

**A Report to the 2004 Legislature  
FY 2003 Collaborative Activities  
Between  
the Department of Education and  
the University of Hawai`i Community Colleges**

**December, 2003**

**Background**

In the House Concurrent Resolution 158 (Exhibit A), the 2000 Legislature of the State of Hawai`i directed that the Department of Education and the University of Hawai`i Community Colleges initiate a collaborative partnership to improve services for adults and expand opportunities for high school students that will result in substantive outcomes for the two entities.

Specifically, the resolution directed that the collaborative partnership:

- Plan and implement curricula and programs;
- Develop procedures for student referral;
- Develop procedures to promote effective sharing of resources to assure efficient coordination and delivery of remedial and basic literacy courses; and
- Develop assessment strategies to better prepare adults without high school diplomas and individuals age 16 and older, currently in high school who are seeking further educational options, with the basic skills to function effectively in the work place and in their daily lives, for either continued education and training or employment.

Subsequent to the 2000 passage of HCR 158, the DOE and the UH Community Colleges created a DOE/UHCC Coordinating Council in 2001. Serving on this group in FY 2003 were the following individuals:

from the DOE:	Deputy Superintendent	Clayton Fujie
	Assistant Superintendent	Kathy Kawaguchi
	Complex Area Superintendent, Maui	Donna Whitford
	Director of Curriculum & Instruction	Ann Mahi
	Principal Community School for Adult	Aileen Hokama

from the UHCC's:	Vice President for Academic Affairs	Mike Rota
	Provost, Honolulu Community College	Ramsey Pedersen
	Provost, Leeward Community College	Mark Stilliman
	Dean of Instruction, HawCC	Harry Kawamura
	Dean of Students, KapCC	Mona Lee

from the Workforce Development Council:		
	Chair	Mike Boughton

## **Recap of Reports to 2004 Legislature**

The first of four annual reports was submitted to the 2001 Legislature. The 2001 Report addressed assessment of existing initiatives between the DOE and the Community Colleges; an update on a 1996 BOE/BOR Task Force Report on Student Preparation; a discussion of current issues; and a delineation of planned actions to be taken in FY 2001 in four broad categories: improve services for adults, reduce the preparation gap, improve student assessment and tracking, and expand opportunities for high school students.

During the second reporting year, the members of the DOE/UHCC “Leadership Group” worked together to draft a Memorandum of Agreement between the Department of Education and the University of Hawai‘i Community Colleges (Exhibit B), which was signed by Superintendent LeMahieu and Chancellor Tsunoda in Fall 2001. In addition, this group drew up specifications for a permanent DOE/UHCC Coordinating Council (Exhibit C) whose purpose is to develop and implement the processes and procedures necessary for carrying out the Memorandum of Agreement. Membership in this Coordinating Council is defined in terms of roles; specific individuals were named to fulfill those roles in November of 2001. This Coordinating Council formed *ad hoc* task forces to address the issues that attained primacy in FY 2001. The Coordinating Council called for the following as the initial four task forces in FY 2002:

- Adult Basic Education and Remediation
- Curriculum Articulation
- Running Start
- Teacher Education and Certification

The 2003 Report to the Legislature provided updates from the initial four task forces. In *Adult Basic Education and Remediation*, a pilot study was conducted to identify demographic data, educational goals and competency levels of students at both institutions. Upon completion of this study, the data will be used to strengthen both the DOE and UHCC programs, as well as to provide collaborative program offerings in the DOE and UHCC settings. The *Curriculum Articulation* task force focused on the articulation of Career Pathways. Career Pathways originated through the School-to-Work federal grant that included the participation of both DOE teachers and UHCC faculty. It also provided opportunities for several high school faculty members to take COMPASS tests to gain a better understanding of what is expected of students. The *Running Start Program* expanded course offerings from 8 to 23 courses, identified Running Start counselors at each of the UHCC campuses and UH at Hilo, created a Running Start website ([www.hawaii.edu/runningstart/](http://www.hawaii.edu/runningstart/)), and enrolled approximately 200 students, generating approximately 700 credit hours. The task force on *Teacher Education and Certification* defined the curriculum pathways for Educational Assistants in special education classrooms and for literacy Education Assistants in primary grades. They also obtained a “Transition to Teaching” grant that involves the collaboration of the DOE, UH College of Education, UH Community Colleges and others.

This report addresses the progress that was made during the Academic Year 2002-2003 toward achieving the goals of Act 158.

During the FY 2002-03 the DOE/UHCC Coordinating Council solicited the assistance of graduate students from the UH-Manoa's Public Administration Program to evaluate the structure and effectiveness of the Council to promote communication, collaboration, and articulation between the DOE and the UHCC (Exhibit D). The evaluators noted three key findings: (1) awareness of this Council's work at the top levels of DOE and UHCC's is good; (2) there is a need for more support for these joint DOE/UHCC efforts, especially more personnel time; and (3) contingencies need to be accounted for (e.g., when leadership changes).

The evaluators also made six recommendations: (1) generate statewide support; (2) create an operational manual; (3) provide more staff support (possibly use graduate students as interns); (4) seek grants to cover some operational costs (especially federal grants that support multi-agency collaboration); (5) be sure to be involved with P-20 efforts; and (6) conduct statewide education summits.

In Spring 2003, the Council conducted the recommended statewide education summit to discuss the issues affecting the alignment of high school education to post-secondary education and to provide recommendations that will be used by the DOE/UHCC Coordinating Council to craft a vision, mission, goals and objectives for FY 2003-04.

The DOE/UHCC Coordinating Council is working closely with the P-20 Council to eliminate any overlap in efforts. The Council plans to get involved in the Hawai'i P-20 Initiative in a formalized manner as soon as possible and have the organizational structure and working relationships of this Council folded into P-20 as recommended in the DOE/UHCC Coordinating Council evaluation. The Community Colleges are currently involved in three of the P-20 Council's four work groups. Additional ways of involving the Community Colleges in the P-20 effort continue to be pursued.

### **Adult Basic Education and Remediation**

Major undertaking this past year has been the testing of UHCC basic skills students and DOE Community Schools for Adults secondary students to compare scores on both CASAS and COMPASS. Approximately 1,000 students were tested. Results indicate that test scores of CSA students are almost uniformly below test scores of UHCC students, indicating that the instructional needs are very different. Surveys of students' goals indicate significant differences in goals (short-term "survival" goals in CSA and longer-term attainment of a post-secondary degree or certificate in UHCC). This survey substantiated previous anecdotal evidence that the Community Schools for Adults serve a significantly larger number of non-native speakers. These students want to master basic language skills in order to get a job, conduct business transactions, and communicate with such essential personnel as their doctors, their children's teachers, etc. By contrast, the students who attend the community colleges are more academically focused and plan to pursue post-secondary education over an extended period...two, four or more semesters in order to obtain a degree or a certificate.

The task force worked to develop a sequence of instruction for DOE paraprofessional employees who seek to meet NCLB requirements, but need remediation in Math and/or English. Community Adult Schools can provide this remediation at no cost to the individuals.

## **Curriculum Articulation**

The major effort within the last year included a statewide conference on Career Pathways in November 2002 that was attended by nearly 500 secondary and post-secondary educators and business partners. The purpose of this conference was to expand awareness of the Career Pathway System and to develop implementation strategies. In conjunction with the conference, numerous marketing materials and career guidance resources were disseminated to all public schools and colleges/universities. The key to implementation of the Career Pathway System is the development of industry-validated standards. Federal career and technical education funds were made available for the development of core and cluster standards that meet business and industry requirements for each of the six career pathways. Development of standards among the Career Pathways varies, but the majority of the pathways are now piloting the use of the standards in curriculum implementation and assessment. The Career Pathways System provides a framework that can be applied to all levels of education, thus allowing educators and students to view education as a continuum.

## **Running Start Program**

The past year was focused primarily on increasing the enrollment in the Running Start Program. The Task Force identified several barriers that need to be overcome. These were: (1) current guidelines for selecting courses for approval; (2) delay in the process for approving courses for expansion; and (3) UH-Manoa's concern about the academic integrity of a college course taught on a high school campus or through distance learning if the total class enrollment consists only of high school students. To address these barriers the Task Force reviewed the current operating principles and submitted a revised statement of principles for approval to the DOE/UHCC Coordinating Council for approval (Exhibit E). The Council approved these principles, although the anticipated timeline will change.

Under the P20 philosophical umbrella, the Office of the State Director for Career and Technical education is promoting middle college as a pathway delivery framework. Middle college is defined as an alternative high school program delivered entirely on a community college campus. It is viewed as an important transition point for student achievement to recapture those disenfranchised high school juniors and seniors who have quit attending high school, not earning their diplomas, and thus becoming a burden on society. High school juniors and seniors apply, are thoroughly screened and interviewed with their parents, before being accepted into middle college. These students are taught and mentored by a DOE teacher in a classroom allocated by the community college. These students take the core courses that satisfy high school graduation requirements while having the opportunity to enroll for up to six credits of community college courses (academic and/or technical). The academic and/or technical courses, if approved, may count for both high school credits and toward a community college certification or degree.

However, there are concerns regarding the future of this program without additional resources:

1. More than half of Running Start participants are low-income students who have had support from the GEAR UP scholarship program that will cease to exist in 2005. How do we enable continuing participation of low-income students in Running Start?

2. Expansion of the program will require additional counselors for the high schools and the community colleges to accommodate the additional participants. Currently, the counselors service these students in addition to their current duties. This will not be possible nor practical with an expanding program;
3. Additional resources will be required by the community colleges to expand the Running Start Program. Currently, the community colleges accommodate Running Start students on a space available basis. No additional classes are scheduled for the sole purpose of accommodating only Running Start students. Since tuition only covers approximately 20% of the cost of offering a class, it will be difficult to expand the program without additional funds.

### **Teacher Education and Certification**

The potential role of the UHCCs in teacher education and certification includes several options:

1. The traditional “transfer preparation” function, providing students with AA degrees to allow them to matriculate to baccalaureate or post-baccalaureate programs for K-12 teacher education;
2. The preparation of Early Childhood Education providers who can obtain employment with an AS or AAS degree;
3. The preparation of Educational Assistants, who face new educational requirements as a result of “No Child Left Behind” legislation;
4. The provision of needed skills upgrading for unlicensed teachers who seek licensure;
5. The provision of professional development for licensed teachers (such as mastering the applications of technology in the classroom);
6. The provision of education pedagogy courses for individuals who hold baccalaureate degrees and who are considering new careers in education;
7. The awarding of dual credits through the Running Start Program to participants of the Teacher Cadet Program which introduce high school students to the teaching profession. The Teacher Cadet Program is designed to attract Hawai`i’s brightest and best public high school students to teaching careers in the Hawai`i public school system through a two-year Career Pathway curriculum in high school.

The UHCCs are working with the UHM College of Education, UH-West Oahu, and UH-Hilo to provide greater access to baccalaureate and graduate education in all of these routes.

Attachments:

Exhibit A	House Concurrent Resolution 158
Exhibit B	2001 Memorandum of Agreement, DOE and UHCCs
Exhibit C	DOE/UHCC Coordinating Council
Exhibit D	DOE/UHCC Coordinating Council Evaluation, Executive Summary
Exhibit E	Running Start, Revised Statement of Principles

**A Report to the 2004 Legislature  
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**Exhibit A**

**House Concurrent Resolution 158**

HOUSE OF REPRESENTATIVES  
TWENTIETH LEGISLATURE, 2000  
STATE OF HAWAII

H.C.R. NO.

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HOUSE CONCURRENT  
RESOLUTION

REQUESTING THAT THE DEPARTMENT OF EDUCATION AND THE UNIVERSITY OF HAWAII COMMUNITY COLLEGES INITIATE A COLLABORATIVE PARTNERSHIP TO IMPROVE SERVICES FOR ADULTS AND EXPAND OPPORTUNITIES FOR HIGH SCHOOL STUDENTS THAT WILL RESULT IN SUBSTANTIVE OUTCOMES FOR THE TWO ENTITIES.

1 WHEREAS, a survey by the Office of Children and Youth  
2 reported that as much as one in five adults in Hawaii may be  
3 functionally illiterate and that an estimated 60,000 are in the  
4 workforce; and

5  
6 WHEREAS, the University of Hawaii Community Colleges  
7 (UHCC), which is open to all individuals 18 years of age or  
8 older, annually enrolls a significant number of adults who lack  
9 the basic skills to function effectively in the workplace and  
10 in their daily lives; and

11  
12 WHEREAS, the UHCC's diverse programs deliver quality  
13 postsecondary education and offer students a chance to learn  
14 high technology skills that will enable them to meet the  
15 demands of the 21st century; and

16  
17 WHEREAS, at the same time, the affordability and  
18 accessibility of adult community school courses, especially in  
19 the rural communities of the state, also provide important  
20 services to the people of the State; and

21  
22 WHEREAS, as a result the Legislature has expressed concerns  
23 overlapping adult education responsibilities, services, and  
24 resources expended on the adult community schools of the  
25 Department of Education (DOE) and the community service  
26 programs of the UHCC; and

27  
28 WHEREAS, the Legislature has heard the competing interests  
29 in adult education and literacy and wishes to have the  
30 appropriate agencies work toward solutions that will best serve  
31 the needs of the employers and the workforce; and,

32  
33 WHEREAS, the federal Workforce Investment Act of 1998

34 provides Hawaii with the opportunity to implement a unified

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H.C.R. NO.

1 workforce plan, including basic adult education and literacy,  
2 which are critical to workforce preparation and skill training;  
3 now, therefore,

4  
5 BE IT RESOLVED by the House of Representatives of the  
6 Twentieth Legislature of the State of Hawaii, Regular Session  
7 of 2000, the Senate concurring, that the DOE and the UHCC are  
8 requested to initiate a collaborative partnership to improve  
9 services for adults and expand opportunities for high school  
10 students that will result in substantive outcomes for the two  
11 entities; and

12  
13 BE IT FURTHER RESOLVED that the partnership:

- 14 (1) Plan and implement curricula and programs;  
15  
16 (2) Develop procedures for student referral;  
17  
18 (3) Develop procedures to promote effective sharing of  
19 resources to assure efficient coordination and  
20 delivery of remedial and basic literacy courses; and  
21  
22 (4) Develop assessment strategies to better prepare adults  
23 without high school diplomas and individuals age 16  
24 and older, currently in high school who are seeking  
25 further educational options, with the basic skills to  
26 function effectively in the workplace and in their  
27 daily lives, for either continued education and  
28 training or employment;

29  
30  
31 and

32  
33 BE IT FURTHER RESOLVED that for the years 2001 through  
34 2004, the DOE and UHCC are requested to jointly submit to the  
35 Legislature an annual report detailing the progress made in  
36 implementing the provisions of the partnership no later than  
37 twenty days prior to each legislative session; and

38  
39 BE IT FURTHER RESOLVED that certified copies of this  
40 Concurrent Resolution be transmitted to the Superintendent of  
41 Education and the Chancellor of the UHCC.

42  
43  
44  
45

OFFERED BY: \_\_\_\_\_

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**Exhibit B**

**2001 Memorandum of Agreement  
DOE and UHCCs**

Memorandum of Agreement  
Between  
Department of Education  
And  
University of Hawai`i Community Colleges

The purpose of this Memorandum of Agreement between the State Department of Education (DOE) and the University of Hawai`i Community Colleges (UHCC) is to develop a coordinated and collaborative education delivery system which provides effective learning opportunities and prepares a highly skilled and educated workforce.

BACKGROUND

- The 1994 School-To-Work Act, 1998 Perkins Act (including Tech-Prep Education), and 1998 Workforce Investment Act support the development of a vocational education system that delivers a highly skilled and educated workforce.
- HRS 304-67.5, Running Start Program, was established by the 2000 State of Hawai`i Legislature. This program allows public high school juniors and seniors to attend college classes and earn both high school and college credits.
- The Workforce Investment Act (WIA), Title II, of 1998, “Adult Education and Family Literacy Act” requires that partnerships be created to provide adult and family literacy services in order to:
  1. Assist adults to become literate and obtain knowledge and skills necessary for employment and self-sufficiency;
  2. Assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and
  3. Assist adults in the completion of a secondary school education.
- The DOE is the agency responsible for administering and carrying out the purpose of WIA, Title II. Furthermore, Hawai`i Revised Statute Section 302A-432 places the responsibility for adult basic education programs in Hawai`i with the DOE.
- The 2000 State of Hawai`i Legislature recognized, with the adoption of House Concurrent Resolution No. 158, that services to Hawai`i’s adult community could be enhanced by initiating a collaborative partnership between the Department of Education and the University of Hawai`i Community Colleges.

- HRS 302A-1004, Educational accountability system; annual reports, amended by the 2000 State of Hawai`i Legislature, requires continuous professional growth and development of teachers and administrators. The Department of Education's Strategic Plan for Standards-based Reform, September 1999, also identifies teacher education and in-service training as necessary supports for the implementation of the Hawai`i Content and Performance Standards.
- HRS 302A-1132, Relating to Compulsory School Attendance Exceptions (Act 162), allows sixteen-year old students to be released from high schools under specified conditions. These students may now enroll in the Community Schools for Adults and earn a high school diploma.

## POLICIES AND PROCEDURES

The Superintendent of Education and the Chancellor for the University of Hawai`i Community Colleges will appoint a Task Group. The Task Group will develop processes that support:

- curriculum articulation;
- dual credit programs;
- student tracking;
- career development program;
- adult education/remedial services
- teacher pre-service;
- a continuum of in-service opportunities for teachers; and
- a coordination of technology management systems and learning programs.

The Group will specifically address adult basic education program coordination within the two agencies and other adult basic education providers for a more effective adult and career development program.

The Task Group will formulate the following: the purpose and function of the Group; the development of operational procedures; the process for identifying and resolving issues facing both agencies; the process for implementation of recommended solutions as agreed to by both agencies; and the identification of appropriate membership for the Group and any adhoc committees.

The Task Group will address the following in addition to other identified issues:

1. Development of a tracking system relating to student transfer and career development for assessment and accountability purposes
2. The use of technology to facilitate student transfer and coordinate services and

programs.

3. The formulation of a career development system that is articulated, implemented and monitored.
4. The establishment of a curriculum articulation process, between the DOE and UHCC, that facilitates: student transfer; career development; transition of alienated youth; dual credit for K-12 and Adult Basic Education programs (utilizing the Equipped For the Future Content Standards for Adult Literacy); the use of technology in the content and/or delivery of programs.
5. The coordination of adult basic education and remedial services between the DOE, UHCC and other agencies.
6. The development of a teacher pre-service/in-service program to increase the availability of endorsements for teachers in identified shortage and emerging program areas.
7. The coordination of staff development activities which meet the needs of both agencies.
8. The development of a set of measures to evaluate whether the collaborative processes and programs are effective and efficient.
9. The development of legislation identified as necessary to effectively carryout the plans and processes.

To sustain this collaborative effort, both agencies will commit to this project by assigning this function to respective permanent staff.

This Memorandum of Agreement can be modified or terminated with the mutual agreement of the Superintendent of Education and Chancellor for the University of Hawai`i Community Colleges.

Signed: \_\_\_\_\_  
Dr. Paul G. LeMahieu  
Superintendent of Education

Signed: \_\_\_\_\_  
Dr. Joyce S. Tsunoda  
Senior Vice President, University of Hawai`i  
and Chancellor for Community Colleges

Date: \_\_\_\_\_

Date: \_\_\_\_\_

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**Exhibit C**

**DOE/UHCC Coordinating Council**

## **DOE/UHCC COORDINATING COUNCIL**

The Memorandum of Agreement between the Department of Education (DOE) and the University of Hawai'i Community Colleges (UHCC), signed jointly by DOE Superintendent Paul LeMahieu and UH Community Colleges Chancellor Joyce Tsunoda in Fall 2001, calls for the appointment of a Task Group. The document herein is intended to identify the composition, purpose and procedures of this Task Group.

### ***Name***

This Task Group will be known as the DOE/UHCC Coordinating Council.

### ***Purpose***

The purpose of this Coordinating Council is to develop processes that will support:

- curriculum articulation;
- dual credit programs;
- student tracking;
- career development program;
- adult education/remedial services
- teacher pre-service;
- a continuum of in-service opportunities for teachers; and
- a coordination of technology management systems and learning programs.

The Coordinating Council will specifically address collaborative initiatives between the two agencies, which can result in more coordinated, integrated and seamless services for the youth and adult learners of Hawai'i. Such initiatives would include, but not be limited to, the coordination of adult basic education programs between the two agencies and with other adult basic education providers.

The Coordinating Council will carry out the directives of the Memorandum of Agreement and will provide annual reports to the Legislature in accord with the requirements of House Concurrent Resolution 158.

### ***Make-Up***

The DOE/UHCC Coordinating Council shall consist of ten permanent members, including neighbor island representation, plus additional *ad hoc* members as needed, and two staff, one from DOE and one from UHCC's. Five members will be appointed by the DOE Superintendent; five by the UHCC Chancellor, as follows:

from the DOE

from the UHCC's

- |   |   |
|---|---|
| 1. Deputy Superintendent or Designee      | 1. Vice Chancellor for Academic Affairs |
| 2. Assistant Superintendent, DLTSS        | 2. a provost                            |
| 3. a district superintendent              | 3. a second provost                     |
| 4. Director of Curriculum and Instruction | 4. a dean of instruction                |
| 5. a principal, Community & Adult Schools | 5. a dean of student services           |

***Operational Procedures***

1. The Coordinating Council will address tasks by forming *ad hoc* task forces, which will “sunset” appropriately upon completion of their assignments.
  - As these *ad hoc* groups generate procedures, processes and/or policy proposals, the proposals will be forwarded to the Coordinating Council.
  - The Coordinating Council will review proposals and determine feasibility of implementation.
  - After review by the Coordinating Council, proposals will be forwarded (with or without recommendation) to the respective administrations as follows: 1) DOE – forwarded to Superintendent for implementation and approval, with informational report to the BOE; 2) UHCC's – forwarded to Executive Staff for review and implementation.
2. The Coordinating Council will meet monthly.
3. Initial issues to be addressed by the Coordinating Council, per the Memorandum of Agreement, include:
  - Development of a tracking system relating to student transfer and career development for assessment and accountability purposes.
  - The use of technology to facilitate student transfer and coordinate services and programs.
  - The formulation of a career development system that is articulated, implemented and monitored.
  - The establishment of a curriculum articulation process, between the DOE and UHCC, that facilitates: student transfer; career development; transition of alienated youth; dual credit for K-12 and Adult Basic Education programs (utilizing the Equipped For the Future Content Standards for Adult Literacy); the

use of technology in the content and/or delivery of programs.

- The coordination of adult basic education and remedial services between the DOE, UHCC and other agencies.
- The development of a teacher pre-service/in-service program to increase the availability of endorsements for teachers in identified.
- The coordination of staff development activities which meet the needs of both agencies.
- The development of a set of measures to evaluate whether the collaborative processes and programs are effective and efficient.
- The development of legislation identified as necessary to effectively carry out the plans and processes.

Additional issues may be brought before the Coordinating Council by individuals from the DOE, from the UHCC's or from community constituents

### ***Process for Identifying and Resolving Issues***

#### *Identification*

As noted above, issues may be identified by individuals from the Department of Education or from the UH Community Colleges, or by members of the community.

#### *Resolution*

Refer to Step #1 of "Operational Procedures."

For the Department of Education, implementation of recommended solutions will be through the Superintendent. For the UH Community Colleges, through the Executive Staff.

#### *Ad Hoc Task Forces*

In their handling of issues, each *ad hoc* task force will be expected to **design** an implementable solution, to **identify criteria** by which to evaluate the success of such implementation, to **evaluate** initial implementation, and to revise and modify processes, procedures and policies and recommend changes to the Coordinating Council before sunseting.

## **Initial Ad Hoc Task Forces Needed**

It is recommended that the work of the Coordinating Council begin with formation of the following three Task Forces, each composed jointly of DOE and UHCC members:

- Adult Basic Education and Remediation
- Running Start
- Teacher Education and Certification
- In addition, it is recommended that an existing joint DOE/UHCC Tech Prep Steering Committee serve as the Task Force on Curriculum Articulation.

## **DOE-UHCC Coordinating Council**

Appointed November 2001

Name	Agency	Phone	FAX	E-mail
Clayton Fujie	DOE			
Aileen Hokama	DOE			
Kathy Jaycox	UHCCs			
Harry Kawamura	HawCC			
Mona Lee	KapCC			
Ann Mahi	DOE			
Stephen Miyasato	DOE			
Diana Oshiro	DOE			
Ramsey Pedersen	HonCC			
Michael Rota	UHCCs			
Mark Silliman	LCC			
Gwen Ueoka	DOE			

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**Exhibit D**

**DOE/UHCC Coordinating Council Evaluation  
Executive Summary**

# **DOE/UHCC COORDINATING COUNCIL EVALUATION**

**DECEMBER 2002**

**EVALUATION TEAM**  
**The University of Hawai'i at Mānoa**  
**Public Administration Program**

**Troy Antonelis**  
**Cecile LaMar**  
**Line Memea**  
**Advisor: Christopher Grandy, Ph.D**

## **Acknowledgements**

This evaluation of the Department of Education / University of Hawai'i Community Colleges Coordinating Council was conducted as a capstone project in the completion of the Masters in Public Administration Capstone seminar over the span of nine months beginning in April 2002 and completing in December 2002. The project was greatly facilitated by the constructive feedback of our advisor, Associate Professor Christopher Grandy, on whom we could always count for honest assessment and probing questions.

Throughout the process it was encouraging to us that members of the Coordinating Council have agreed that an evaluation is appropriate at this time. They have graciously provided us with access to paperwork and meeting minutes when requested, provided us time on the agenda of several meetings, taken time out of their busy schedules to meet with us personally, and have communicated to us in words and deeds that they valued our research efforts. It has become apparent that these educators are willing to open themselves up to critical evaluation if it means working towards the larger goal of improving education in the state of Hawai'i. A special mahalo goes to the Coordinating Council designated staff persons Kathy Jaycox and Steven Miyasato.

Sincerely,

Troy Antonelis  
Cecile LaMar  
Line Memea

## **Executive Summary**

## **History/Overview**

According to Mike Rota, (personal interview, April 15, 2002) in efforts to minimize duplication and maximize resources, consolidation of education programs has become a trend across the United States. Policymakers in Hawai'i recognized a possible overlap in courses offered by University of Hawai'i Community Colleges and the Adult Community Schools. In addition, administrators and policy makers realized the necessity of a formalized collaboration between the Department of Education and the University of Hawai'i Community Colleges.

Mr. Mike Rota, Vice Chancellor of University of Hawai'i Community Colleges (UHCC) Academic Affairs and Ms. Diane Oshiro, Assistant Superintendent of the Department of Education (DOE), were asked to submit a drafted resolution to the Hawai'i State Legislature that would establish collaboration efforts between the DOE and UHCC. In the 2000 Hawai'i legislative session, House Concurrent Resolution 158 (H.C.R. 158) was passed. H.C.R. 158 (see Evaluation Report Appendix 9.3) mandates that, "The Department of Education and the University of Hawai'i Community Colleges initiate a collaborative partnership to improve services for adults and expand opportunities for high school students that will result in substantive outcome for the two entities," In accordance with H.C.R. 158, a task group made of DOE and UHCC administrators was formed to develop this collaborative process. The task group is referred to as the DOE/UHCC Coordinating Council. A formal Memorandum of Agreement (MOA) was drafted to formalize the working relationship between the Community Colleges and the Department of Education.

What follows is a brief summary of the evaluation of DOE/UHCC Coordinating Council. The evaluation was conducted by students of the Public Administrations Program of the University of Hawai'i at Mānoa.

## **Methodology**

The evaluation design included both qualitative and quantitative methods, including: surveys, interviews, observations, literature review, and a comparison analysis. Surveys were sent to all thirteen participating Council members. Eleven of thirteen were interviewed. For direct observation, members of the evaluation team attended Council meetings. Georgia's P-16 Initiative was examined and information gathered utilized to complete a comparison analysis. Through multiple research methods, the evaluation group was able to compile a great deal of varied data.

## **Findings**

The Coordinating Council (CC) can be considered a *fledgling* council, in that it is the first of its kind. In the State of Hawai'i, this council was the first to bring the Department of Education and the Community Colleges to the table, formally on this scale to work together on important issues and programs. With the initiation of such an effort, a degree of challenges or *wrinkles* were to be expected. Indeed, the DOE/UHCC Coordinating Council has experienced its share of obstacles along the way. Yet from challenges, comes opportunity to learn and grow, and there is evidence that the Council is doing so.

### **The Council**

The interview process revealed that responding members unanimously felt that the creation of the Council was a success in its own right. With the creation of the Coordinating Council, a formal method of communication, collaboration, and articulation was formed between the DOE and the UHCC, which previously did not exist.

The groundwork that has been laid by the Coordinating Council can serve as an example for future collaborations within the State and beyond. More specifically, the professional relationships and formal modes of communication should be utilized in the newly introduced State of Hawai'i P-20 Initiative.

### **The Agenda**

During the conceptualization of the Council and the generating of the MOA, administrators saw this formal collaboration as an opportunity to address additional education issues and shared program responsibilities between the DOE and UHCC. This opportunistic approach broadened the scope of focus from adult education to additional educational issues.

The broadened agenda, while ambitious and commendable, has produced challenges for the group. It has created levels of uncertainty among some Council members. Newer members have expressed that their original understanding was that the CC exists to address strictly adult education and a remediation issue as was directed in H.C.R. 158. While this misunderstanding is not necessarily detrimental to the Council's operations, it reflects a lack of clarity that could be easily corrected with a clearly articulated vision.

### **Structure**

Great care was given in selecting those participating on the Council and considering why. The Council was designed to have those who could make and implement policy sitting at the table. With such careful attention paid to getting the best representation possible, the Council has the personnel present to be able to generate substantial progress. Yet, at times the organization has experienced slow progress and inefficient operations. This can be attributed to two issues.

The first is that attendance at Council meetings is not consistent. Based on the report team's observation and examination of the last 10 meeting minutes, provided by the Council, average attendance was 64%.

Second, the Department of Education changed administrations approximately one year ago. This changing of the guard has meant there has been a shift in the membership of the Council. In addition, a lag time has been necessary for new administrators to come up to speed with the Council's purpose and procedures. This change has contributed to the absenteeism and has impeded the progress of the Council.

### **Communication**

Surveys and interviews indicated that Council members generally felt that the internal communication of the Council was adequate. In contrast, sever

al members felt that external communication (between members and their agencies) needs improvement. There are two specific communication pathways that should be targeted for enhancement. First, communication among Council members and their respective agencies needs to be effective. Members should function as proactive liaisons between the Council and the agencies. Second, observations made at Council meetings showed a communication need within the Council's operations linked with the Task Forces.

### **Agency Dynamics**

Extraneous circumstances within the DOE have affected the degree of participation on the Coordinating Council. The Department of Education's administration changeover approximately one year ago is primarily responsible for this. It led to a major shift in persons assigned to sit on the Council. As a result, numerous challenges for the Council have arisen including: repetition of discussion on issues; muddying of roles and responsibilities; fluctuating commitment levels; and an unproductive lag time during the natural learning curve of new participants. These relatively recent challenges have contributed to progress setbacks and an increased frustration level within the Council.

### **Awareness and Support of Council's Operations**

Steven Portch, leader of Georgia's successful P-16 effort, spoke at the September 2002 Coordinating Council meeting. There he made the point that strong awareness of the Council's operations is key to success. Indeed, acknowledgement of its function and significance among respective agency supervisors, politicians, people of influence, and the entire profession of education are key to success. Hawai'i's Council members perceived differing awareness levels among these types of stakeholders. Stakeholders cited were: the Department of Education and the Board of Education, the University of Hawai'i System, the Governors Office, the Hawai'i State Legislature, and the business community.

### **Resources**

According to the survey responses only three out of ten of the Council members surveyed felt there were adequate resources available to the group. Upon further discussion during interviews the majority agreed with this. Resources were defined and discussed in two areas: 1. staff support and 2. money to fund an operating budget. Council members were largely in agreement on the need for additional staff support.

The continued expansion and development of Coordinating Council programs logically requires additional support and resources. Staff positions appointed to the Council need to be completely dedicated to Council activities and operations. According to Portch (2002) a collaboration of this level cannot be sustained without full-time staff support. This additional, full time appointed staff would create numerous operational advantages for the Council; such as the opportunity to locate funding sources through a strong grant writing approach.

### **Stated goals of MOA**

Although evaluating outcomes was not the impetus of this research, it is important to review accomplishments of the Council. When members were asked if the Council had made significant progress toward the action items stated in the MOA, answers

revealed mixed perceptions of achievements (see Evaluation Report Appendix 9.4). Through surveys and interviews Council members indicated substantial progress related to the Running Start program.

Examining the progress of the Council on an outcome basis has highlighted both success and challenges. Steven Portch (2002) stated that collaboration such as this needs to have “laser-like” focus on issues and programs that directly affect positive change in student achievement. The issues and programs supported by the Council can be categorized as having the potential for positive changes in student achievement, but the operations of the Council may lack the continuous conviction of “laser-like” focus, in that the Council does not have clearly articulated vision and goals.

### **The Coordinating Council & P-20**

Through the research process several strong similarities between the Coordinating Council and the recently proposed Hawai'i P-20 Initiative were identified. Although P-20 and the CC differ in scope, educational areas of concentration identified by the Hawai'i State P-20 Initiative were comparable to areas acknowledged in H.C.R 158 and the MOA.

The formal communication pathways and professional working relationships that have been formed through the Coordinating Council should be incorporated into the planning process and ultimate operations of the P-20 Initiative. The valuable experience gained by creating this collaboration process should not be left on the wayside.

### **Recommendations**

It has been our desire that this research project be of use to the UHCC/DOE Coordinating Council and provide relevant feedback and recommendations that will facilitate the important work with which they have been tasked. Findings suggest that while the Coordinating Council has generated success in several areas, continued efforts by the Council are necessary to develop long-term positive student outcomes and sustained achievement. Based on our findings we have the following recommendations for the Coordinating Council:

#### **Sustainable Efforts:**

- Generate statewide support and knowledge of the Council and its operations.
- Generate a strong communication path with legislators and state policy makers.
- Maintain pinpoint focus on issues and items that directly affect student achievement and follow the mission of Council.

#### **Operations:**

- Develop a strong, well-defined operational manual including, mission, goals, objectives, timelines, and benchmarks.

- The working relationships between Council members as well as the Council and its task forces should be clearly articulated and formally drafted and distributed.
- Work to develop a means to address the issue of changing membership within the Council. Operational procedures and safeguards to address contingencies like a major administrative shift in the DOE should be implemented. Continuity during transition is of vital importance to the maintenance of momentum and forward progress for the council

**Resources:**

- Additional full time staff support is necessary.
- Establish a strong grant-writing process and pursue funding that will provide for additional staff support and additionally fund possible future expansion as well as the continued operation of Council initiated programs.

**Communication:**

- The previously mentioned handbook should include the history of the council and its operations, structure and procedures. Include copies of H.C.R 158, the MOA and the annual reports to the Legislature.
- Have each task force report to the Council on a regular basis.

**Other:**

- Plan to get involved in the Hawai'i P-20 Initiative in a formalized manner as soon as possible. Lobby to have organizational structure and working relationships of this council folded into P-20 or in some way be used as a model for creating the P-20 Council. Representatives for the CC should participate on the P-20 Council.
- Initiate statewide educational summits.

Create graduate intern positions for staff support of the Council

**A Report to the 2004 Legislature  
FY 2003 Collaborative Activities  
Between  
the Department of Education and  
the University of Hawai`i Community Colleges**

**Exhibit E**

**Running Start – Revised Statement of Principles**

Running Start Task Force  
September 8, 2003  
Dole Street Conference Room

Minutes

Present: Aileen Ah Yat, Claudia Atta, Carolyn Brooks-Harris, Tony Calabrese, Doug Dykstra, Margaret Haig, Jan Heu, Kathy Jaycox, Susan Kanagawa, Harry Kawamura, Jean Maslowski, Earl Nishiguchi, Ramsey Pedersen, Jim Schlosser, Gayle Sugita, Barbara White

Minutes of August 11 meeting were accepted with one correction. Top of p. 2 should read:

Consequently, approved courses delivered via television or via computer or via a college faculty member traveling to a high school campus (including DOE teachers who serve as UH lecturers in non-school hours) should be an accepted part of a concurrent enrollment program.

The operating principles and recommendations recorded in the minutes of the 8/11/03 meeting were revisited. Discussion centered on the following:

- To date, all courses approved for Running Start have been chosen because they offer students the broadest range of applicability to general education requirements at a post-secondary institution, whether in or out of Hawai'i. Additions should provide students with access to instruction not likely to be available on their high school campus.
- High schools are anxious to have more college classes offered on high school campuses. The UH-Manoa campus has expressed concern about the academic integrity of a college class taught on a high school campus if the total class enrollment consists only of high school students, and especially if the instructor is a high school teacher serving as a UH lecturer. (This concern may also apply at other UH campuses.) Has this issue been addressed by UH Policy E5.209? If so, what resolution? If not, how to proceed to resolution?
- What – if anything – can DOE do differently to alleviate the delay in approving courses for expansion? This seems to be tied to the need for close examination of University curricula in order to identify which HCPS II standards are being addressed by any given UH course. Can the focus move from “meeting standards” to “meeting the goal of no need for remediation”? If a high school student successfully completes a college course in a given subject, the student clearly is not in need of remediation in that subject area.
- As we consider expansion to include distance delivery and/or college classes on a high school campus, let us not lose sight of the fact that, as always, our preference remains getting the students on to a college campus.

Revised statements of principle are as follows:

- To date, the principle guiding all course approval in the Running Start Program has been that all courses approved for the Running Start Program should be applicable to fulfilling General Education requirements. This provides students with the greatest flexibility in subsequent college enrollment, whether seeking an associate or a baccalaureate degree.

While this principle serves those students pursuing AA, AS or baccalaureate degrees, it does not necessarily serve those pursuing AAS and ATS degrees or certificates. In order to increase concurrent enrollment options for students in the latter categories, we should expand to include additional courses (such as English and math courses below the 100-level which apply to certain associate degrees, as well as career/technical courses). In conjunction with such expansion, it will be very important for both college and high school counseling personnel to be sure that students and parents understand the distinctions among the various degree paths.

- We recognize that the DOE is in the process of changing high school graduation requirements and of measuring all students in terms of their ability to meet or exceed certain standards (listed in the Authorized Courses and Code Numbers [ACCN] Green Book). Consequently, the key to expanding the list of approved courses will involve a “crosswalk” between the Hawai'i Content and Performance Standards of the DOE and the hallmarks or competency expectations of the UH courses proposed for RS designation.
- The ideal concurrent enrollment program will allow students the opportunity to move physically to a college campus, in order to experience college life both inside and outside the classroom. Recognizing, however, that our island state includes many areas in which geographic distance precludes a student from spending part of the day on a high school campus and part on a college campus, it is better for the student to experience college via distance learning than not at all. Consequently, approved courses delivered via television or via computer or via a college faculty member traveling to a high school campus (including DOE teachers who serve as UH lecturers in non-school hours) should be an accepted part of a concurrent enrollment program.

Based upon the operating principles identified above, the Running Start Task Force submits the following recommendations to the DOE-UHCC Coordinating Council for approval/adoption.

1. Expansion of the Running Start Program, and any other concurrent enrollment program between the DOE and the UH System, should occur in phases. Phase I will involve the addition of all courses 100-level and above which fulfill General Education requirements for AA, AS and baccalaureate degrees. It

will also begin the expansion into approval of courses applicable to AAS and ATS degrees and certificates (i.e., career and technical courses). Such initial expansion will begin with courses identified as part of any of the six Career Pathways.

Although the Task Force discourages the concept of “one-for-one” comparisons between high school and college courses, we acknowledge that time is required during this phase for members of the Running Start Task Force to meet with DOE curriculum specialists in order to review the correlations between DOE ACCN (Authorized Course and Code Numbers) standards and the hallmarks for General Education at all of the UH campuses.

Students participating in Running Start will, as always, be expected to fulfill all Running Start application procedures and to meet the entrance and/or placement requirements of the UH campus at which they enroll.

Anticipated implementation of Phase 1: Begin in Spring 2004, continuing through Fall 2004.

2. Phase 2 will add distance-delivered versions of approved courses to the range of options available to students. This phase will begin in Fall 2004, in order to allow time for clarification from the various UH campuses about transferability of college courses taught in high school settings.

Anticipated implementation of Phase 2: Fall 2004?

3. During Phase 3, all of the growth implemented in Phases 1 and 2 will become “institutionalized” through the DOE ACCN and other documents. Subsequent expansion will then be clearly related to increasing the range of student options --either via additional options for fulfilling General Ed distribution requirements (such as science courses for science majors) or via academies/middle colleges related to specific career pathways.

Anticipated implementation of Phase 3: Spring 2005

In addition to these recommendations, the work group suggests that the subcommittee on RS Handbook Revision be certain to include information for high school principals and counselors, reminding them that a “Running Start” designation is limited to those courses specifically authorized for dual credit and scheduled by a UH campus. No high school can decide, on its own, to label some of its courses as “Running Start” courses.

Next Meeting:           October 13, 2003  
                                  9—11 am  
                                  Dole St Conference Room