



Native Hawaiian Education Council Annual Report

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October 2007 – September 2008*



Native Hawaiian Education Council

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Native Hawaiian Education Council

TABLE OF CONTENTS

Annual Report Narrative –

I. Introduction.....	Page 1
II. Outcomes Substantially Achieved in 2007-2008.....	Page 4
III. NHEC State Council and Executive Council Meetings.....	Page 9
IV. Policy Recommendations of the NHEC.....	Page 10

NHEC State Council Members.....	Page 18
---------------------------------	---------

Budget Expenditures.....	Page 19
--------------------------	---------

Appendixes –

1: Background on Ka Hā Naupaka.....	Page 21
2: Background on Indicators.....	Page 42
3: NHEC Indicator Forum (January 29, 2008).....	Page 48
4: NHEC Indicator Forum II (July 2, 2008).....	Page 64
5: Indicators Work Product for November 17 th Indicators Forum III....	Page 88
6: New NHEC Recommended GPRA Indicators.....	Page 92
7: GAO Report to Congressional Requesters on the Native Hawaiian Education Act	Page 94
8:2007-2008 State Council & Executive Council Meetings.....	Page 151
9:COTR Study (July, 24, 2007).....	Page 203

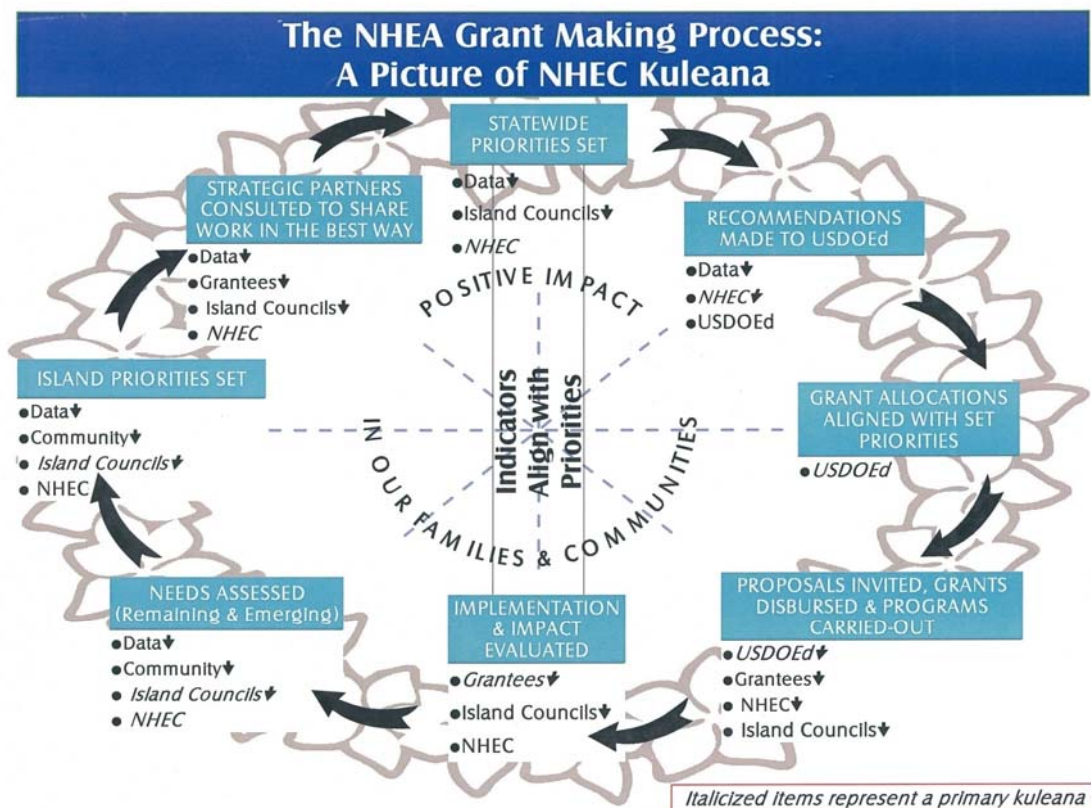


Native Hawaiian Education Council

2007-2008 ANNUAL REPORT NARRATIVE

I. Introduction

A pictorial depiction of the overarching work of the Native Hawaiian Education Council (NHEC) is depicted in the chart entitled 'The NHEA Grant Making Process: A Picture of NHEC Kuleana' which follows. This picture describes the work of the Council as a result of a comprehensive assessment and planning process which began in October 2006 with the involvement of a representative from the U.S. Department of Education. The result of this effort, known as Ka Hā Naupaka, has been previously reported to the U.S. Department of Education. (See Appendix 1: Background on Ka Hā Naupaka)



This annual report discusses the NHEC's accomplishment of its stated intention to increase its capacity to accomplish its mission of 'assessing, evaluating, coordinating, and reporting and making recommendations' to governmental entities, including the federal government, on the state of Native Hawaiian education and the impact of programs designed and implemented to increase Native Hawaiian education; and to establish education priorities for Native Hawaiian communities. Our intention is to create a system by which all decisions, outcomes and policy recommendations of the NHEC are based upon accurate, relevant and credible data deliberated upon by a Council whose members are not perceived to be in a conflict of interest because they are past, present, or potential future NHEA grantees.

The NHEC formulated a five year strategic plan, of which we are now in the second of five years, to accomplish these activities. This strategic plan contains three phases:

Phase I consists of assessing the needs and capacity of all of the stakeholders of the Native Hawaiian Education Council and to design the appropriate systems to accomplish the mission of the Council. This phase is presently underway and will continue through the 2008-2009 fiscal year.

Phase II consists of developing and piloting a system to accomplish each of the discrete activities necessary to accomplish the mission of the Council. This phase is about to begin in the 2008-2009 fiscal year and will continue through 2009-2010.

Phase III consists of implementing, evaluating, and refining the system designed in earlier phases to accomplish the mission of the Council. This phase will begin in 2009 and will continue throughout 2011 for NHEC's stakeholders.

II. *Outcomes Substantially Achieved in 2007-2008*

A. Established a comprehensive indicator and measurement system for measuring the performance and impact of Native Hawaiian education programs and for collecting and evaluating data to establish community funding priorities in the field of education.

The NHEC took a substantial step in the 2007-2008 fiscal year to begin building a system to establish a set of common metrics which are closely aligned with the purposes of the NHEA. This metric system will allow us to track grantee performance, increase collaboration, and assess and articulate Native Hawaiian community funding priorities in education.

Developing a common metric is necessary because the grants awarded under the NHEA cover the entire P-20 spectrum and there are no common or shared metrics by which to understand, evaluate, organize, and coordinate all of these diverse NHEA grants. The establishment of a common metric to measure grantee performance will increase the ability of the NHEC and the U.S. Department of Education to capture relevant information through which we can increase our collective understanding of the impact of these programs and discharge our respective duties under the Act. Establishing these common metrics also will enable the NHEC to better assess and coordinate NHEA grantees, increase accountability and collaboration amongst education programs, and will inform the creation of a system to establish community funding priorities and measure our success at addressing these priorities. These same indicators will be used to organize and

evaluate data collected from the Hawaiian community to determine their education needs and priorities.

After consulting with its strategic partners, its Island and State Councils, its past, present and potential future grantees, hiring necessary contract staff, and designing a comprehensive research and collaborative plan necessary to accomplish this work, the NHEC embarked on establishing a set of common metric indicators. This work took over a year to perform, and consumed all of the 2007-2008 fiscal year. (*See Appendix 2: Background on Indicators*)

The NHEC planned and conducted three statewide meetings in the 2008 calendar year. The first meeting, held on January 29, 2008, reviewed the measures and indicators currently being utilized by our NHEA grantees and concluded that the measures used are not well aligned with the intent of the Native Hawaiian Education Act to educate Native Hawaiians from a Hawaiian cultural perspective. Possible indigenous measures were researched, discussed, and suggested to improve our ability to measure education programs for Native Hawaiians in a manner more in sync with the intent of the Native Hawaiian Education Act. Representatives of the U.S. Department of Education attended this meeting. (*See Appendix 3: NHEC Indicator Forum [January 29, 2008]*)

The second statewide meeting, held on July 2, 2008, summarized the indicators our NHEA grantees are presently using to tell their stories of success and accomplishment. Attendees learned of some of the promising culturally-aligned measures that some of our

strategic partners have created. The sense of the meeting was that designing a holistic and culturally-aligned system of measurement is difficult, but is something many programs are struggling to accomplish.* (See *Appendix 4: NHEC Indicator Forum II [July 2, 2008]*)

B. Suggested changes in the existing Government Performance and Results Act (GPRA) measures presently used by the U.S. Department of Education to measure grantee performance under the Native Hawaiian Education Act.

The GPRA measures presently in use by the U.S. Department of Education on September 30, 2008 to evaluate NHEA grantee performance are:

1. The percentage of Native Hawaiian children participating in early education programs who improve on measures of school readiness and literacy.
2. The percentage of students participating in the Education for Native Hawaiians program who meet or exceed proficiency standards in mathematics, science, or reading.
3. The percentage of teachers involved with professional development activities that address the unique education needs of Native Hawaiians.

The NHEC was well aware that the measure presently in use by the U.S. Department of Education were not well-aligned with the purposes of the Native Hawaiian Education Act

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In continuing this work, we note that a third statewide meeting was held on November 17, 2008. The intention of this meeting was to enable NHEA grantees, Native Hawaiian service providers, professional evaluators, Native Hawaiian community members, Native Hawaiian Education State and Island Council members, Native Hawaiian education advocates and strategic partners the opportunity to review the fruits of our work to date. Following that FY2008-2009 meeting, the NHEC was asked to provide the U.S. Department of Education with its indicators and provided Sylvia Lyles of the U.S. Department of Education with this information. (See *Appendix 5: Indicators Work Product for November 17th Indicator Forum III*)

when the Government Accountability Office (GAO) issued their report on the Native Hawaiian Education Act (GAO-08-422) in March 2008. The report found that “Education has not established performance measures relevant to some activities funded by the NHEA.”, that “[e]stablished measures do not always apply and are not relevant to education outcomes that could result from some grant activities”, that “Education officials noted that it has been difficult to establish a set of relevant performance measures for such a broad range of activities...”, and that “[a]s a result of the broad range of allowable activities, Education’s established measures cannot be used to measure performance of all activities.” *(See Appendix 7: GAO Report to Congressional Requesters on the Native Hawaiian Education Act [March 2008: Appendix I, Page 29])*

The NHEC had already begun to address this situation chronicled by the GAO by obtaining approval of the U.S. Department of Education to use unexpended Council funds during the 2007-2008 fiscal year to create, design and develop a process to improve and expand the measures presently used by the U.S. Department. of Education. This work was a continuation of the Ka Hā Naupaka initiative begun in October 2006, which featured the participation of the program manager from the U.S. Department of Education.

As a result of the efforts accomplished over this last year, the NHEC made a recommendation to the U.S. Department of Education to adopt a new set of indicators during the beginning of October 2008. A revised version of that information has been included with this annual report. *(See Appendix 6: New NHEC Recommended GPRA Indicators)*

The proposed indicators the NHEC is recommending be adopted by the Office of Management and Budget for use by NHEA grantees are:

1. The percentage of programs participants who improve in knowledge, skills and dispositions related to well-being of the body, mind and spirit.
2. The percentage of program participants who demonstrate proficiency and achievement of knowledge, skills and dispositions of the Hawaiian language, culture, values and practices.
3. The percentage of program participants who meet or exceed standards of academic achievement or proficiency appropriate to program level (i.e. Early Ed., K-12 Ed., Adult Ed., Higher Ed., Post Grad).
4. The percentage of program participants who demonstrate proficiency and achievement of knowledge, skills and dispositions required for self-reliance, financial independence and contribution to the family, community and world.

The NHEC continues to refine its measurement tools and to plan future trainings and meetings to implement these indicators.

C. Assisted the Government Accounting Office in completing an audit of the Native Hawaiian Education Act and in following up on suggested improvements.

Our U.S. Senators from Hawai'i requested that the GAO audit the impact of the Native Hawaiian Education Act and suggest improvements to increase its effectiveness. The

GAO visited Hawai'i in August and September of 2007, conducted their study, and published their report in March 2008. The report has improved the relationship between the NHEC, the U.S. Department of Education, the community, key education stakeholders and strategic partners, and past, present, and prospective NHEA grantees; and has identified issues that must be addressed to increase the effectiveness and impact of the Native Hawaiian Education Act. *(See Appendix 7: GAO Report to Congressional Requesters on the Native Hawaiian Education Act [March 2008])*

The GAO report has increased the focus on accountability at all levels of the NHEA grants process, on measurement and evaluation of results, on assessing and reporting on community priorities, and on linking the grants program to addressing those community needs identified and reported. It has spurred a focus on collecting relevant data and information, on evaluating it in meaningful ways, and in using it to report on accomplishments, lessons learned, and best practices identified. It has created an increase in technical assistance, training, and capacity building for the Native Hawaiian Education Council and for Native Hawaiian Education Act grantees. It has heightened the need to address internal governance issues of the Council, particularly as relates to eliminating conflicts of interest in formulating policy and making policy recommendations.

III. NHEC State Council and Executive Council Meetings

The NHEC State Council met 4 times during the fiscal year. The Executive Council met 9 times during the fiscal year. Minutes are provided herein. *(See Appendix 8: 2007-2008 State Council & Executive Council Meeting Minutes)*

IV. Policy Recommendations of the NHEC

A. Adopt the indicator and measurement system created by the Native Hawaiian Education Council as program measures for this federal grant program.

The NHEC's mission is to assess, evaluate, coordinate, report and make recommendations on the impact of programs funded under the Native Hawaiian Education Act, as well as to define needs and priorities in education for Native Hawaiians. The NHEC has adopted a set of indicators and measures that it believes are well aligned with the purposes for which the NHEA was created and that directly address the following conclusions of the GAO in their seminal report published in March 2008,:

“Without sufficient and relevant performance measures in place to appropriately assess all the activities funded by NHEA, or a method to track how funds have been spent, Education is unable to effectively assess activities and outcomes, manage and oversee grants, strategically target future resources, and report to Congress on NHEA's activities, as required....However, moving forward, it will be important for Education to fulfill its stated intention to reexamine the performance measures [and] implement a system to track and monitor grantee activities.” (*See Appendix 7: GAO Report to Congressional Requesters on the Native Hawaiian Education Act [March 2008: Appendix I, Page 42]*)

The GAO report, in response to their factual conclusions, recommended that the Secretary of Education accomplish the following activities:

“ • establish additional or broader performance measures to cover the range of education outcomes that could result from activities funded by NHEA, and include in its report to Congress a time frame for when such action will be completed;

• expedite development of a method to track how grant funds are allocated and spent across island activities, and include in its report to Congress a time frame for when development will be completed; and

• provide additional direction and guidance to NHEA grantees to help them fulfill their responsibilities and meet their stated goals, including their reporting requirements.” *(See Appendix 7: GAO Report to Congressional Requesters on the Native Hawaiian Education Act [March 2008: Appendix I, Page 44])*

The NHEC seeks adoption of these indicators and measures by the U.S. Department of Education as the operative programmatic measures for use in tracking and measuring performance under the Native Hawaiian Education Act grant program. The NHEC is in need of technical assistance and guidance from the U.S. Department of Education in terms of the specific steps that need to be accomplished in order to bring this goal to fruition.

Our recommendation is that the Secretary adopt the indicator and measurement system created by the NHEC as program measures for this federal grant program. In the event our present work product is neither in the form or is of the substance necessary to enable adoption, we request and recommend consultation with the Secretary or his designee and

specific technical assistance to inform us of the work that needs to be accomplished as a predicate to adoption of this proposal by the Secretary. We also request and recommend the establishment of a mutually-agreed-upon timetable for the delivery of technical assistance to the NHEC by the Secretary of Education or his designee.

B. Change the Government Performance and Results Act measures consistent with the indicator system created by the Native Hawaiian Education Council.

Similarly, the NHEC recommends that the Government Performance and Results Act measures presently being used by the Department be changed consistent with the recommendation of the NHEC. Similar to the previous recommendation, we seek consultation and technical assistance from the U.S. Department of Education in order to accomplish this objective.

We understand, however, that this will necessarily involve the Office of Management and Budget. We recommend that the U.S. Department of Education assist us in arranging and scheduling these activities, and providing us with the necessary technical assistance desired.

C. Improve the flow of information from the U.S. Department of Education to the Native Hawaiian Education Council by requiring that the U.S. Department of Education directly provide complete copies of approved grant applications, grant award

notifications, and annual and final performance reports for grants selected for funding under this Act to the NHEC, or, in the alternative, adopt the Contracting Officer's Technical Representative requirements previously proposed by the NHEC.

The NHEC is presently hampered in its ability to accomplish its mission of 'assessing, evaluating, and coordinating' grantee performance and 'reporting and making recommendations' on the impact of the NHEA grant program because it lacks the essential information to discharge this key function. This issue has been identified on numerous occasions over the years to Secretary Spellings or her designee, and was the subject of the GAO audit accomplished and reported on during the last calendar year.

In a meeting hosted by the NHEC in Honolulu in January 2008, the Secretary's designee addressed the need of the NHEC for information from grantees in order to discharge its responsibilities of assessing and evaluating the work of the grantees against the purposes of the Native Hawaiian Education Act, and coordinating their collective efforts in order to increase the efficiency and increase the reach of this program. It was stated by the Secretary's designee at this meeting that NHEA grantees would now be required to provide the NHEC with copies of their original grant applications, their grant award notification, and their annual and final performance reports.

To date, this approach is not working, and the NHEC is still in the position of having to chase after the essential information it requires to discharge its statutory responsibilities. Out of the 60 active grantees for FY2007-2008, 25% have given us all requested pieces of

data, whereas we have not received any information from 40% of these grantees.

Furthermore, of the 60 active grantees for FY2007-2008, we are missing 39 original grant applications and 40 current award notifications, meaning in each instance that approximately 66% of grantees have not given us their grant applications and award notifications.

The NHEC believes the solution to this problem lies in the U.S. Department of Education administratively providing complete copies of approved grant applications, grant award notifications, and annual and final performance reports of grants funded under the Act to the NHEC on a routine schedule, preferably as soon as this information is available to the U.S. Department of Education. The NHEC believes that leaving it to grantees to provide this necessary information on a voluntary basis may be unduly burdensome on them, and may actually decrease their willingness to collaborate with the NHEC, especially since the NHEC has no authority to force grantees to deliver information to it. Even if information were to be provided by a grantee to the NHEC in a timely fashion, there is no guarantee that the information is accurate, complete, or consistent with information conveyed by the grantee to the U.S. Department of Education in the ordinary course of business.

We therefore recommend that the U.S. Department of Education provide to the NHEC, for each of the grants funded by the U.S. Department of Education under the NHEA, the following: a complete copy of the approved grant application, a complete copy of the grant award notification, and complete copies of the annual and final grantee performance reports. We recommend that the U.S. Department of Education partner with NHEC to

develop a timetable that will govern the delivery of this information to the NHEC, and that discussions about this begin as soon as possible.

In the alternative, the NHEC recommends that the U.S. Department of Education begin to implement the suggestions made in the Contracting Officer's Technical Representative (COTR) feasibility study completed in July 2007. This 41-page study found that the NHEC presently has the responsibility to "assess, evaluate, coordinate, report and make recommendations" on the impact of this grant program without the authority or means to require that grantee data and information necessary to accomplish these tasks be provided to it on a routine and regular basis. *(See Appendix 9: COTR Study [July 24, 2007])*

It summarized its recommendations thusly:

"We recommend the establishment of a mechanism that gives the NHEC the authority to collect data and administratively discharge its duties under the NHEA. This authority could take a number of forms, but at its root should be a clear and reliable flow of relevant data through the NHEC." *(See Appendix 9: COTR Study [July 24, 2007] Page 3)*

The COTR study recommended that NHEC be established as a Contracting Officer's Technical Representative for the U.S. Department of Education for this grant program. As a COTR, the NHEC would be responsible for keeping the U.S. Department of Education "...fully informed of a project's progress and must monitor, inspect and accept the work performed under the contract." *(See Appendix 9: COTR Study [July 24, 2007] Page 3)*

In support of its recommendation, the COTR study articulated why such a system would improve the program's performance and impact. It stated:

"A well-known maxim is, 'What gets measured gets done.' All organizational processes can benefit from measurement. Ideally, measurement will help the organization:

- Show how these results support organizational objectives
- Determine what works and what doesn't
- Justify capital allocation
- Motivate and provide tangible feedback to employees
- Enhance the ability to communicate with stakeholders."

(See Appendix 9: COTR Study [July 24, 2007] Page 4)

Given that the present method of information sharing from the U.S. Department of Education to the NHEC is not working well, the NHEC recommends that the U.S. Department of Education reconsider giving the evaluation and monitoring function for this grant program to the NHEC under a contractual relationship. A schedule for determining the details of this contractual relationship should be set to begin as soon as possible.

D. Improve and increase the technical training for grantees and prospective grantees by the U.S. Department of Education on an annual basis.

The NHEC, the Hawaiian community, existing and potential NHEA grantees recommend additional technical training from the U.S. Department of Education. The NHEC is willing

to coordinate and assist in providing technical training to these individuals in concert with other trainings and meetings presently being provided by it to the community. We recommend that a more active partnership be developed between the U.S. Department of Education and the NHEC, and that a timetable and schedule be mutually agreed upon in order to synchronize our efforts to accomplish our shared objectives.



Native Hawaiian Education Council

NHE STATE COUNCIL MEMBERS

<u>MEMBERS:</u>	<u>ORGANIZATIONS:</u>	<u>STARTING MEMBERSHIP:</u>	<u>PAST/CURRENT GRANTEES:</u>
1. AKAKA, Hau'oli	Office of Hawaiian Affairs	8/2007	
2. ARNOLD, Cathy (Co-Chair)	Hawai'i Island Council Chair	10/2007	CURRENT
PĀHI'Ō, V. Ka'iułani (Co-Chair)	C. Arnold: Pihana Nā Mamo; Nā Lau Lama		CURRENT
	V. Pāhi'ō: Kanu o ka 'Āina Learning 'Ohana;		
	Nā Lei Na'auao: NHCSA		
3. BENIAMINA, J. Ilel (Interim)	Ni'ihau Island Council Chair	9/2004	PAST
	University of Hawai'i, Kaua'i Community College		
4. CHUN, T. Kamuela	University of Hawai'i, Native Hawaiian	10/1997	PAST
	Community Based Education Learning Centers		
5. DeMORALES, Paula	Kū Ha'aheo	10/1997	PAST
↳ Executive Committee Secretary			
6. EVANS, Martha	Lāna'i Island Council Chair	8/2003	CURRENT
	Hawai'i State DOE, Lāna'i High & Elem. School		
7. GOO, Sherlyn	INPEACE	10/1997	CURRENT
8. HAMAMOTO, Patricia	Hawai'i State Department of Education	HIDOE represented by	CURRENT
Keoni Inciong (Kāko'o)		current Superintendents	
		since 10/2007;	
		P. Hamamoto became	
		Superintendent in 12/2001	
9. HANO HANO, Maggie	Hawai'i State DOE, Pihana Nā Mamo	10/1997	CURRENT
↳ Executive Committee Vice-Chair			
10. JENKINS, Betty	Nā Kūpuna	10/1997	
11. KA'AUWAI, Monica	Kaua'i Island Council Chair	12/2007	CURRENT
	Partners In Development, Tūtū & Me		
12. KA'IAMA, Manu	Native Hawaiian Leadership Project	10/2002	PAST
13. KANA'IAUPUNI, Shawn	Kamehameha Schools, Director of Public School	8/2003	
↳ Executive Committee Treasurer	Educational Support		
14. KAWAI'AE'A, Keiki	University of Hawai'i at Hilo, Kahuwaiola	10/1997	PAST
	Indigenous Teacher Education Program		
15. MAKAHANALOA, Flame	Moloka'i Island Council Chair	9/2006	
16. MALINA-WRIGHT, V. Leimomi	Hawai'i State DOE, Ke Kula Kaiapuni o Ānuenue	10/1999	PAST
↳ Executive Committee Past Chair			
17. MOW-TAIRA, Wendy	Partners In Development	5/2006	PAST
	(formerly) ALU LIKE, Inc., Na Ho'owaiwai		
	Kamali'i		
18. PANOKE, W. Kaho'onei	O'ahu Island Council Chair	10/1999	
19. RAWLINS, M. Nāmaka	'Aha Pūnana Leo	10/1997	CURRENT
↳ Executive Committee Chair			
20. (Inactive Council)	Maui Island Council Chair	Inactive since 1/2007	