59,353	\$ 64,984	\$ 66,604	\$ 69,313	\$ 72,381	\$ 77,297
12	\$ 60,387	\$ 65,766	\$ 68,651	\$ 71,454	\$ 74,429	\$ 79,344
13	\$ 63,950	\$ 67,175	\$ 69,862	\$ 75,343	\$ 75,562	\$ 82,030
14	\$ 64,065	\$ 71,140	\$ 71,959	\$ 77,296	\$ 80,542	\$ 84,718
14A	\$ 65,987	\$ 71,266	\$ 75,145	\$ 77,805	\$ 82,424	\$ 87,415
14B	\$ 69,946	\$ 76,688	\$ 80,114	\$ 82,326	\$ 86,945	\$ 93,679

Table 25 is a companion to Table 24. It shows the number of teachers in each cell for SY 2018-19. There are very few teachers in Class I or in Step 4. A large number of teachers are in Class VII (4,212). The majority of teachers are between Steps 5 and 10 in Classes II through IV (6,671).

Table 25.
Number of Teachers in Each Cell of the Salary Schedule, 2018-19

Class						
Step	II	III	IV	V	VI	VII
1	398	19	0	0	0	0
2	63	3	0	0	0	0
3	2	16	6	0	0	0
5	534	412	12	0	0	6
6	386	504	140	36	8	10
7	246	498	216	103	54	35
8	296	730	613	366	216	427
9	51	124	110	85	48	125
10	137	305	429	338	307	1287
11	32	45	69	95	85	613
12	17	47	65	61	79	631
13	7	11	18	16	16	162
14	5	7	10	12	16	176
14A	11	20	26	42	35	415
14B	12	13	20	26	34	325

As shown in Table 24, moving up a step or a Class is a way for a teacher's pay to increase. A key issue is the rate at which teachers move up steps and Classes. Table 26 shows the proportion of teachers who remained in teaching from year to year that moved up in step or Class from 2012-13 to 2018-19.

Table 26.
Proportion of Teachers that Moved up a Step or Class by Year

	2011-12 to 2012-13	2012-13 to 2013-14	2013-14 to 2014-15	2014-15 to 2015-16	2015-16 to 2016-17	2016-17 to 2017-18	2017-18 to 2018-19
No change	92%	2%	91%	2%	83%	3%	78%
New Step	0%	82%	1%	85%	1%	78%	1%
New Class	7%	0%	8%	0%	15%	0%	20%
New Class & Step	0%	16%	0%	13%	0%	19%	1%

During this seven-year period, all the teachers received step increases three times, between 2012-13 and 2013-14, between 2014-15 and 2016-17, and between 2016-17 and 2017-18. Teachers moved up Classes throughout the period. The sum of the New Class row and New Class and Step row shows the proportion of teachers who moved up a Class each year.

The Class increases are a result of teacher work to increase their education levels or complete PD. Table 27 provides information on the rate at which teachers move up steps. It shows all of the teachers that worked each of the five years from 2014-15 through to 2018-19. The rows are the teachers' beginning Class in 2014-15. The columns are the Class the teachers occupied in 2018-19.

Table 27.
Teacher's Class in 2014-15 and 2018-19

Class in 2018-19							
Class in 2014-15	Count of Teachers in 2014-15	II	III	IV	V	VI	VII
II	1,478	38%	32%	16%	9%	4%	2%
III	2,370		32%	39%	15%	7%	7%
IV	986			27%	37%	17%	19%
V	829				26%	38%	36%
VI	711					21%	79%
VII	2,842						100%

The table above shows that 38 percent of teachers that were in Class II in 2014-15 remained in Class II in 2018-19. For Classes II through VI, between 21 percent and 38 percent remained in the same Class after five years, with lower proportions remaining in the same Class in the higher classes. For Classes II through V, between 31 percent and 39 percent had moved up one Class during this five-year period.

Given the findings related to teacher movement on the salary schedule, including step increases only every other year, Table 28 examines the average experience by each cell.

Table 28.
Average Years of Experience for Teachers in Each Cell of the Salary Schedule, 2018-19

Step	Class							Total
	II	III	IV	V	VI	VII		
1	1.3	1.4						1.3
2	2.9	2.8						2.9
3	3.5	2.1	2.6					2.3
5	1.5	1.5	2.0				1.8	1.5
6	3.1	3.0	3.6	3.7	3.9	3.3		3.2
7	3.8	3.5	5.3	5.4	5.4	5.2		4.2
8	7.2	7.2	8.3	8.6	8.9	9.4		8.1
9	12.0	11.1	11.6	11.5	11.5	12.0		11.6
10	15.4	15.1	15.4	15.9	16.7	17.0		16.3
11	20.5	21.3	21.0	21.7	21.9	22.2		21.9
12	25.2	24.3	24.4	25.1	24.9	25.6		25.3
13	28.2	27.6	27.3	28.3	27.7	27.9		27.9
14	29.0	28.9	28.4	29.2	27.2	28.9		28.8
14A	29.6	30.5	31.2	30.4	29.9	30.7		30.6
14B	34.4	35.6	35.8	35.6	37.1	35.5		35.6
Total	4.8	6.9	11.5	14.2	16.6	21.7		13.3

Table 28 highlights the lack of correlation between average years of teaching experience and steps in the Hawaii system. In a traditional salary schedule where steps are based on years of experience, one would expect to see about a one-year change in average years of experience with each step. In Hawaii, it might be expected to see about a two-year difference since step increases have occurred every two years since 2011-2012. The current distribution in Hawaii does not show this clear pattern and there is

often far more than two years difference between steps. For example, the difference in average experience between steps 7 through 12 in each Class ranges from three to five years. A 17-year average experience difference across just five steps suggests a history of slow movement between steps for many teachers who are currently in middle steps of the schedule.

Table 29 more closely examines the range of years of experience within cells.

Table 29.
Minimum and Maximum Years of Experience for Teachers in Each Cell of the Salary Schedule, 2018-19

Step	Class												Total	
	2		3		4		5		6		7		Min	Max
	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
1	1	3	1	4									1	4
2	1	3	2	3									1	3
3	3	4	1	4	1	5							1	5
5	0	5	1	4	2	2					1	2	0	5
6	1	5	1	6	2	5	2	4	3	4	2	4	1	6
7	1	12	1	8	2	6	4	6	4	6	1	6	1	12
8	2	12	1	14	3	15	2	13	3	13	3	16	1	16
9	8	13	4	17	7	13	2	13	7	16	5	16	2	17
10	6	21	2	21	4	23	6	22	7	21	5	26	2	26
11	15	24	16	24	13	24	16	27	16	24	14	26	13	27
12	20	28	19	28	15	28	18	28	18	28	10	28	10	28
13	25	29	20	29	18	29	25	29	20	29	19	30	18	30
14	27	30	24	30	24	30	24	30	13	30	13	31	13	31
14A	24	32	25	33	24	44	26	33	22	33	15	33	15	44
14B	30	37	32	44	29	52	28	48	26	55	26	51	26	55
Total	0	37	1	44	1	52	2	48	3	55	1	51	0	55

As shown in the table above, there are large ranges of years of experience within each cell, with the largest differences occurring in steps 7-12, where the range can be as large as 21 years within a single cell, as seen in step 10 across Classes. This lack of correlation between step and years of experience impacts equity between teachers. For example, a current teacher may be on the same step as a newer teacher, but with far more years of experience in teaching.

Conclusions

This section of the report has described Hawaii's public education teacher workforce (not including charter school teachers) between 2011-12 and 2018-19. During this period the workforce has slowly increased from 12,652 to 12,975 teachers, while experience teaching in Hawaii was also relatively stable with a slight increase from 13.0 to 13.3 years. The proportion of teachers new to teaching in Hawaii increased from 5.4 percent to 6.9 percent.

Examining teacher placement and movement on the salary schedule during this time period documented that there were only step increases for teachers in half of the examined years.

Reclassifications are tied to additional education or PD, and the analysis shows that 38 percent of teachers that were in Class II in 2014-15 remained in Class II in 2018-19. For Classes II through VI, between 21 percent and 38 percent remained in the same Class after five years, with lower proportions remaining in the same Class in the upper Classes. For Classes II through V, between 31 percent and 39 percent had moved up one Class during this five-year period. The large variation in average years of experience between steps and within steps also documents inconsistent progression through the salary schedule and creates equity issues.

Further, the analysis described the teaching workforce in terms of: (1) the Complex where they work and (2) the poverty level of students served by the schools based on the proportion of students eligible for free and reduced lunch. In the analysis by complex, there were several Complexes that were regularly mentioned as outliers (i.e., at the higher or lower ends of the indicator's distribution). For several Complexes, their consistent mention at the bottom of the distribution suggests they face more challenges than other Complexes when trying to recruit and retain a qualified workforce. Hana-Lahainaluna-Lanai-Molokai, Honokaa-Kealahou-Kohala-Konawaena, and Nanakuli-Waianae have higher proportions of teachers that are new to teaching in Hawaii and that are emergency certification than the other Complexes. Some Complexes had consistent mentions at the top of the distribution, suggesting they face fewer challenges than other Complexes when trying to recruit and retain a qualified workforce. Kaimuki-McKinley-Roosevelt, Pearl City-Waipahu, and Farrington-Kaiser-Kalani have: a lower proportion of teachers that are new to teaching in Hawaii, higher experience levels, and lower attrition levels than the other complexes.

The analysis by poverty level examined the equity issue of whether students of different socioeconomic status had access to similar teachers. In general, there are very few correlations between the proportion of students eligible for free and reduced lunch and teacher workforce characteristics. The largest correlation was that the proportion of teachers rated Highly effective was much lower in the high poverty schools when compared to the low poverty schools (38 percent compared to 25 percent).

V. District Salary Comparisons

Salary Comparison

This chapter of the report compares Hawaii’s salaries to those of three sets of comparable districts. These comparisons provide Hawaii with context about the competitiveness of its salaries in relation to districts that share similar traits. Identifying appropriate comparison districts is a key factor in making these comparisons helpful for the state. This chapter first discusses how the comparison points from Hawaii’s current salary schedule were identified. Next it explains how the study team created the comparison district groups and different comparison analyses. It then provides detailed information on the comparison of Hawaii’s salaries to the comparison districts.

Comparison Cells

The first step in the salary comparison is to identify the salary schedule cells from Hawaii’s current salary schedule to use for the salary comparison. To do this, the study team examined the number of teachers in each cell of the salary schedule and chose a set of cells where high numbers of Hawaii teachers currently sit. Using data provided by HIDOE, thirteen comparison cells were chosen. Table 30 shows the cells chosen and the number of current Hawaii teachers in each cell. The number of teachers in each cell ranges from 296 to 1,287 teachers. The 6,803 teachers in these 13 cells represent approximately 52 percent of the teachers in the state (excluding charter schools) in the 2018-19 school year. The other 48 percent of teachers are in all other cells in the salary schedule. Table 25 in the previous chapter shows where all teachers sit.

Table 30.
Selected Comparison Cells

Comparison Points	Hawaii Class	Hawaii Step	Imputed Years of Experience	Number of Teachers
1	Class II	5	1	534
2	Class II	6	3	386
3	Class II	8	7	296
4	Class III	6	3	519
5	Class III	8	7	730
6	Class III	10	15	305
7	Class IV	8	8	613
8	Class IV	10	15	429
9	Class V	8	9	366
10	Class VI	10	17	307
11	Class VII	10	17	1287
12	Class VII	12	26	631
13	Class VII	14A	31	415

Most salary schedules across the country provide pay based on a combination of education level (lanes) and years of experience (steps). Though not all districts have a pure year-to-year link in providing steps,

steps in most districts are more closely aligned to years of experience than Hawaii's current system. To allow for as close to an apples-to-apples comparison as possible, the average years of experience in each of the identified 13 cells was calculated. The resulting imputed years of experience column above shows those figures. For example, a teacher in Class III step 10 has an average of 15 years of experience. This is the same average experience as a step 10 teacher in Class IV, but two years less experience than step 10 teachers in Class VI or Class VII. A step 12 Class VII teachers has nine years more average experience than the step 10 teacher. Please note that for some school years, teachers' years of experience outside of HIDOE may not be in the eHR data system, and therefore would not be reflected in the imputed years of experience calculation in Table 30. The imputed years of experience column is the best estimate the study team could determine, although it may not fully represent all teachers' years of experience outside the HIDOE.

Appendix C provides detail on the comparison districts and how the study team cross walked each district's salary schedules with the comparison cells selected for Hawaii.

Comparing Salaries Across Districts

In 2014, APA prepared a similar comparative analysis for the state of Hawaii¹³. At that time, the study team used one set of comparison districts and compared Hawaii's salaries to those comparison districts in three ways. This included comparing them without any adjustments, adjusting for differences in costs of living, and adjusting for differences in the comparable wage indices for each district.

For this study, APA identified three different comparison groups and compared the salaries in two ways. The Request for Proposals (RFP) to conduct this study issued by HIDOE identified one comparison group and the study team worked with Department staff to create the two additional groups. The three comparison groups are:

1. Comparison Group 1: Districts with over 165,000 students and between 10,000 and 14,000 teachers (as required by the RFP);
2. Comparison Group 2: Districts with high costs of living similar to Hawaii; and
3. Comparison Group 3: Districts with a similar relationship between cost of living and comparable wage index as Hawaii.

The criteria used in selecting districts for each of the three comparison groups, and the districts identified, are explained in more detail in subsequent sections. For comparison purposes, the study team utilized Hawaii's Teacher's Annual Rate Salary Schedule (10-Month), Effective the First Day of 2nd Quarter of the 2019-20 School Year, including the additional 21 PD hours. All comparison district salary schedules were for the 2019-20 school year, with the exception of Wake County Public Schools, North Carolina, which was still utilizing its 2018-19 salary schedule at the time of analysis.

An argument can be made to compare compensation between districts with and without many possible adjustments. This includes number of days worked, total compensation versus salary, and adjusted or

¹³ "Study of Hawaii's Compensation System" APA with Chris Stoddard, 2014

not adjusted for cost-of-living differences. For this study, APA is focusing on just salary figures and examining the comparisons first unadjusted for cost of living and then adjusted for cost of living. Throughout this study, the high cost of living has been a frequent topic of conversation and concern. By looking at the comparisons both unadjusted and adjusted, this study provides readers with an understanding of just how impactful the variations in cost of living between districts can be when trying to understand the competitiveness of wages in different communities.

The 2014 compensation study conducting for HIDOE included a comparable wage indices comparison. It was meant to examine the differences in attractiveness (or perceived desirability of locale) of the comparison districts. The study team feels that Comparison Group 3 of districts with a similar relationship between attractiveness and cost of living provides a better analysis of the impact of attractiveness on Hawaii's salary competitiveness, therefore is not utilizing the comparable wage indices in this study.

Comparison Group 1: Similarly sized Districts (Over 160,000 students and between 10,000 and 14,000 Teachers)

The RFP required the study team to identify districts that had over 160,000 students and between 10,000 and 14,000 teachers. These districts are of similar size and teacher workforce scale to Hawaii and likely face generally similar economies of scale in delivering educational services. Using National Center for Education Statistics (NCES) data, APA identified six districts meeting these criteria including:

- Palm Beach (FL)
- Fairfax County (VA)
- Gwinnett (GA)
- Houston (TX)
- Orange (FL)
- Wake (NC)

APA examined the salary schedules for each of these six comparison districts. Several of the districts, including Palm Beach, Gwinnett, Houston, and Orange use aspects of a pay-for-performance system as part of the compensation system in the district. The study team was able to confidently create comparisons for five of the six districts in this comparison group. Orange's system did not provide enough information for APA to create comparisons with Hawaii on a cell-by-cell basis.

Table 31 shows the comparison of Hawaii's salaries with those of the five similarly sized comparison districts prior to any cost-of-living adjustment. The table shows within each cell, Hawaii's salary, the comparison districts' average salary, the comparison districts' minimum salary, the comparison districts' maximum salary, the number of comparison districts above Hawaii's salary, and the number of comparison districts below Hawaii's salary.

Table 31.
Comparison Group 1: Districts with over 160,000 Students and Between 10,000 and 14,000 Teachers

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$47,447	\$48,460	\$53,720	\$52,411	\$58,211	\$67,630	\$58,438	\$66,356
Comparison Minimum	\$42,000	\$42,470	\$47,420	\$45,470	\$50,420	\$60,341	\$50,530	\$57,889
Comparison Maximum	\$54,369	\$56,243	\$65,833	\$64,341	\$73,833	\$89,924	\$73,833	\$89,924
Districts Above Hawaii	2	2	2	1	1	4	1	1
Districts Below Hawaii	3	3	3	4	4	1	4	4
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$60,919	\$70,081	\$70,081	\$76,303	\$79,802			
Comparison Minimum	\$55,930	\$61,183	\$61,183	\$60,410	\$70,888			
Comparison Maximum	\$78,330	\$96,364	\$96,364	\$102,283	\$102,283			
Districts Above Hawaii	1	1	1	1	1			
Districts Below Hawaii	4	4	4	4	4			

The average salary for the five similarly sized comparison districts is higher than Hawaii’s salary for just five of the thirteen comparison points. In all but one case, Class III Step 10, the majority of comparison districts have a lower salary than Hawaii. The five comparison districts have a large range in salary figures, with Fairfax being a relatively high paying district and the other four districts having much lower salary figures.

Table 32 uses the same salary data but adjusts it for the cost of living in each district based on the most recently published 2019 Consumer Price Index (CPI) information from the federal Bureau of Labor Statistics (BLS) in August 2019.¹⁴ Appendix D shows the raw and adjusted CPI figures for

¹⁴ <https://www.bls.gov/cpi/>

each of the comparison districts used in this report. The adjusted figures, used for the comparisons, are generated by benchmarking each district's cost-of-living figure to Hawaii's figure of 1.106. This figure represents Hawaii's cost of living compared to the national average. It shows Hawaii's cost of living as being 10.6 percent higher than the national average. Any comparison district with a figure above 1.106 will have an adjusted cost of living figure above 1.0 and any district below the 1.106 figure will have an adjusted figure below 1.0. These adjusted figures are then divided into each district's average salary to generate the COL-adjusted salary.

Table 32.
Comparison Group 1: Districts with over 160,000 Students and Between 10,000 and 14,000 Teachers,
Cost of Living Adjusted

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$52,792	\$53,824	\$59,525	\$58,063	\$64,387	\$74,563	\$64,648	\$73,238
Comparison Minimum	\$43,781	\$44,271	\$49,431	\$47,399	\$52,558	\$64,150	\$52,673	\$60,210
Comparison Maximum	\$66,888	\$67,210	\$70,518	\$68,358	\$78,443	\$95,539	\$78,443	\$95,539
Districts Above Hawaii	3	3	3	3	3	5	3	4
Districts Below Hawaii	2	2	2	2	2	0	2	1
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$67,286	\$77,224	\$77,224	\$84,291	\$88,140			
Comparison Minimum	\$58,302	\$66,610	\$66,610	\$62,833	\$73,731			
Comparison Maximum	\$83,221	\$102,381	\$102,381	\$108,670	\$108,670			
Districts Above Hawaii	3	3	3	4	3			
Districts Below Hawaii	2	2	2	1	2			

For the similarly sized districts comparison group, all five districts had COL figures below Hawaii's, meaning that a dollar paid to that teacher had more buying power in the other districts than it does for a teacher in Hawaii. Taking that cost of living difference into account, Hawaii's salary is below the comparison districts' average for all 13 comparison cells, ranging from just over \$3,000 below the comparison average to over \$13,000 below the average. Even after the COL adjustment, Fairfax is still by far the highest paying county. After the COL adjustment, Gwinnett and Houston are up to similar or even higher salary figures than Hawaii.

Comparison Group 2: High Cost of Living Districts

It is clear that teachers in Hawaii face very high costs of living to work on the islands. The second comparison group uses BLS CPI figures to identify districts with similarly high costs of living. Using the BLS figures, eleven comparison districts were identified:

- San Diego (CA)
- Oakland (CA)
- San Francisco (CA)
- Boston (MA)
- Jersey City (NJ)
- New York City (NY)
- Newark (NJ)
- Seattle (WA)
- Tacoma (WA)
- Long Beach (CA)
- Los Angeles (CA)

Similar to Comparison Group 1, the study team could not find comparable salary information for one district, Jersey City, and as such, it is excluded from the comparison. Table 33 shows comparison information for the 13 cells for this group of districts prior to any COL adjustment. Hawaii has a lower salary than the comparison group average for all 13 cells, with all ten comparison districts being above Hawaii in 11 of the 13 comparison cells. Hawaii's salary ranges from just under \$8,000 to over \$26,000 below the comparison group average.

Table 33.
Comparison Group 2: Districts with Similar Costs of Living

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$56,834	\$59,104	\$66,963	\$62,904	\$73,428	\$83,938	\$77,023	\$86,413
Comparison Minimum	\$48,730	\$51,369	\$57,676	\$52,300	\$59,633	\$66,953	\$62,110	\$67,871
Comparison Maximum	\$64,603	\$72,397	\$91,304	\$77,061	\$96,553	\$101,118	\$103,743	\$103,743
Districts Above Hawaii	8	10	10	9	10	10	10	10
Districts Below Hawaii	2	0	0	1	0	0	0	0
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$82,302	\$93,848	\$97,930	\$104,048	\$104,201			
Comparison Minimum	\$64,887	\$75,229	\$82,562	\$86,235	\$86,235			
Comparison Maximum	\$106,368	\$109,005	\$111,922	\$121,862	\$121,862			
Districts Above Hawaii	10	10	10	10	10			
Districts Below Hawaii	0	0	0	0	0			

Table 34 shows the comparison information for those same 10 districts, adjusted for cost of living. Though all of the districts were chosen for having high costs of living, only three of the 10 districts have higher costs of living than Hawaii. After adjusting for COL, the results remain similar to the unadjusted results. Hawaii still has a lower salary than the comparison districts' average in all 13 cells. Though a few districts fall below the Hawaii salary figure in a few cells, at least eight of the comparison districts are still higher than Hawaii in each of the 13 cells. Hawaii is below the comparison districts' average by a range of about \$7,700 to just over \$26,000, once cost of living is properly accounted for.

Table 34.
Comparison Group 2: Districts with Similar Costs of Living, Cost of Living Adjusted

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$56,796	\$59,041	\$66,889	\$62,858	\$73,428	\$83,946	\$76,948	\$86,328
Comparison Minimum	\$45,872	\$49,189	\$56,273	\$50,081	\$57,103	\$64,112	\$59,741	\$64,991
Comparison Maximum	\$64,896	\$72,726	\$91,719	\$77,411	\$96,991	\$101,577	\$104,214	\$104,214
Districts Above Hawaii	8	8	10	8	9	10	9	10
Districts Below Hawaii	2	2	0	2	1	0	1	0
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$82,279	\$93,765	\$97,834	\$103,975	\$104,132			
Comparison Minimum	\$63,245	\$72,038	\$79,060	\$82,577	\$82,577			
Comparison Maximum	\$106,851	\$109,500	\$112,430	\$123,662	\$123,662			
Districts Above Hawaii	10	10	10	10	9			
Districts Below Hawaii	0	0	0	0	1			

Comparison Group 3: District Attractiveness

While Comparison Group 2 looked at districts with similarly high costs of living to Hawaii, Comparison Group 3 attempts to incorporate districts with not only similarly high costs of living but also similar attractiveness as measured by comparative wage indices. It is clear that Hawaii is a special place to live and work, and that this attractiveness might make it easier to recruit workers to the state. However, once here, those workers face the high cost of living to continue to live in Hawaii. Instead of trying to make a specific adjustment for this attractiveness, as the prior study did by adjusting figures using a comparative wage index, the study team identified districts that may have a similar relationship between their cost of living and attractiveness.

To do this, APA used the COL figures described above and the Comparable Wage Index (CWI) figures generated by the National Center for Education Statistics (NCES) for each district in the country.¹⁵ CWI attempts to measure the cost of recruiting education personnel by examining the costs faced by a locale to attract similarly educated professionals. Some of what the CWI measures is the attractiveness of a community in terms of the amenities it has to offer. APA thought that by comparing a district's COL figure to its CWI figure, a set of districts that had higher attractiveness qualities (thereby reducing its CWI figure) in comparison to their higher COL could be determined. To do this, each district's CWI was subtracted from its COL figure. Districts with a positive figure were identified as having higher attractiveness levels. Using this criteria, seven comparison districts were identified:

- San Diego (CA)
- Palm Beach (FL)
- Broward (FL)
- Dade (FL)
- Aurora (CO)
- Denver (CO)
- Jefferson County (CO)

Table 35 shows the comparison information prior to any COL adjustment. The average salary of the comparison districts is lower than Hawaii's salaries for Classifications I and II, then the comparison districts tend to pay more in the higher Classifications (III and above). The differences range from Hawaii paying over \$3,000 more for a starting teacher than the districts' average to Hawaii paying nearly \$7,000 less for a teacher in Class III step 10.

¹⁵ The most recent CWI figures are from 2014.

Table 35.
Comparison Group 3: Districts with Similar Attractiveness

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$45,736	\$47,858	\$54,008	\$51,523	\$58,300	\$68,327	\$60,803	\$69,664
Comparison Minimum	\$42,000	\$42,470	\$47,420	\$45,470	\$50,420	\$54,883	\$50,530	\$54,883
Comparison Maximum	\$48,869	\$52,568	\$61,010	\$55,440	\$63,883	\$77,453	\$69,079	\$81,747
Districts Above Hawaii	0	1	4	1	4	6	4	5
Districts Below Hawaii	6	5	3	5	3	1	3	2
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$64,524	\$74,910	\$75,934	\$83,434	\$86,686			
Comparison Minimum	\$52,628	\$57,785	\$57,785	\$73,083	\$75,270			
Comparison Maximum	\$73,243	\$91,305	\$97,176	\$97,176	\$100,430			
Districts Above Hawaii	4	4	4	4	3			
Districts Below Hawaii	3	3	3	3	4			

Table 36 shows the results again once COL is adjusted for. Six of the seven districts have lower COL than Hawaii, which increases their relative salaries in Hawaii dollars. Once the adjustments are made, the results change slightly from the unadjusted results but the patterns are similar. Hawaii pays better in the lower classifications, but is behind in the higher classifications. Hawaii's salary is higher for a starting teacher, but after the COL adjustment is less than \$2,000 above, and it is behind by as much as \$9,227 for Class III Step 10.

Table 36.
Comparison Group 3: Districts with Similar Attractiveness, Cost of Living Adjusted

Comparison Cell	1	2	3	4	5	6	7	8
Class	Class II	Class II	Class II	Class III	Class III	Class III	Class IV	Class IV
Hawaii Step	5	6	8	6	8	10	8	10
Imputed Years of Experience	1	3	7	3	7	15	8	15
Hawaii Salary	\$49,100	\$50,574	\$53,653	\$54,619	\$57,945	\$61,474	\$60,262	\$63,934
Comparison Average	\$47,272	\$49,441	\$55,855	\$53,254	\$60,334	\$70,701	\$62,898	\$72,022
Comparison Minimum	\$43,781	\$44,271	\$49,431	\$47,399	\$52,558	\$57,211	\$52,673	\$57,211
Comparison Maximum	\$51,871	\$53,069	\$60,193	\$56,992	\$65,882	\$82,210	\$71,130	\$82,597
Districts Above Hawaii	1	2	5	2	5	6	5	6
Districts Below Hawaii	5	4	2	4	2	1	2	1
Comparison Cell	9	10	11	12	13			
Class	Class V	Class VI	Class VII	Class VII	Class VII			
Hawaii Step	8	10	10	12	14A			
Imputed Years of Experience	9	17	17	26	31			
Hawaii Salary	\$62,674	\$69,150	\$73,301	\$77,764	\$84,974			
Comparison Average	\$66,788	\$77,407	\$78,393	\$86,254	\$89,661			
Comparison Minimum	\$54,860	\$60,236	\$60,236	\$76,183	\$78,462			
Comparison Maximum	\$77,742	\$90,245	\$91,625	\$101,250	\$106,598			
Districts Above Hawaii	4	5	4	6	5			
Districts Below Hawaii	3	2	3	1	2			

Conclusions

The three comparison groups provide different lenses on salary differentials between Hawaii and districts across the country. Regardless of the comparison grouping, it is clear that Hawaii's high cost of living reduces the competitiveness of its salaries. In all three cases, once COL differences are accounted for, Hawaii's salaries become less competitive across the board. The purchasing power of salaries in Hawaii is very negatively impacted by the high cost of living.

Additionally, Comparison Groups 2 (Cost of Living) and 3 (Attractiveness) also show Hawaii is less competitive in the higher Classifications compared to the lower classifications. Teachers in Classifications IV and higher have lower salaries than the comparison districts, with or without the COL adjustment. This is especially true for the cost-of-living comparison group where Hawaii salaries often lag by more than \$20,000 per teacher adjusted or unadjusted for COL.

VI. Recommendations

APA gathered a wide body of qualitative and quantitative information regarding the state of Hawaii's current teacher compensation system as part of this study. The study team's literature review first provided context for how Hawaii's system fits within national recommendations and models regarding effective compensation systems. The stakeholder listening sessions and online survey then highlighted the various concerns educators, and other stakeholders, have with the system. The teacher workflow analysis provided information on teachers coming into and leaving the profession in the state, and on how teachers flow through the current system. Finally, the district comparisons provide information on how competitive Hawaii's salaries are to three comparison district groups, adjusted for differences in cost of living.

Using the information gained through each of these study components, APA believes that there are some clear findings from the study.

Teachers face a very high cost of living in Hawaii, which makes continuing in the teaching profession in the state less sustainable. In both the in-person educator listening sessions and the statewide online survey, the cost of living issue was by far the most frequent concern highlighted by educators. When asked about what the negatives for either recruiting or retaining staff in Hawaii, nearly 90 percent of respondents felt cost of living was a negative factor. The high cost of living leads many teachers to make unsustainable financial sacrifices, take on additional jobs that negatively impact their primary role as educators, and consider leaving the profession or moving somewhere else to teach.

Once adjusted for cost of living, teacher salaries in Hawaii are not competitive with comparison group averages. APA selected three distinct groups of comparison districts, including districts of similar size as required by the RFP (over 140,000 students and between 10,000 and 14,000 teachers), high cost of living districts, and highly attractive districts. When comparing salaries without adjusting for cost of living, Hawaii's salaries are competitive with comparison group averages for both the size comparison group and the highly attractive districts. Hawaii's unadjusted salaries are behind other high cost of living districts nearly across the board. Once salaries are adjusted for cost of living, Hawaii salaries are below comparison group averages at most comparison points for all three comparison groups.

Hawaii's compensation system has a limited number of steps and there has been compression within these steps. The majority of comparison districts provide additional steps beyond the number provided by Hawaii, and that in most instances step advancement was based on years of experience. In Hawaii, steps are not tied to years of experience, but are instead negotiated. Further, the teacher workflow data shows the compression of teachers in steps in the current Hawaii system. This means that teachers with high levels of experience are still in relatively lower steps within the Hawaii system. A teacher in step 13 of the schedule, regardless of Class, has nearly 28 years of teaching experience. Teachers in the top step, 14B, just two steps higher than step 13, have an average of over 35 years of experience. Responses to the survey highlighted a lack of ability to grow salary as a negative for retention of teachers; this compression of years within steps impacts the ability for teachers to have salary growth over time.

Regardless of steps taken by the State, Hawaii is likely to continue to have relatively higher levels of turnover. Turnover exists in Hawaii for a number of reasons that the teacher compensation system cannot fully address. First, the stakeholder engagement process highlighted that Hawaii's teachers are not the only residents that face salaries that do not fully compensate for the high cost of living, and that

the impact of the high cost of living is felt widely by all residents, a factor that will impact turnover. Second, there is a portion of teaching personnel that come to the islands for a shorter period of time regardless of salaries. This includes spouses of military personnel and personnel from the mainland who do not decide to make Hawaii their long-term home. Distance from family was identified as one reason that teachers do not stay in Hawaii.

Considering these four key findings, APA is recommending a three-step approach to adjusting Hawaii's salary system.

1. Hawaii should expand the number of steps available to teachers and re-grid personnel on these new steps. This will first require an expansion of the salary schedule and the creation of additional pay steps for teachers. Second, all teachers will be moved, or re-gridded, a new step based on their years of experience and their salaries will increase accordingly. The re-gridding will alleviate the salary compression currently experienced by Hawaii teachers and should improve the state's overall salary competitiveness. Once this regarding occurs, future salary schedule placement and movement should be based on years of experience.

2. Analyze the impact of the re-gridding and identify the areas where Hawaii still is not competitive to comparison districts. While re-gridding should be a meaningful step in the right direction for competitiveness, there may be particular career points on the salary schedule that need to be further addressed, or overall salary increases that may need to be considered. There are three important issues to consider within this step. First, the data is clear that teachers in higher Classes are further behind when comparing salaries to comparison districts. The analysis, and any adjustments, should take this information into account. Second, it is true that it is unlikely that the state can fully make up for the differences shown in comparison districts when cost of living is applied. It is also important to acknowledge that many industries face low salaries compared to the cost of living in the state when determining what the appropriate salaries will be going forward. Third, it will likely be necessary to phase-in any change over time.

3. The state should develop a career ladder focused on developing teacher leaders to support new-to-Hawaii teachers. And if possible, the career ladder should be more specifically aimed at teachers that historically do not stay in teaching in Hawaii. The career ladder would focus on providing training and resources to master teachers that would lead a cadre of new-to-Hawaii teachers and ensure they are prepared to teach in Hawaii's unique environment. This career ladder would leverage Hawaii's unique attractiveness and teacher workflow.

APA believes this three-step approach will create a more attractive teacher compensation system for the state that provides compensation aligned with experience and education, and help recruit new teachers to the profession, while creating a system that best serves students.

Appendix A: Hawaii Teacher Compensation Survey

Background information- all survey participants

1. What city/town do you live in or near? *(please select from drop down menu below; if city/town not listed, please select island)*
2. I am a(n)...
 - Educator
 - Parent
 - Student
 - Community member
 - Other _____

Additional background questions for educators

3. How long have you been in the education profession in Hawaii?
 - 1-2 years
 - 3-5 years
 - 5-10 years
 - 10-15 years
 - 15-20 years
 - 20 years or more
4. What is your role?
 - Teacher or instructional staff member
 - Student support professional (counselor, nurse, psychologist, social worker, therapist, etc.)
 - School administrator
 - Other school staff member
 - District staff member
 - Other _____

Attraction and Retention

5. In your opinion, to what degree do you think the following factors negatively or positively impact the state's ability to attract teachers? *[scale of negative to positive]*
 - Starting salaries
 - Salaries in relationship to cost of living
 - Potential for salary growth
 - Bonuses/incentive pay
 - Attractive location
 - Working conditions (workload/class sizes)
 - Available coaching/mentoring
6. In your opinion, to what degree do you think the following factors negatively or positively impact the state's ability to retain teachers? *[scale of negative to positive]*
 - Salaries in relationship to experience/advanced degrees
 - Salaries in relationship to cost of living

- Potential for salary growth
 - Bonuses/incentives
 - Housing availability
 - Attractive location
 - Working conditions (workload/class sizes)
 - Available coaching/mentoring
 - Available professional development
 - Support from administration/leadership
 - Voice in decision-making
 - Perceived value of teacher profession in the community
7. What other factors (positive or negative) do you believe impact teacher attraction and retention in Hawaii? *[open response field]*

Current Compensation System

8. How familiar are you with the current teacher salary schedule and bonus/incentive pay structure in Hawaii?
- Very familiar
 - Familiar
 - Somewhat familiar
 - Not familiar
9. What do you like about the current teacher salary schedule? *[select all that apply]*
- Stability
 - Transparency/easy to understand
 - Predictability
 - Equity (teachers of similar education and experience are paid the same)
 - The way it provides salary increases for education (classifications)
 - The way it provides salary increases for experience ("steps")
 - Other _____
10. What concerns, if any, do you have about teacher compensation in Hawaii? *[select all that apply]*
- Starting salaries are not sufficient to attract new teachers
 - Salaries not sufficient to retain experienced teachers
 - Salaries are too low compared to the cost of living
 - Salaries are not comparable to other non-teaching professions
 - Concerns about the structure of the salary schedule
 - Concerns about availability of bonuses/incentive pay
 - No concerns
 - Other _____

Changes to Compensation System

11. I believe Hawaii should: *[agree/disagree scale]*
- Increase all teacher salaries
 - Increase starting teacher salaries

- Increase mid-career and late-career salaries
- Keep the current salary schedule as is (meaning the structure, not specific salary levels)
- Increase the number of "steps" available in the salary schedule for years of experience
- Keep the current bonuses/incentives
- Provide additional bonuses/incentives for factors that are not currently addressed (*the following question will ask about which factors should be considered*)
- Increase the amount for any bonuses/incentives
- Replace the current salary schedule structure with a tiered career ladder compensation model (instead of Hawaii's classifications and negotiated steps, a tiered career ladder includes a limited set of teacher categories/salary levels based upon education, professional growth and/or performance)
- Other _____

12. In your opinion, should Hawaii consider the following factors to determine a teacher's salary or additional bonus/incentive pay? [*yes/no scale*]

- Degree from a State Approved Teacher Education Program (SATEP)
- Non-SATEP 4-year degree
- Certification in a specific field
- Advanced degree in education
- Teaching experience in Hawaii
- Teaching experience in other states
- Other relevant work or military experience
- Student and/or school outcomes
- Professional development courses
- National Board certification
- Specific knowledge and skills ("micro-credentialing" or "badging")
- Performance evaluation ratings
- Additional responsibilities such as leadership or mentoring positions
- Market-based reasons, such as working in hard-to-staff schools or locations, or hard-to-fill subject areas
- Other _____

13. Any other thoughts or concerns about teacher compensation to share? [*open response field*]

Appendix B: Bureau of Economic Analysis Regions

Source:

<https://apps.bea.gov/regional/docs/regions.cfm>

New England Region
Connecticut
Maine
Massachusetts
New Hampshire
Rhode Island
Vermont
Mideast Region
Delaware
District of Columbia
Maryland
New Jersey
New York
Pennsylvania
Great Lakes Region
Illinois
Indiana
Michigan
Ohio
Wisconsin
Plains Region
Iowa
Kansas
Minnesota
Missouri
Nebraska
North Dakota
South Dakota
Southeast Region
Alabama

Arkansas
Florida
Georgia
Kentucky
Louisiana
Mississippi
North Carolina
South Carolina
Tennessee
Virginia
West Virginia
Southwest Region
Arizona
New Mexico
Oklahoma
Texas
Rocky Mountain Region
Colorado
Idaho
Montana
Utah
Wyoming
Far West Region
Alaska
California
Hawaii
Nevada
Oregon
Washington

Appendix C: Description of the Approach to Identify Comparison District Comparable Salaries

APA utilized the “Teacher’s Annual Rate Salary Schedule (10-Month), Effective the First Day of 2nd Quarter of the 2019-20 School Year” as the Hawaii comparison figure. For each comparison district, APA identified the most comparable salary lane to Hawaii’s schedule. This included converting any quarter hours to semester hours for districts whose credit requirements are based on quarter hours rather than semester hours.

The study team utilized published 2019-20 salary schedules for most districts. At the time of data collection, Wake County Schools (NC) was utilizing its 2018-19 salary schedule, while negotiations for a salary increase for the 2019-20 school year were ongoing. Boston Public Schools’ (MA) most recent publicly available salary schedule is for the 2017-18 school. Per the terms of a tentative agreement, the study team calculated the salary increases approved for the 2018-19 and 2019-20 school years, although the final agreement had yet to be ratified. New York City (NY) grants teachers a step after each semester of service. For some levels, the semester step does not provide additional compensation. For the levels where the second step increases compensation, the study team calculated an annual salary by averaging the A and B step for that level.

A key difference between Hawaii’s schedule and some comparison districts’ schedules is whether a Master’s degree is required to advance horizontally across the schedule. Teachers in Hawaii can be placed in Class III with completion of a Master’s degree or with a Bachelor’s degree and additional credit hours. In some comparison districts, the only way to continue to advance horizontally is with completion of a Master’s degree. For that reason, the study team assumed teachers held a Master’s degree for all salary comparison from Step III and beyond. This also means that for districts whose salaries are based on a Bachelor’s degree only, with a supplemental flat rate salary adjustment for teachers holding a Master’s degree, the study team included that supplement amount, for Class III and beyond, in the salary figures that follow (these include Los Angeles Unified (CA), Broward County (FL), Dade County (FL), and Palm Beach County (FL) .

Two districts included in the original sample have been excluded in this analysis – Orange County Public Schools (FL) and Jersey City Public Schools (NJ). Orange County Public School’s Open Range pay for performance system includes all teachers; there is no grandfathered salary schedule. As a result, the study team was unable to determine with confidence comparable salaries for teachers of any given experience and education level. The study team was unable to procure Jersey City Public School’s salary schedule or related compensation documents; therefore, Jersey City was excluded from the sample.

Five of the comparison districts — all four Florida districts and Gwinnett County Public Schools in Georgia — utilize pay for performance systems, where teacher compensation is based, at least in part, on teacher performance evaluations. While Florida law (FL Statute §1012.22(1)(c)(1)(d)) requires all school districts to implement performance pay systems, each district’s system is unique. These systems presented challenges to the study team in determining comparable salaries for teachers at different levels of teaching experience and education levels. In some districts, once teachers are initially placed on

the salary schedule based on their teaching experience and education level, future salary increases are determined based on their individual performance evaluations, making it difficult to estimate a typical teacher's salary.

In order to provide some comparison to most comparison districts implementing performance pay systems, the study team used the following methods:

- For the Broward County (FL) comparison, the study team utilized the grandfathered salary schedule. Beginning in the 2014-15 school year, veteran teachers had the option to remain on the grandfathered salary schedule or move to the performance schedule. All new hires have been placed on the performance schedule since 2014-15. Using the grandfathered schedule allowed the study team to confidently predict more experienced teachers' salaries; however, since no teachers with less than five years of teaching experience can be on the grandfathered schedule, the study team is unable to provide comparison salaries for those points.
- For the Miami-Dade County Public Schools (FL) comparison, prior teaching experience is granted at 2 percent of the base teacher salary (\$41,000) for every year of full-time teaching experience. The study team calculated the resulting salaries for each of the comparison points.
- As previously noted, the study team was unable to determine comparable salaries for the Orange County Public Schools (FL) based on its Open Range Salary Schedule, and the district further states, "There are no predetermined future salaries based on years of experience." The district does not maintain a grandfathered salary schedule, rather all teachers were placed on the Open Range schedule.
- For the Palm Beach County (FL) comparison, the study team was unable to estimate current teacher salaries based on the district's Performance Salary Schedule. To provide a comparison point, the study team utilized the New Hire Salary Placement Schedule. Salaries in the comparison reflect the salary a teacher new to the district in the 2019-20 school year would receive, based on the teacher's experience and education level.
- For the Gwinnett County Public Schools (GA) comparison, although the district has implemented performance pay, it still utilizes a salary schedule with four levels (lanes) based on teacher education levels. The study utilized this "2019-20 Performance-Based Salary Schedule" to determine comparable salaries.

Additionally, voters in many Florida districts passed referenda in 2019 specifically aimed at increasing teacher compensation. The additional referendum stipend amount added to each teacher's salary varies by district. For example, in Dade County, the supplement ranges from 12.5 percent of salary to 20.25 percent, based on the teacher's base salary range, while the referendum supplement in Palm Beach County ranges from \$1,000 to \$10,000 for teachers with at least one year of teaching experience, with the most experienced teachers receiving the highest supplement. These additional referendum supplements have been included in the salary comparisons, as they are an accurate representation of current teacher pay. However, these specific amounts are not guaranteed for future years, and the referendum must be re-approved by voters in four years.

Salary Schedules Used for District Comparison Analysis

As many of the comparison districts have multiple salary schedules for teachers (often depending on the length of assignment, such as a 10-month, 11-month or year-round position), APA selected the most comparable traditional salary schedule to utilize in its analysis. The following tables present the title of the salary schedule used for comparison purposed in each district, and the crosswalk between the comparison cells from the Hawaii schedule, with the salary schedule cell selected for each comparison district.

State	District	Salary Schedule Used for Comparison
HI	Hawaii Department of Education	Teacher's Annual Rate Salary Schedule (10-Month), Effective the Frist Day of 2nd Quarter of the 2019-20 School Year
CA	Long Beach Unified	Schedule A4, Elementary and Secondary Teacher, Librarians and Nurses (Holding a Valid California Credential) Traditional Calendar, 2019-20
CA	Los Angeles Unified	2019-20 Salaries for Teachers with Regular Credentials (T) C Basis
CA	Oakland Unified	Salary Schedule: K-12 Teachers, Periods: 10 (months, Days/Year: 186, Hours/Day: 6
CA	San Diego Unified	Annual Salary Rates, 184-Day Contract Year
CA	San Francisco	TK-12 Fully Credentialed Teachers - per Education Code 45023.1 (2019-20 School Year)
CO	Aurora Public Schools	2019-20 Licensed Salary Schedule
CO	Denver Public Schools	Denver Public Schools ProComp Salary Setting, 2019-20
CO	Jefferson County Schools	Educator Salary Schedule 2019/20
FL	Broward County	Grandfathered Salary Schedule
FL	Dade (Miami)	Teacher Salary Schedule
FL	Palm Beach County	Instructional Salary Information
GA	Gwinnett County	2019-20 Performance-Based Teacher Salary Schedule
MA	Boston Public Schools	Boston Public Schools Biweekly Pay schedule, Group 1, 09/02/17-08/31/18
NC	Wake County Schools	Teachers/Certified Staff Salary Schedules 2018-19
NJ	Newark Public Schools	Newark Board of Education NYU Salary Guides
NY	New York City	Certified Teachers Salary Schedule Effective February 14, 2019
TX	Houston ISD	2019-20 Teacher Initial Compensation Placement Tables - All Months
VA	Fairfax County Public Schools	FY 2020 Teacher Salary Scale 194-day
WA	Seattle Public Schools	2019-20 Certificated Instructional Staff Salary Schedule
WA	Tacoma Public Schools	2019-20 Teacher Salary Schedule Effective 09/01/2019

Salary Schedule Cells Selected for District Salary Comparison								
Comparison Point		1	2	3	4	5	6	7
Hawaii Class		Class II	Class II	Class II	Class III	Class III	Class III	Class IV
Hawaii Step		5	6	8	6	8	10	8
Imputed Years of Experience		1	3	7	3	7	15	8
CA	Long Beach Unified	911	911	911	913	913	913	913
CA	Los Angeles Unified	20	20	20	23	23	23	24
CA	Oakland Unified	Column 1	Column 1	Column 1	Column 2	Column 2	Column 2	Column 3
CA	San Diego Unified	10	10	10	11	11	11	12
CA	San Francisco	B6	B6	B6	B7	B7	B7	B8
CO	Aurora Public Schools	BA	BA	BA	MA	MA	MA	MA15
CO	Denver Public Schools	1	1	1	3	3	3	4
CO	Jefferson County Schools	1	1	1	2	2	2	2
FL	Broward County	n/a	n/a	C	n/a	C	E	C
FL	Dade (Miami)	n/a	n/a	Base +14%	n/a	Base +14%	Base+30%	Base+16%
FL	Palm Beach County	1-2	3-4	7	3-4	7	15	8
GA	Gwinnett County	1, step 0	1, step1	1, step 5	2, step1	2, step 5	2, step 13	2, step 6
MA	Boston Public Schools	1	1	1	3	3	3	4
NC	Wake County Schools	BA pg. 1	BA pg 1	BA pg 1	MA pg 3	MA pg 3	MA pg 3	MA pg 3
NJ	Newark Public Schools	BA	BA	BA	MA	MA	MA	MA
NY	New York City	C1	C1	C1	C2+PD	C2+PD	C2+PD	C2+PD
TX	Houston ISD	10M, 0-3	10M, 0-3	10M, 7	10M, 0-3	10M, 7	10M, 15	10M, 8
VA	Fairfax County Public Schools	BA	BA	BA	MA	MA	MA	MA
WA	Seattle Public Schools	100	100	100	400	400	400	400
WA	Tacoma Public Schools	1	1	1	7a	7a	7a	7a

Salary Schedule Cells Selected for District Salary Comparison							
Comparison Point		8	9	10	11	12	13
Hawaii Class		Class IV	Class V	Class VI	Class VII	Class VII	Class VII
Hawaii Step		10	8	10	10	12	14A
Imputed Years of Experience		15	9	17	17	26	31
CA	Long Beach Unified	913	914	916	916	916	916
CA	Los Angeles Unified	24	25	26	27	27, (CI)3	27, (CI)4
CA	Oakland Unified	Column 3	Column 4	Column 5	Column 6	Column 6	Column 6
CA	San Diego Unified	12	12	13	14	14	14
CA	San Francisco	B8	B8	B8	B8	B8	B8
CO	Aurora Public Schools	MA15	MA30	MA45	MA60	MA60	MA60
CO	Denver Public Schools	4	5	6	6	6	6
CO	Jefferson County Schools	2	3	4	4	4	4
FL	Broward County	E	C	G	G	Q	U
FL	Dade (Miami)	Base+30%	Base+18%	Base+32%	Base+32%	Base+52%	Base+62%
FL	Palm Beach County	15	9	17	17	25	25
GA	Gwinnett County	2, step 13	2, step 7	2, step 15	2, step 15	2, step 24	2, step 28
MA	Boston Public Schools	4	5	6	7	7	7
NC	Wake County Schools	MA pg 3	MA pg 3	MA pg 3	MA pg 3	MA pg 3	MA pg 3
NJ	Newark Public Schools	MA	MA	MA	MA	MA	MA
NY	New York City	C2+PD+C6	C2+PD+C6	C2+PD+C6	C2+PD+C6	C2+PD+C6	C2+PD+C6
TX	Houston ISD	10M, 15	10M, 9	10M, 17	10M, 17	10M, 26	10M, 31
VA	Fairfax County Public Schools	MA	MA30	MA30	MA30	MA30	MA30
WA	Seattle Public Schools	400	400	400	600	600	600
WA	Tacoma Public Schools	7a	1A	1A	3A	3A	3A

Appendix D: Comparison District Comparative Wage Index (CWI) and Consumer Price Index (CPI) Figures

	2014 CWI, Raw	2019 CPI, Raw	2019 CPI, Adjusted Relative to Hawaii
HAWAII DEPARTMENT OF EDUCATION	1.021	1.106	1.000
AURORA PUBLIC SCHOOLS	1.003	1.042	0.942
BOSTON	1.17	1.101	0.995
BROWARD (FT. LAUDERDALE)	0.982	1.061	0.959
DADE (MIAMI)	0.982	1.061	0.959
DENVER PUBLIC SCHOOLS	1.003	1.042	0.942
FAIRFAX CO PBLIC SCHS (NEAR D.C.)	1.177	1.041	0.941
GWINNETT COUNTY (NEAR ATLANTA)	1.033	0.953	0.862
HOUSTON ISD	1.091	0.899	0.813
JEFFERSON COUNTY SCHOOLS	1.003	1.042	0.942
JERSEY CITY SCHOOL DISTRICT	1.157	1.090	0.985
LONG BEACH UNIFIED	1.116	1.076	0.973
LOS ANGELES UNIFIED	1.116	1.076	0.973
NEW YORK CITY PUBLIC SCHOOLS	1.157	1.090	0.985
NEWARK PUBLIC SCHOOL DISTRICT	1.157	1.090	0.985
OAKLAND UNIFIED	1.271	1.155	1.044
ORANGE (ORLANDO)	0.933	0.000	0.000
PALM BEACH	0.982	1.061	0.959
SAN DIEGO UNIFIED	1.085	1.177	1.064
SAN FRANCISCO UNIFIED	1.271	1.155	1.044
SEATTLE PUBLIC SCHOOLS	1.132	1.085	0.981
TACOMA SCHOOL DISTRICT	1.132	1.085	0.981
WAKE COUNTY SCHOOLS (RALEIGH)	0.888	0.000	0.000