



NATIVE HAWAIIAN EDUCATION COUNCIL

Native Hawaiian Education Program Grant Funding Patterns

FINAL REPORT

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Photo: *The Hawaiian Independent*, May 9, 2014



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NATIVE HAWAIIAN EDUCATION PROGRAM GRANT FUNDING PATTERNS

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1. INTRODUCTION

In 1994, the Native Hawaiian Education Council (NHEC, or “the Council”) was established under the Native Hawaiian Education Act, which had been passed six years earlier to support “coordination of educational and related services and programs available to Native Hawaiians.”¹ The Act funds the Native Hawaiian Education Program (NHEP) to develop innovative education programs to assist Native Hawaiians and to supplement and expand educational programs that serve this population. The Council is charged with coordinating, assessing, and making recommendations to the U.S. Department of Education (USDOEd) regarding the effectiveness of existing education programs for Native Hawaiians, the state of present Native Hawaiian education efforts, improvements that may be made to existing programs, policies, and procedures to improve the educational attainment of Native Hawaiians, and recommended NHEP funding priorities. NHEP awards approximately \$32 million to \$34 million in grant funds annually to a variety of agencies including pre-K and K-12 schools, colleges/universities, non-profit organizations, and family and community-based programs.

Overview of the Study

NHEC selected IMPAQ International, LLC (IMPAQ), a national policy analysis and evaluation research firm, to complete analyses of funding priorities in three areas. Initially, these were identified as three different deliverables. However, IMPAQ and NHEC determined it would be practical to combine these into a single report. These areas include:

1. Analysis of NHEP funding patterns (previously identified as Deliverable A)
2. Reconciliation of annual NHEP appropriations and grant funding (previously identified as Deliverable B)
3. Summary of grantee evaluation practices (previously identified as Deliverable C).

This report presents the analyses for these three areas.

Framing the Analysis

The IMPAQ and NHEC team compiled a database of the 104 grants funded through NHEP that were awarded during federal award years (AY) 2010 through 2017.² The database was compiled from documents obtained from the Council and from documents supplied by the NHEP grantees themselves. The data items included in the database include descriptive information about the grant programs, funding information, and descriptive information about grantees’ program evaluation efforts (see Codebook in Appendix A). NHEC’s initial intent was to hire a contractor to code and analyze data from documents that could presumably be obtained from USDOEd. NHEC made multiple attempts to obtain the information from USDOEd, which awards the grants, administers them, and to which grantees are required to submit Annual Performance Reports (APRs) and evaluation reports. NHEC had anticipated that the USDOEd

¹ Native Hawaiian Education Act, Section 7204, <http://www2.ed.gov/policy/elsec/leg/esea02/pg104.html>

² The federal award year (AY) is October 1 through September 30.

would be able to supply copies of these reports as well as fiscal data from “G5,” the USDOEd’s Grants Management System.

In fact, NHEC was unsuccessful with multiple attempts made to obtain the data from USDOEd beginning in February 2016. Soon after NHEC contracted with IMPAQ to conduct the analysis of funding patterns, the IMPAQ team also attempted to obtain documents and funding data from USDOEd (something IMPAQ had been successful with for another program administered by the same office in the past), again without success. IMPAQ was able to set up an account to access G5 data directly, however, it was very cumbersome for grantees to authorize access to their data. This was partly because during multiple attempts to obtain access, IMPAQ received different instructions and procedures, which involved having the project director go into the system to authorize access, and required completing forms that had to be notarized by both the grantee and IMPAQ.

Ultimately, NHEC and IMPAQ collaboratively determined that the data for the study would be limited to information already in the NHEC archives, information accessible online, and data obtained from the grantees themselves. IMPAQ and NHEC worked together to formulate a document request that IMPAQ sent out to grantees. IMPAQ conducted up to six rounds of follow-up emails and phone calls, extended the time frame for data collection to accommodate late arrivals and continued to add data to the database through November 2017.

For some grants the documents available for review included the initial grant application, annual performance reports (APRs), evaluation reports, and interim reports. For some grantees, only the grant application, a single APR, another combination of documents, or no documents at all were available. For the NHEP AY 2017 grants, only the award notifications with Year 1 funding amount and project abstracts were available. For some grantees the APRs did not include all of the attachments or were otherwise missing funding information, expenditure information or other types of data.

The charts included in this report present summary data across all of the grants as well as by funding cohort. Grant award years (AY) with only a single grant award are combined with the next year, for a total of six cohorts as follows:

Exhibit 1: Summary of Grant Funding Included in the Analysis

Award Year (AY) Cohort	Number of Grants in Cohort (104)	Aggregated Year 1 Funding Amounts included in the Analysis (N=104)	Aggregated Total Funding Amounts included in the Analysis (N=73)
AY 2010	8	\$2,897,963	\$8,758,680
AY 2011	23	\$13,364,065	\$53,437,128
AY 2012	17	\$10,784,000	\$42,844,432
AY 2013-14	19	\$10,409,695	\$57,231,339
AY 2015-16	12	\$9,518,632	\$14,434,637
AY 2017	25	\$21,913,541	-- Not available --
TOTAL	104	\$68,887,896	\$176,709,216

Limitations in the Data

There is considerable variation in the availability of data for the analyses contained in this report for several reasons:

- The availability of documents related to the grantees was often very limited. For some grantees, the only documentation that was available was the grant application, for others, it was information found on the Web. For some grantees, no documentation of grant activities could be found.
- The formats of the available documents were inconsistent, and often difficult to align with the data collection format.
- Data on the variables of interest was sometimes missing or incomplete. In addition, data may have been entered or described in a way that was inconsistent with other data provided, or even, clearly incorrect. If, after in-depth review of the available information, we were unable to ascertain the correct data, this resulted in missing data.
- We also encountered missing and incomplete information in the evaluation reports prepared for the grantees. Evaluation reports were inconsistent with regard to how much information was provided – or whether information was provided at all – on such variables as the type of research methodology used, or what data collection instruments were employed. In some cases, there were no evaluation reports.

The data are particularly limited when it comes to analyzing grantees with multiple grant sites, and determining how to allocate their funding across the different sites when the programs cover different geographic areas of the state. While some programs may have multiple sites on a single island, others target more than one island, specific regions or areas on multiple islands, all of one island and parts of another, etc. We addressed this limitation through our coding process: First, we coded the specific island or islands targeted by the grantee; if the grantee targeted geographic area other than a specific island or islands, we coded this with a brief description of the geographic area covered. We then estimated percentage of resources by island based on number of students and/or families served in each different location.

The number of students served or targeted to be served was inconsistently reported. Sometimes, grantees reported the total number of students actually served over three years, and occasionally, an evaluator compared the number of students targeted to be served and the actual number served. However, in some cases, we were only able to find the number of students projected to be served in the grant application, and in others, only the number served in the year(s) for which we have an APR. Also, in some projects with multiple programs and/or activities, the number of students served was reported for each individual program or activity; often, the same students participated in multiple programs or activities, meaning that we do not have information regarding the number of unique students served. For our estimate of percentage of resources by island based on number of students and/or families served in each different location, we made our best estimate of number of students served or targeted to be served.

Finally, there were limitations to the data that prevented us from including analyses involving the following variables that might be of future interest to the Council:

- **Project Goals.** The grantees' reporting of their goals is not always consistent. Sometimes, they reported overall goals and then broke out objectives within each goal. Sometimes they listed objectives rather than goals. And sometimes they mixed the two within a single report. In addition, there was inconsistency between how the grantees reported their goals and how the evaluators did. For example, for one program, the evaluator organized a long list of objectives very differently than is done in the grantee report. For this reason, it was often difficult to decide how to identify the goals in the database.
- **Grade levels of the students involved in the project.** Grantees often did not break out outcomes or activities by grade, so it was difficult to estimate funding by grade level.
- **Grade levels of the teachers involved in the project.** Similarly, grantees often did not break out the teachers' outcomes or activities by grade, so it was difficult to estimate funding by grade level of the teachers involved.
- **Partners.** Many grantees gave a long list of partners, representing varying degrees of involvement in the project, from occasional referrals to being the primary provider of services. It would be useful to consider possible coding categories and if/how this information can be used/useful.
- **Key Evaluation Findings.** As noted, there is a very large amount of variation in the goals and priorities of the different grants, as well as a lack of guidance to the grantees regarding which program outcomes and activities should be reported. Because of this, there is no consistency in how the grantees reported their evaluation findings.

Data completeness will be addressed in part by changes in data reporting requirements under the Native Hawaiian Education Reauthorization Act of 2015.³ Under the new law, the Council will receive a copy of all direct grant applications from USDOEd, starting with AY2017 grants. The law also provides the Council with authority to obtain information and data from grantees about grantees' effectiveness in meeting their goals and the Council's educational priorities. The Notice Inviting Applications in Federal Register specifies that grantees will be required to provide copies of performance reports to NHEC.⁴ With access to grantees' applications and performance reports, the Council will have much more complete data in the future. In order to address NHEC's needs for quality information, the Council will also be able to provide grantees with feedback on their reports, highlighting instances of missing data, requesting that missing data be provided. This will enable the Council to build a much more complete database going forward.

³ Native Hawaiian Education Reauthorization Act of 2015, February 11, 2015 <https://www.congress.gov/bill/114th-congress/senate-bill/464/text>

⁴ Applications for New Awards; Native Hawaiian Education Program, *Federal Register* /Vol. 82, No. 99 /Wednesday, May 24, 2017 /Notices, page 23785

2. FUNDING RECONCILIATION

Introduction

The reconciliation analysis initially was intended to include the following key components:

1. Matching grant allocations with actual expenditures, by year and category of funding.
2. Identifying unexpended or carryover funds, the funding categories in which the unexpended funds fall, and the reasons for the carryover.
3. Reconciling disbursements or drawdowns with project milestones, projected outputs, and projected outcomes, analyzing the degree to which spending matches grantee objectives and program goals.
4. Analysis by type of program, summarizing expenditures and carryovers by education sectors, geographic target area, and grantee types.

Unfortunately, given the inability of USDOEd to provide drawdown and carryover data, the impracticality of accessing the G5 data, and limitations in the data provided by grantees, reconciliation at this level of detail was not possible. However, we were able to gather carryover information for some of the grants. We also pulled funding amounts from different sources and attempted to reconcile these against total NHEC appropriations.

Carryovers

Among grants for which carryover data were available:

- 15 grants had carryovers from Year 1 to Year 2 ranging from \$16,000 to \$873, 625. Four of these involved amounts in excess of \$200,000.
- 17 grants had carryovers from Year 2 to Year 3, ranging from \$5,373 to \$378,742. Only the largest carryover involved an amount in excess of \$200,000.
- 7 grants had carryovers from both Year 1 and Year 2. Five of them had smaller carryovers from Year 2 than from Year 1.
- The most commonly stated reason for underspending was a delay in hiring staff.
- 13 grants had funds remaining at the end of Year 3 that were carried over into a no-cost extension. Three of them indicated the length of the extension (from 4 to 12 months), and 11 gave the amount (from \$11,441 to \$1,072,039). Six of these involved amounts of over \$200,000.

Appropriations

Exhibit 2 summarizes reconciliation of the funding amounts reported by grantees and extracted from various other documents and online sources, with total NHEP appropriations. First, we compared the data we collected in the IMPAQ/NHEC database on Year 1 funding amounts (column 6) with estimated funding amounts calculated based on USDOE's reported number of

new grant awards (column 4) and average new award amounts (column 5). The difference between these amounts (column 7) and the IMPAQ/NHEC database ranged from about \$2.3 million less than the USDOEd estimate for FY 2012 to \$1.86 million more than the USDOEd estimate for FY 2011.

We then estimated total awards by combining new and continuing awards and the \$500,000 grant to the Council each year (column 10) and compared this with the total appropriation amount (column 3). Again there were discrepancies (column 11), which ranged from a low of \$4,969 in FY 2013 to as high as \$4,103,425.

Exhibit 2: Reconciliation of Appropriations and Grant Funding

Source:	IMPAQ/ NHEC	USDOEd Website	USDOEd Website	USDOEd Website	Computed	IMPAQ/ NHEC	Computed	USDOEd Website	Computed	Computed	Computed
	[1]	[2]	[3]	[4]	[5] = [1]x [4]	[6]	[7] = [6]-[5]	[8]	[9] = [2]x[8]	[10] = [6]+[9]+\$500K	[11] = [3]-[10]
Fiscal Year (FY)	Number of New Awards	Number of Continuation Awards	Funds Appropriated	Average Funding for New Awards	Computed Total Funding for New Awards	Total YEAR 1 Funding for New Awards	New Award Computation Differences	Average Funding for Continuation Awards	Computed Total Funding for Continuation Awards	Total Awards Computed (DB-New)+ (USDOE- Continuation) +(NHEC)	Difference between Appropriation and Computed Total Awards
FY 2010	8	38	\$34,315,000	\$366,370	\$2,930,960	\$2,897,963	(\$32,997)	\$713,606	\$27,117,028	\$30,514,991	\$3,800,009
FY 2011	23	24	\$34,246,370	\$518,046	\$11,915,058	\$13,779,829	\$1,864,771	\$744,533	\$17,868,792	\$32,148,621	\$2,097,749
FY 2012	17	31	\$34,181,275	\$727,572	\$12,368,724	\$10,071,705	(\$2,297,019)	\$727,752	\$22,560,312	\$33,132,017	\$1,049,258
FY 2013	1	39	\$32,397,259	\$262,503	\$262,503	\$675,593	\$413,090	\$811,275	\$31,639,725	\$32,815,318	(\$418,059)
FY 2014	18	18	\$32,397,000	\$591,457	\$10,646,226	\$9,254,030	(\$1,392,196)	\$1,220,588	\$21,970,584	\$31,724,614	\$672,386
FY 2015	11	19	\$32,397,000	\$782,784	\$8,610,624	\$7,996,868	(\$613,756)	\$1,192,572	\$22,658,868	\$31,155,736	\$1,241,264
FY 2016	1	27	\$33,397,000	\$908,488	\$908,488	\$908,488	\$0	\$1,032,781	\$27,885,087	\$29,293,575	\$4,103,425
FY 2017	25	12	\$32,397,000	\$876,541	\$21,913,525	\$21,281,241	(\$632,284)	\$898,020	\$10,776,240	\$32,557,481	(\$160,481)
TOTAL	104	208	\$265,727,904	\$668,809	\$69,556,108	\$66,865,717	(\$2,690,391)	\$877,292	\$182,476,636	\$253,342,353	\$12,385,551

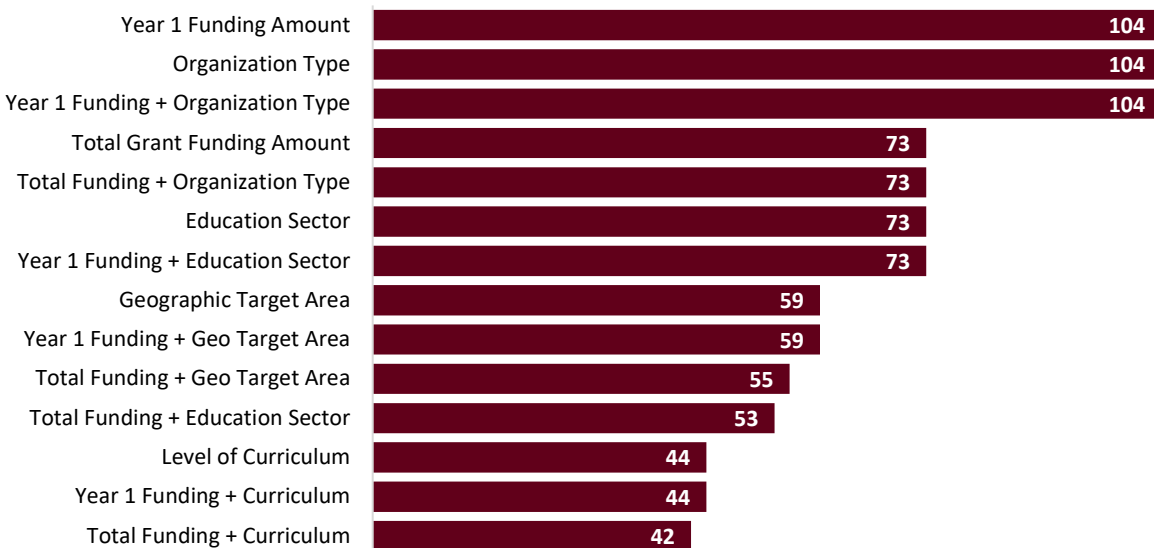
3. ANALYSIS OF FUNDING PATTERNS

Introduction

IMPAQ's overall approach to analyzing NHEP funding patterns was to examine the distribution of grants and grant funding across different funding cohorts and grant characteristics. The key characteristics included in this analysis are the education sector targeted, type of grantee organization, and geographic target area. We first present the distribution of grants for that particular characteristic, then we present the distribution of grants by funding cohort, and the funding amounts allocated to grants with those characteristics.

Due to the variation in the availability of data, each analysis is based only on the grants for which each of the data items used in that chart is currently available. For example, for many grants, only Year 1 funding is available. For others only total three-year funding is available. Funding patterns are reported here for both total funding and Year 1 funding. Exhibit 3 shows the number of grants for which data items are available for the analysis of funding patterns.

Exhibit 3: Number of Grants for Which Data Items Are Available (N=104)



The following charts summarize funding patterns by:

- Award Year (AY) Cohort
- Education sector (including education levels and types of activities that are not mutually exclusive, such as Pre-K, elementary, middle, high, Teacher PD/Support, curriculum development)
- Level of curriculum (e.g., the grade levels of curriculum being developed/piloted/evaluated, i.e., Pre-K, elementary, middle, high)

- Organizational type (e.g. charter school, community college, Native Hawaiian community-based organization, other community-based organization, UH Mānoa, other university, other organization)
- Geographic target area (e.g., O‘ahu, Hawai‘i Island, Maui, Kaua‘i, Moloka‘i).

Funding by Funding Cohort

Exhibits 4–8 show the distribution of grants and grant funding by cohort. Although average funding increased over the period of time covered by our analysis; there was no pattern of steady increase in funding across award years.

Exhibit 4: Distribution of Grants by Funding Cohort (N=104)

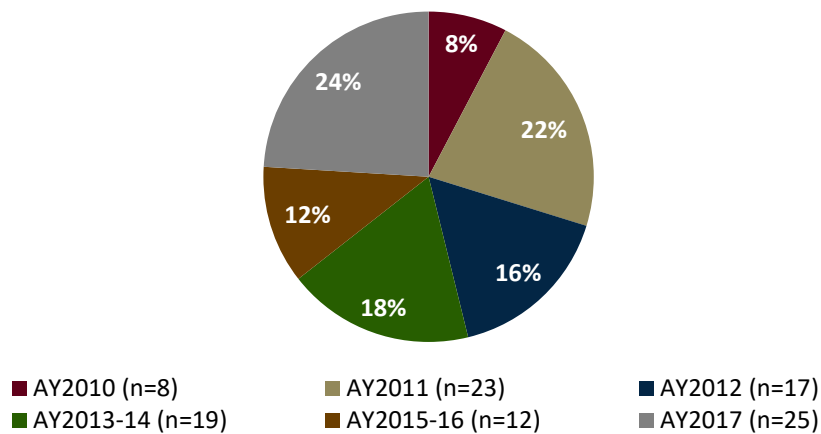
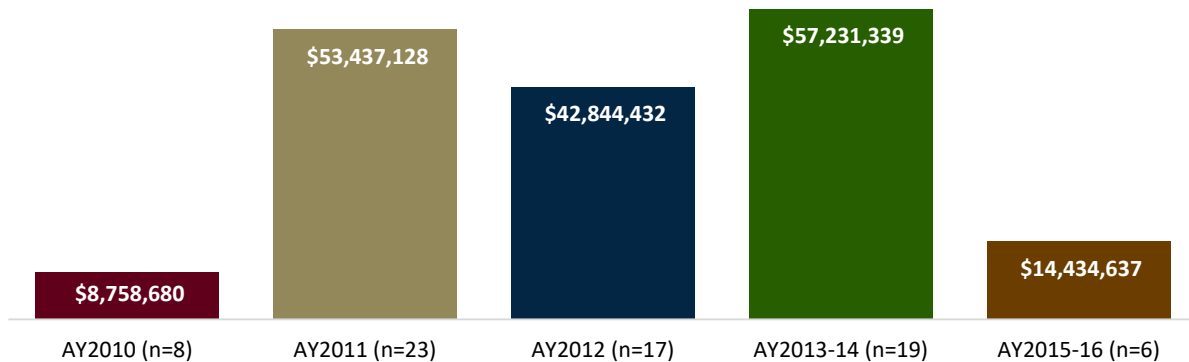


Exhibit 5: Total Funding Amount by Funding Cohort* (N=73): \$176,709,216



* The AY2017 cohort is not included in this chart because Total Funding amounts were not available for the AY 2017 cohort. The number of grants included do not match the previous exhibit because Total Funding amounts were unavailable for some of the AY2013-14 and AY2015-16 grants.

Exhibit 6: Year 1 Funding Amount by Cohort (N=104): \$68,887,896

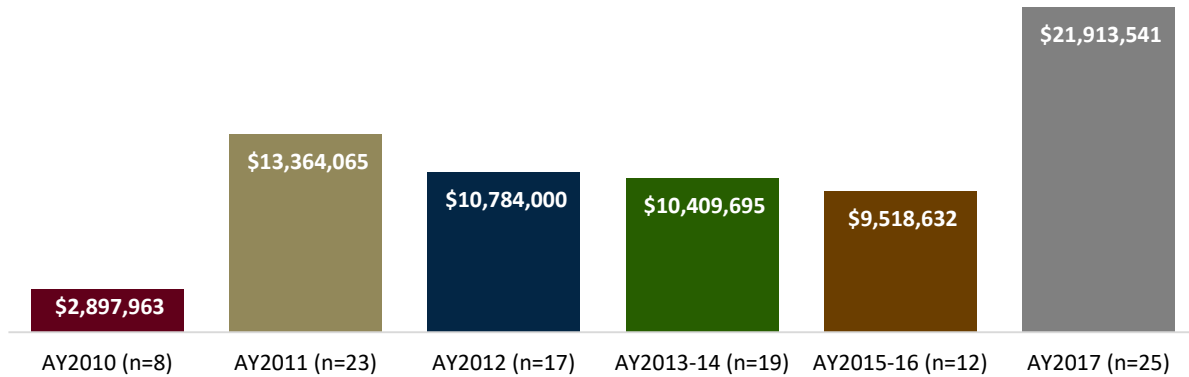
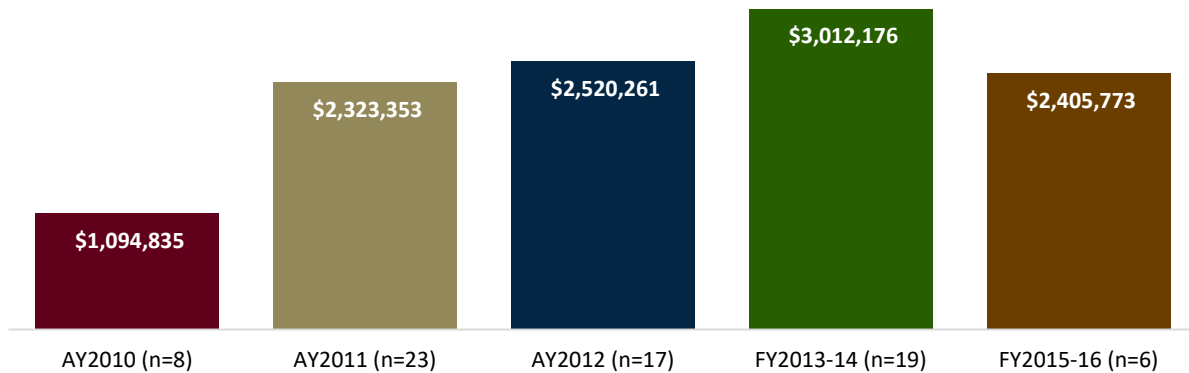
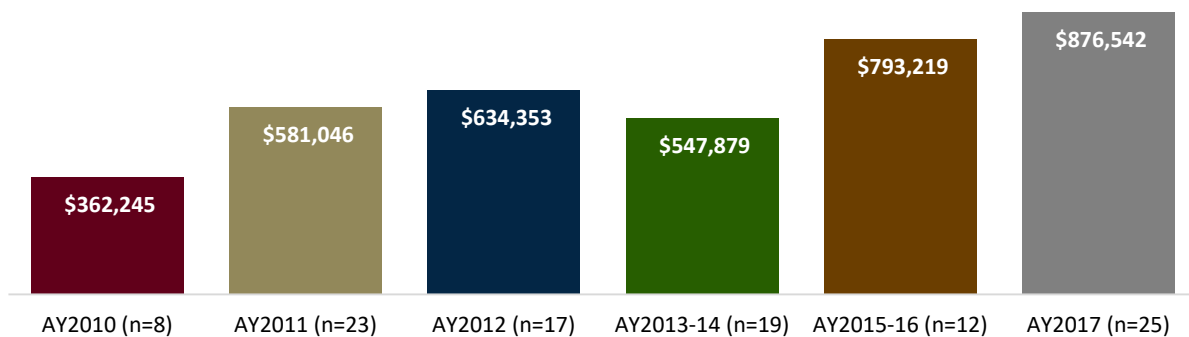


Exhibit 7: Average Total Funding by Cohort* (N=73): \$2,420,633



* The AY2017 cohort is not included in this chart because Total Funding amounts were not available for the AY 2017 cohort. The number of grants included do not match the previous exhibit because Total Funding amounts were unavailable for some of the AY2013-14 and AY2015-16 grants.

Exhibit 8: Average Year 1 Funding by Cohort (N=104): \$662,384



Funding by Education Sector

Seventy-three (73) grants for which information is currently available indicated the education sector on which the grant focused. The education sectors addressed by the majority of grants are pre-K services, curriculum development, and teacher PD/support. Exhibits 9-14 below include both a version that breaks out K-12 into elementary, middle and high, and a version that combines those into a single K-12 group. (Note that some grants may address multiple grade levels, so these categories are not mutually exclusive.)

Exhibit 9a: Distribution of Grants by Education Sector (N=73)

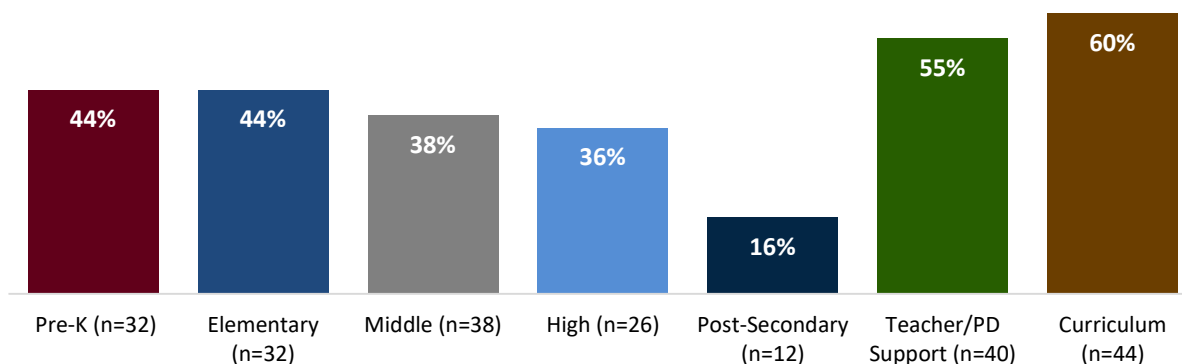


Exhibit 9b: Distribution of Grants by Education Sector - K-12 Combined (N=73)

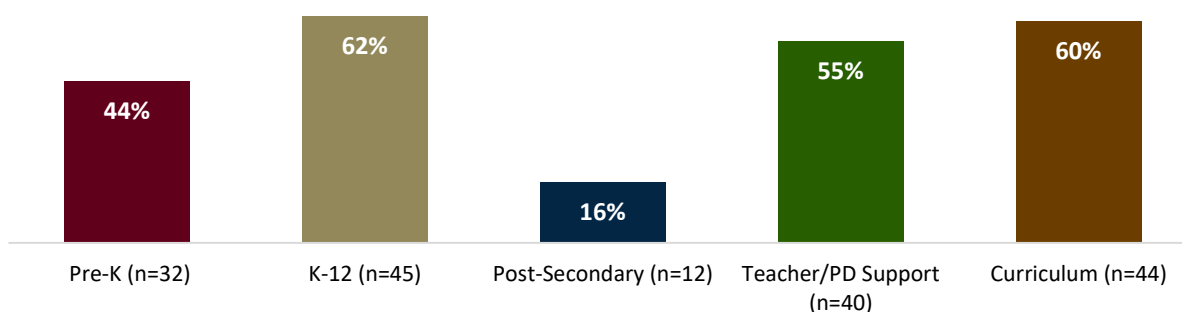


Exhibit 10a: Total Funding by Education Sector (N=53): \$140,866,753

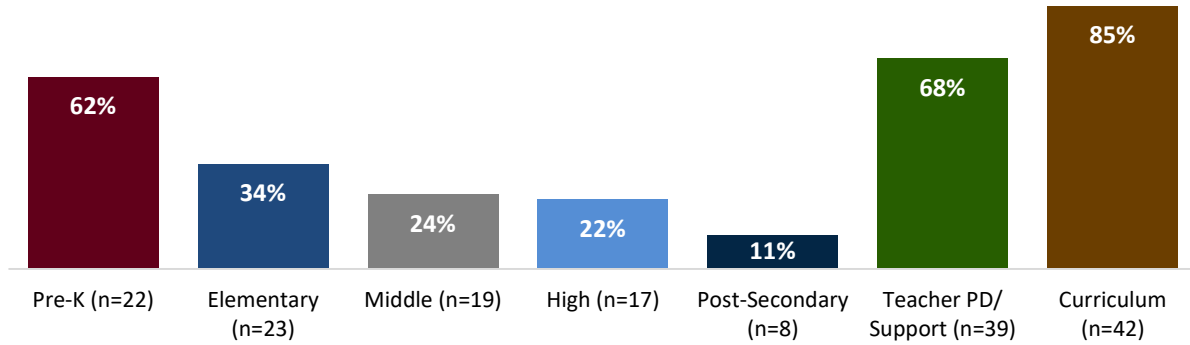


Exhibit 10b: Total Funding by Education Sector - K-12 Combined (N=53): \$140,866,753

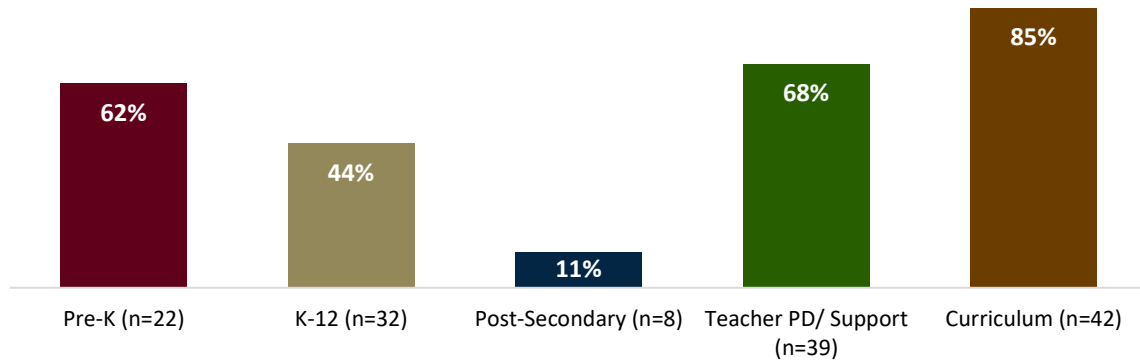


Exhibit 11a: Year 1 Funding by Education Sector (N=73): \$50,939,716

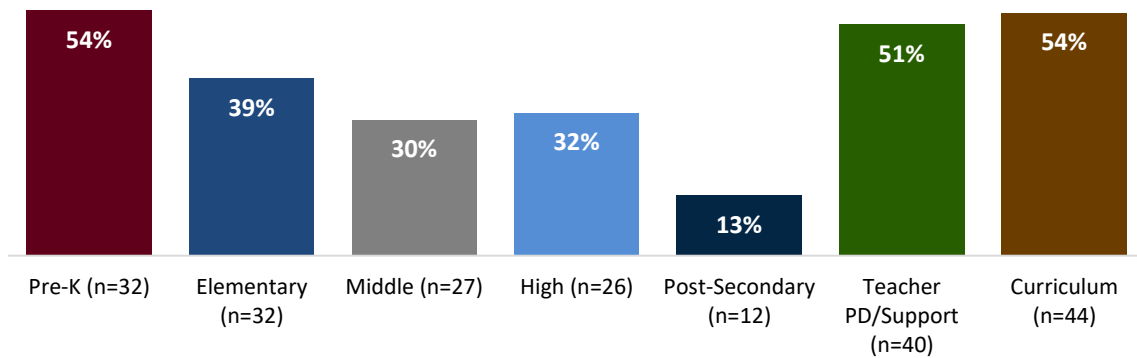


Exhibit 11b: Year 1 Funding by Education Sector- K-12 Combined (N=73): \$50,939,716

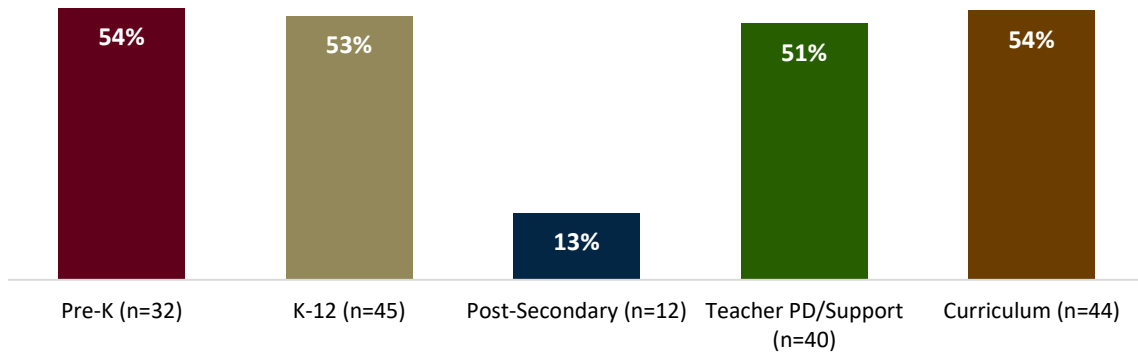


Exhibit 12a: Total Funding by Education Sector by Cohort (N=53): \$140,866,753

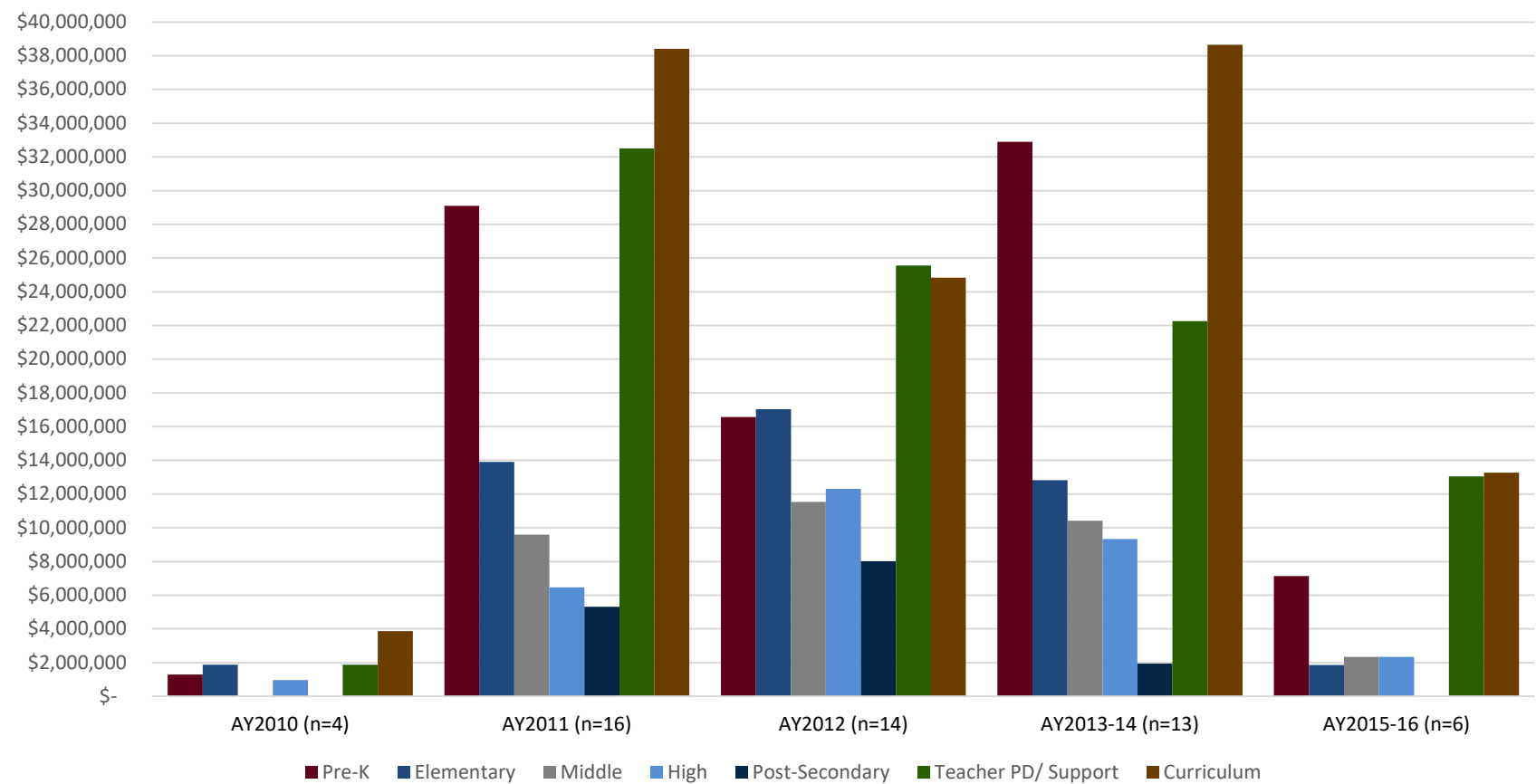


Exhibit 12b: Total Funding by Education Sector by Cohort - K-12 Combined (N=53): \$140,866.753

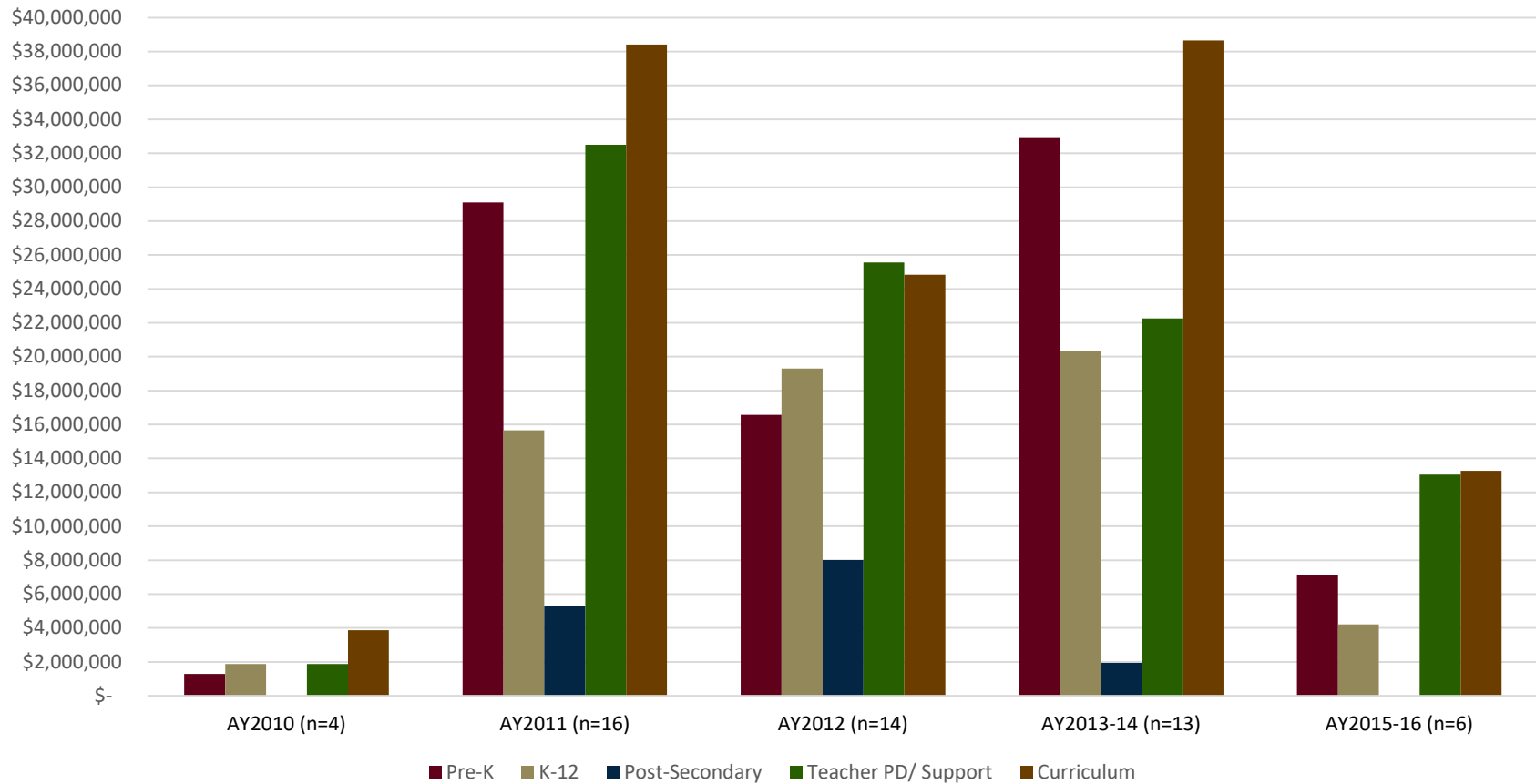


Exhibit 13a: Year 1 Funding by Education Sector by Cohort (N=73): \$50,939,716

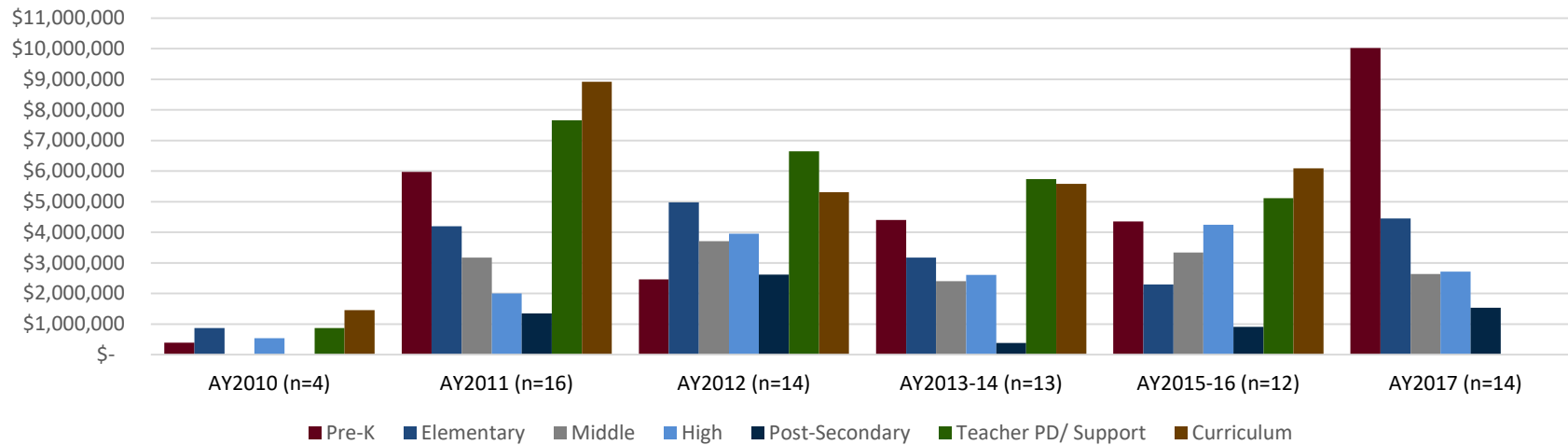


Exhibit 13b: Year 1 Funding by Education Sector by Cohort - K-12 Combined (N=73): \$50,939,716

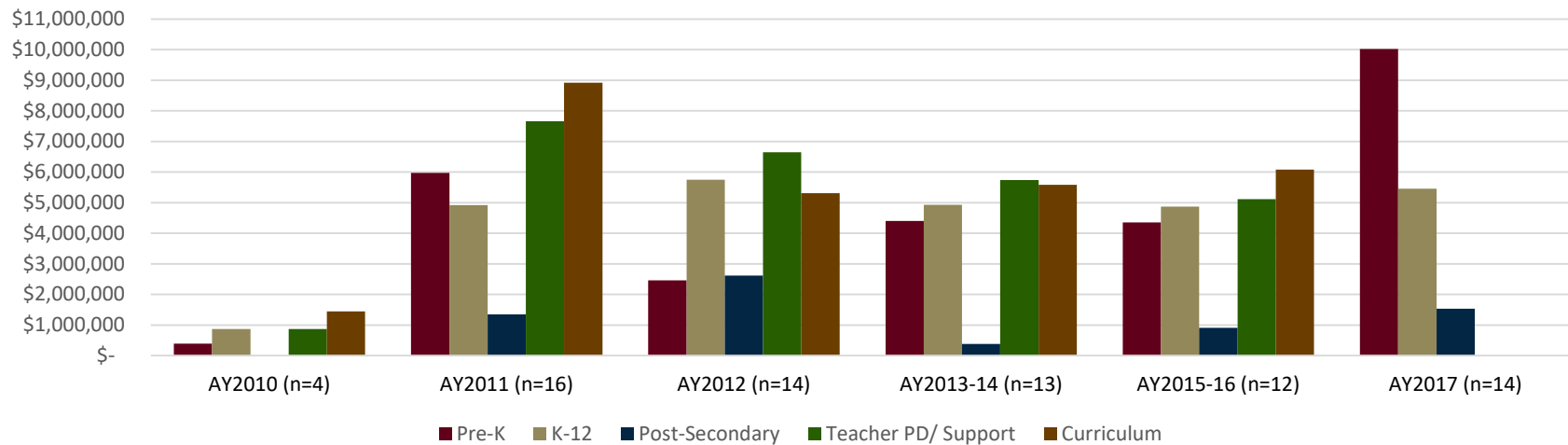


Exhibit 14a: Number of Grants by Education Sector by Cohort (N=73)

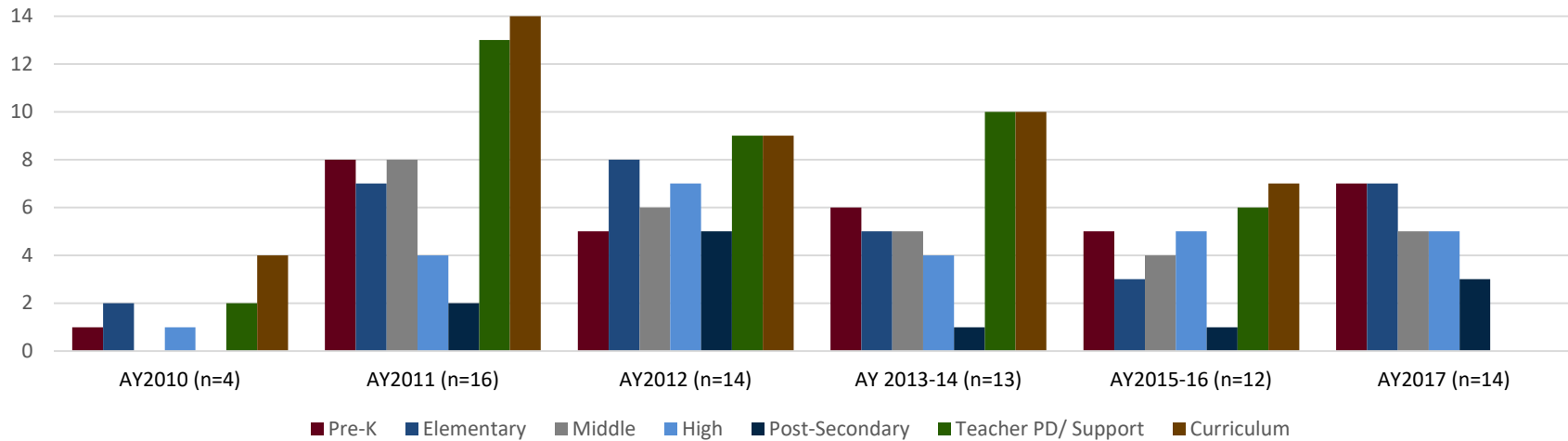
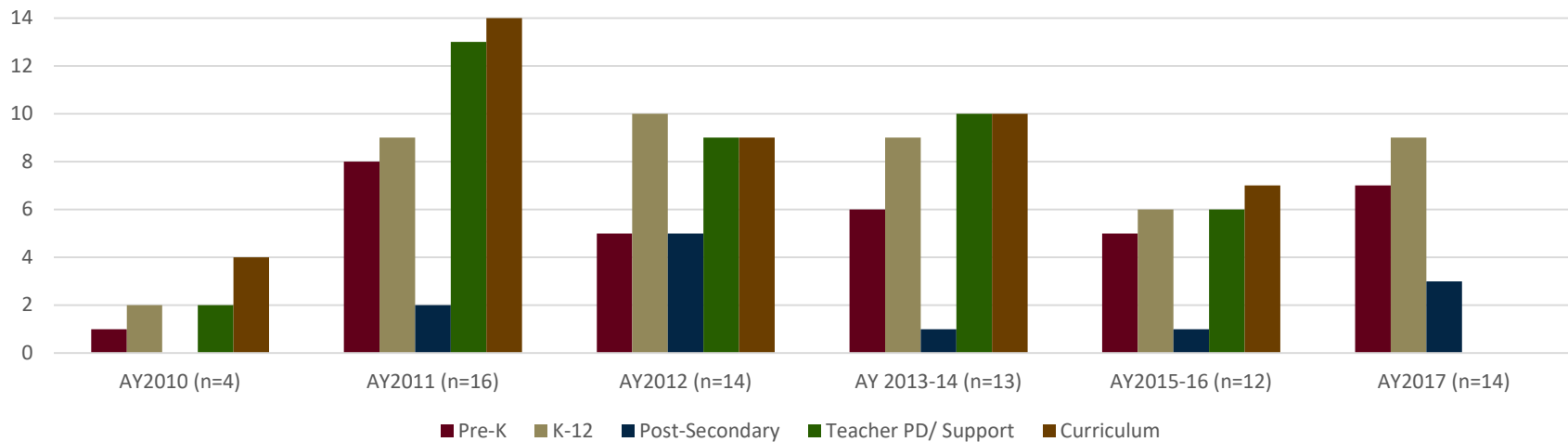


Exhibit 14b: Number of Grants by Education Sector by Cohort - K-12 Combined (N=73)



Funding by Level of Curriculum

As mentioned earlier, 44 grants for which information is currently available include development and/or testing curriculum as one of the program components (Exhibit 9a). Exhibits 15-20 show the distribution of grants and grant funding across different levels of curriculum. These exhibits show that among these 44 programs, the level of curriculum addressed by the largest number of grants and the largest amount of funding is the pre-school level.

Exhibit 15: Distribution of Grants by Level of Curriculum (N=44)

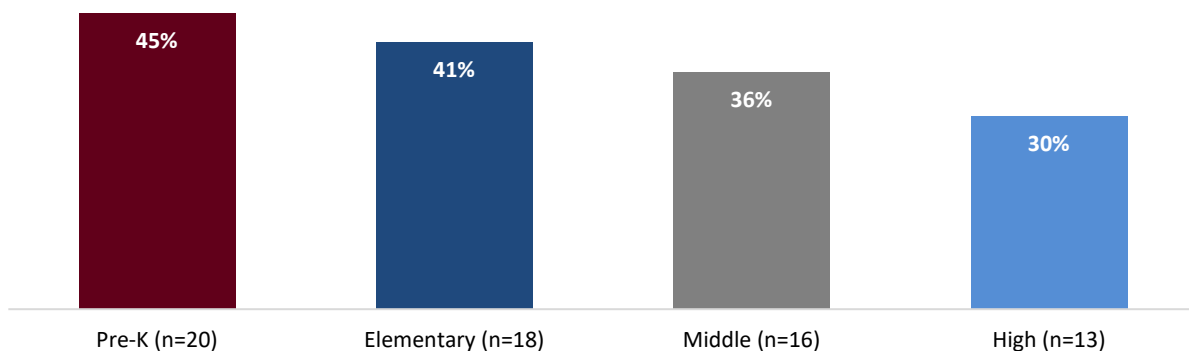


Exhibit 16: Total Funding by Level of Curriculum: (N=42): \$119,056,865

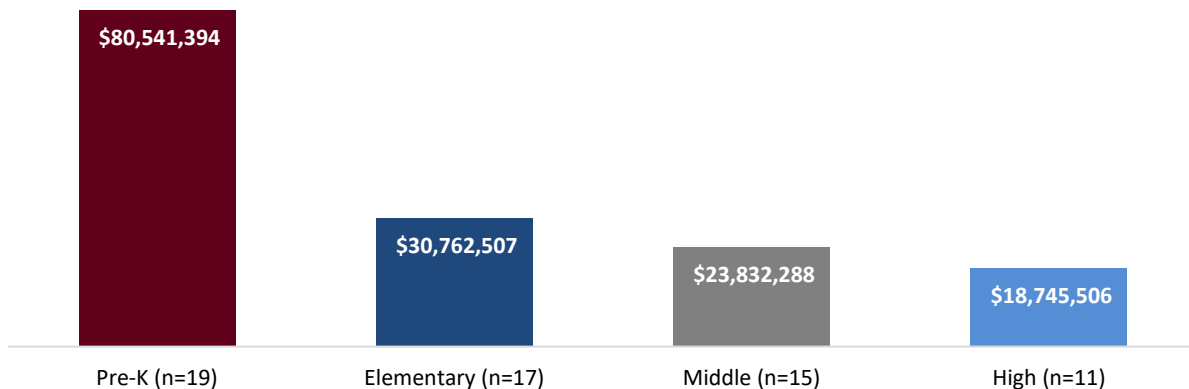


Exhibit 17: Year 1 Funding by Level of Curriculum (N=44): \$27,351,057

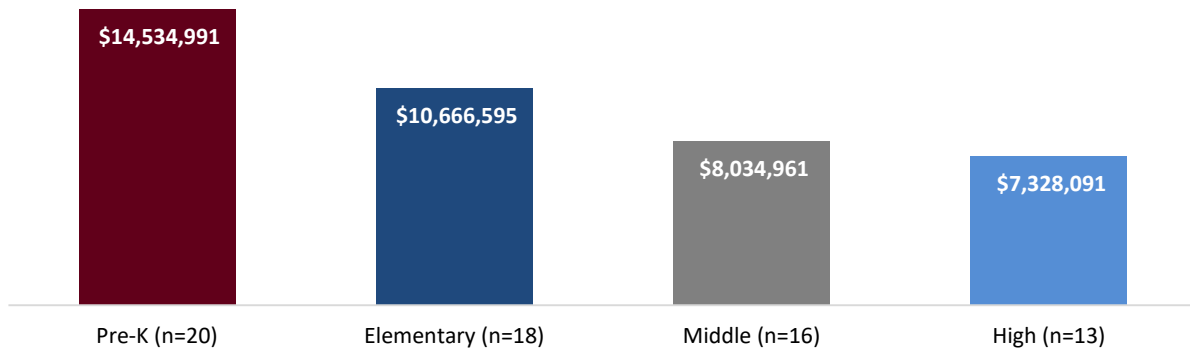


Exhibit 18: Total Funding by Level of Curriculum by Cohort (N=42): \$119,056,865

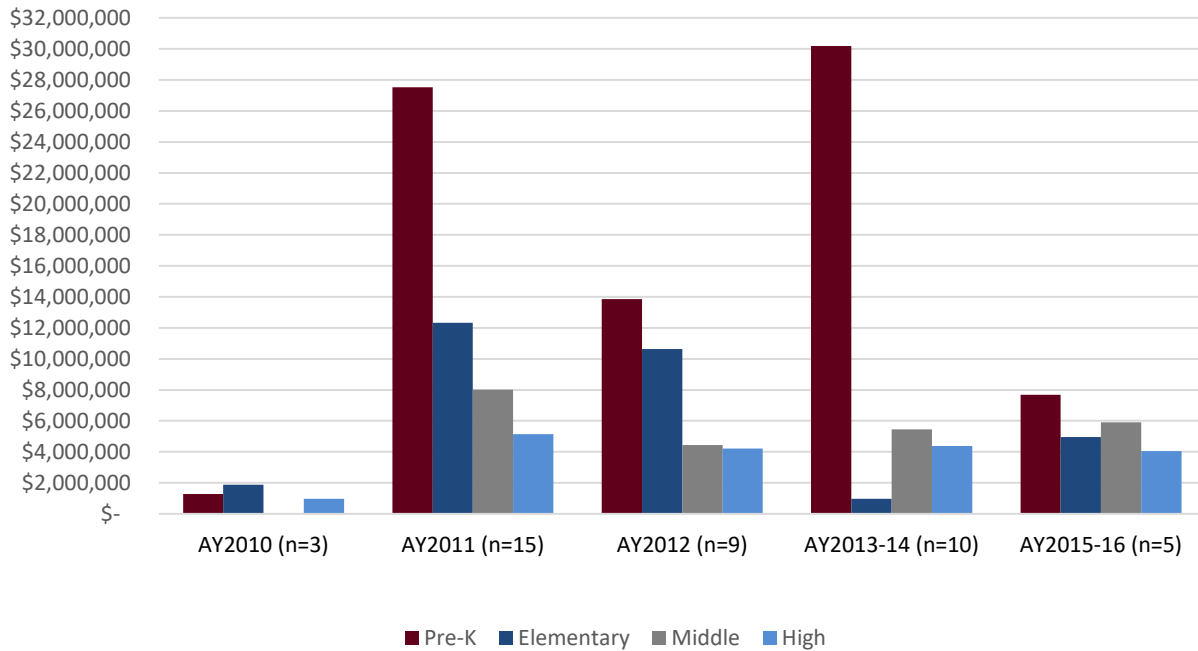


Exhibit 19: Year 1 Funding by Level of Curriculum by Cohort (N=44): \$27,351,057

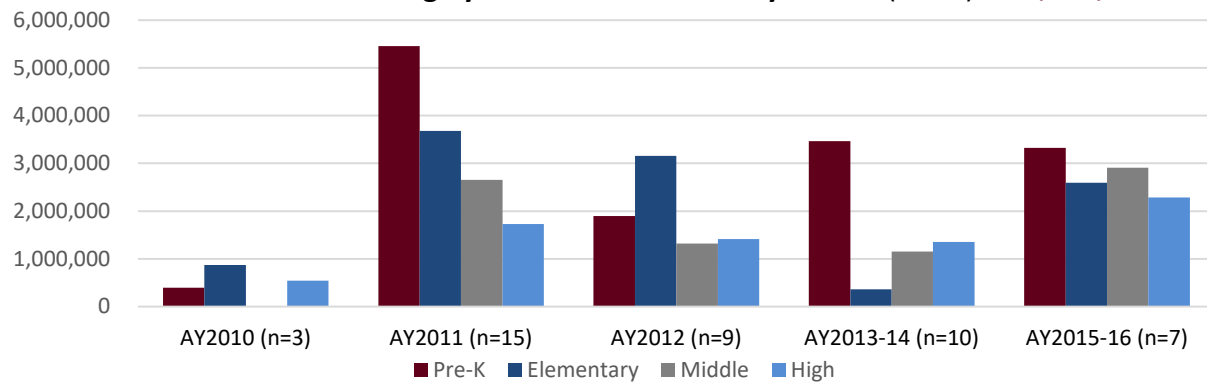
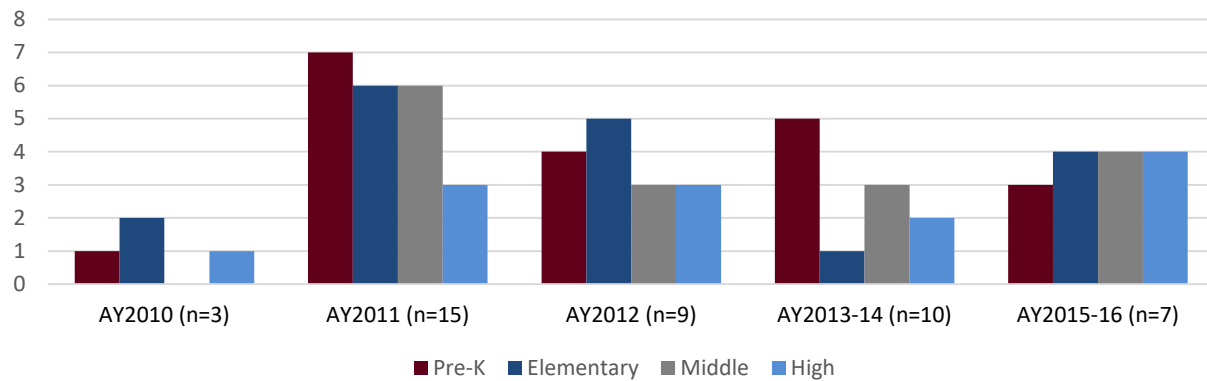


Exhibit 20: Number of Grants by Level of Curriculum by Cohort (N=44)



Funding by Grantee Organization Type

Almost half (48%) of the 98 grantees for whom information about grantee organization type is available are Native Hawaiian community-based organizations (CBOs), accounting for 60% of the funds awarded during the time period studied. Another quarter (24%) of the grants that were funded were awarded to UH Mānoa. There is a large spike in the amount of NHEP funding that was awarded to Native Hawaiian organizations in AY 2013-2014, despite there being only a small increase in the number of Native Hawaiian organizations that were grantees during that cohort.

Exhibit 21: Distribution of Grants by Organization Type (N=104)

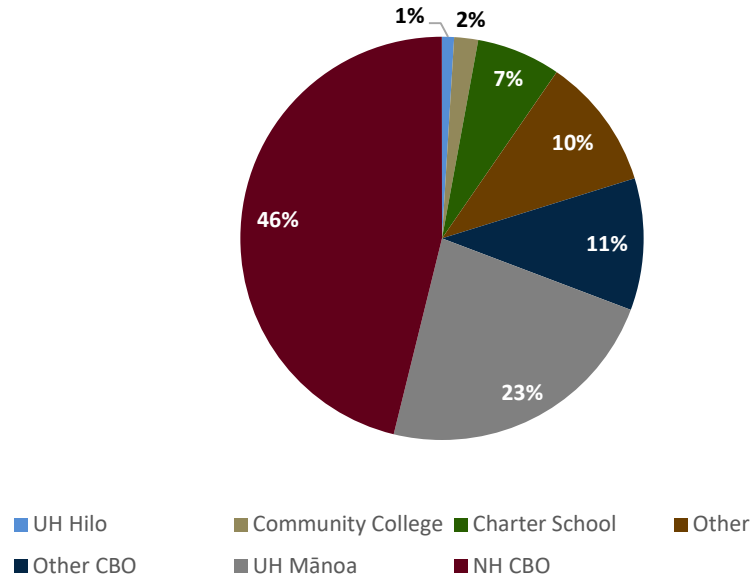


Exhibit 22: Total Funding by Organization Type (N=73): \$176,706,216

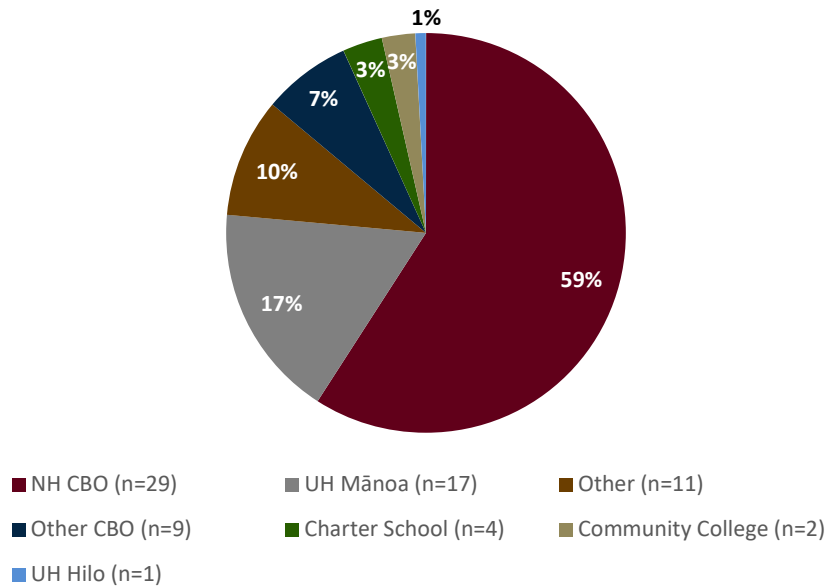


Exhibit 23: Year 1 Funding by Organization Type (N=104): \$68,887,896

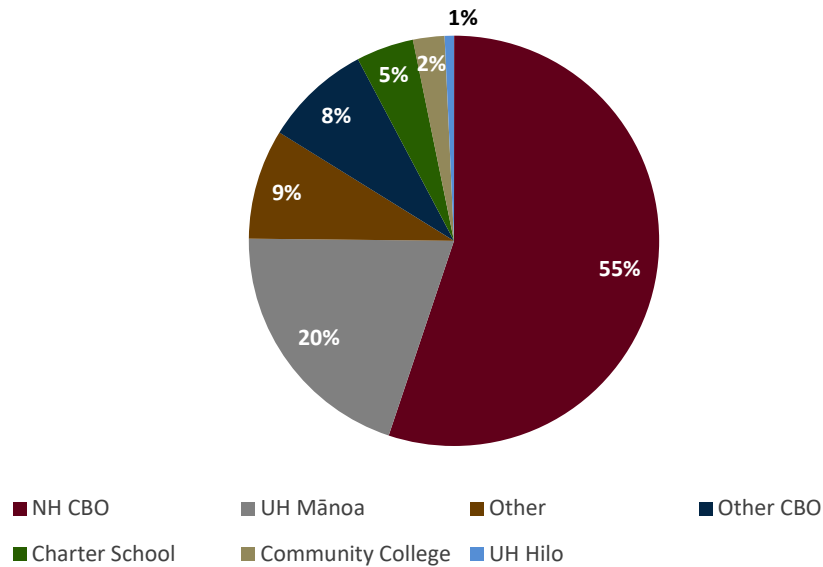


Exhibit 24: Total Funding by Organization Type by Cohort (N=73): \$176,706,216

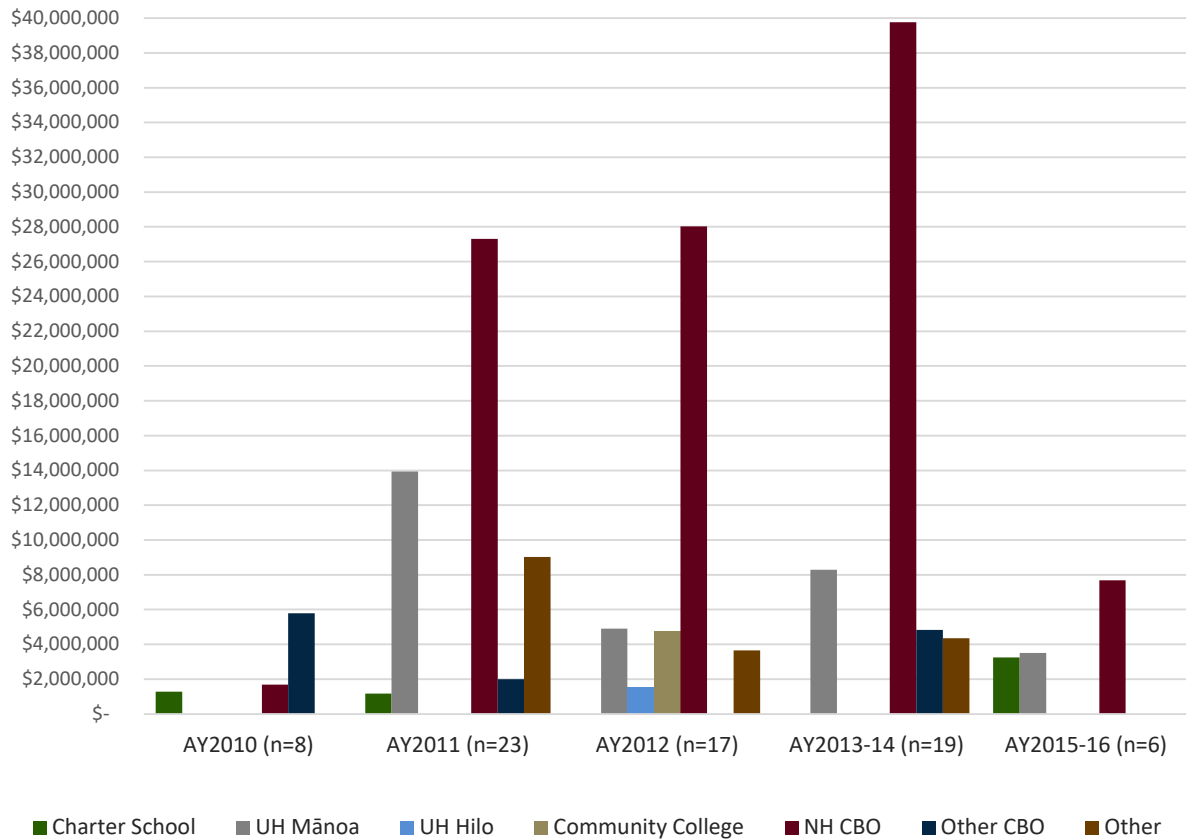


Exhibit 25: Year 1 Funding by Organization Type by Cohort (N=104): \$68,887,896

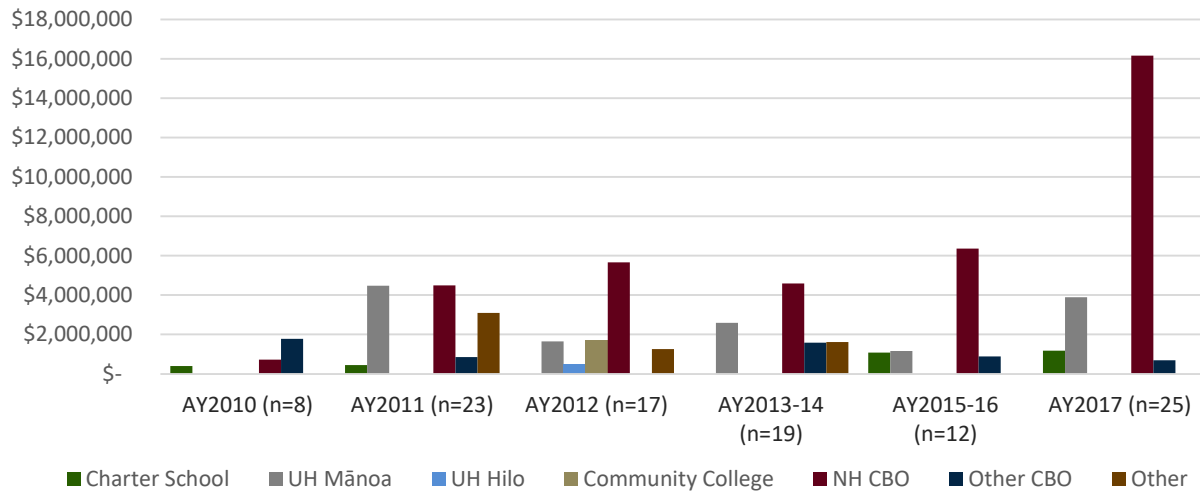
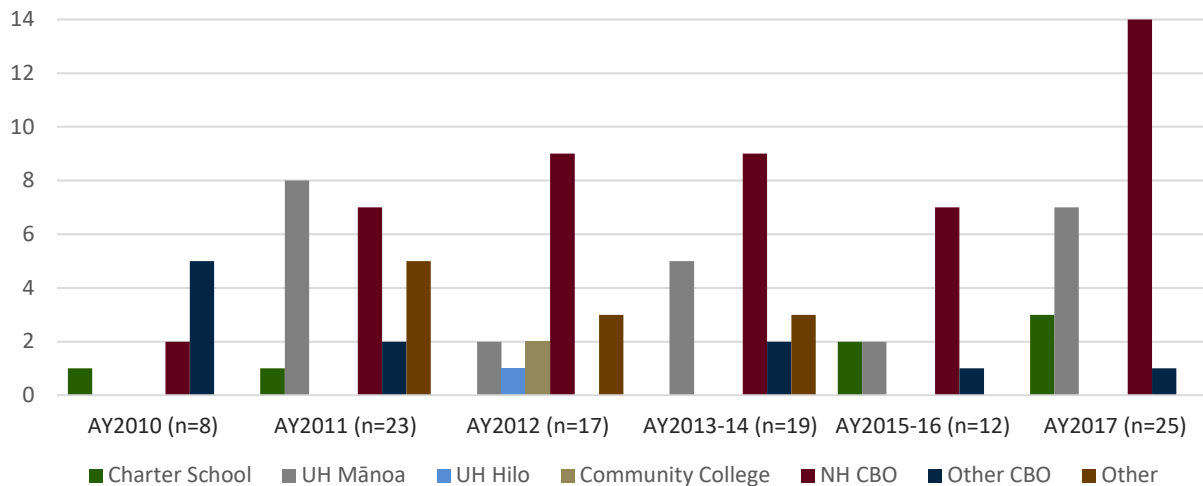


Exhibit 26: Number of Grants by Organization Type by Cohort (N=104)



Funding by Geographic Target Area

The vast majority (88%) of grants target schools or programs on O‘ahu, either that island exclusively, or primarily on O‘ahu along with schools or programs on neighbor islands. Over one-third (39%) have program sites on the Big Island. To a varying extent, schools or programs on Maui, Kaua‘i, Moloka‘i, and Lāna‘i have also been included.

Exhibit 27: Distribution of Grants by Geographic Target Area (N=59)

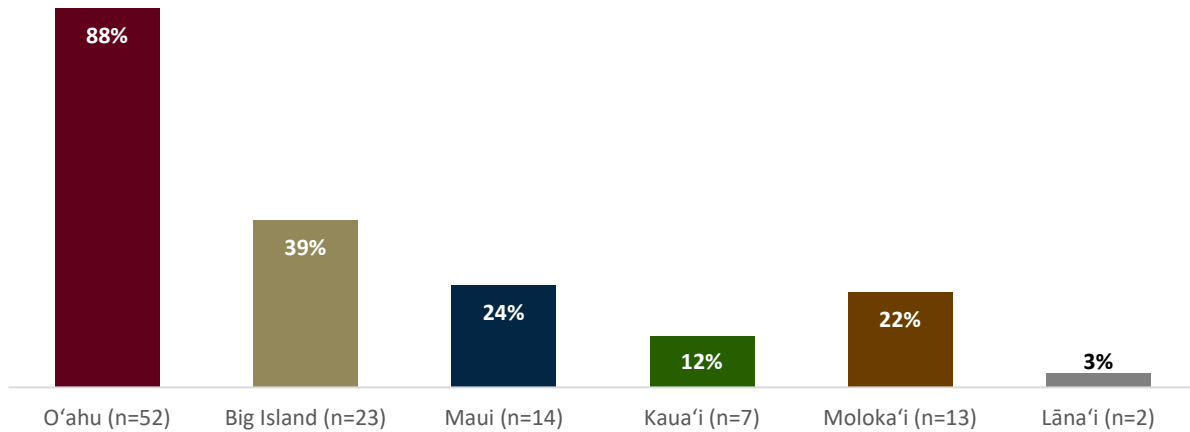
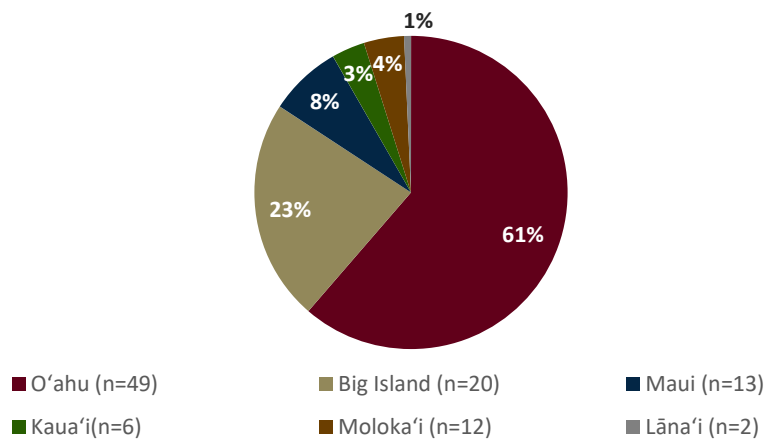


Exhibit 28: Total Funding by Geographic Target Area (N=55): \$145,176,936



*Although there are 59 grants for which data on Geographic Target Area is available, only 58 grants have data for both Geographic Target Area *and* Total Funding. We have indicated the number of analyzed grants in each chart in the title of the chart.

Exhibit 29: Year 1 Funding by Geographic Target Area (N=59):
\$36,073,263

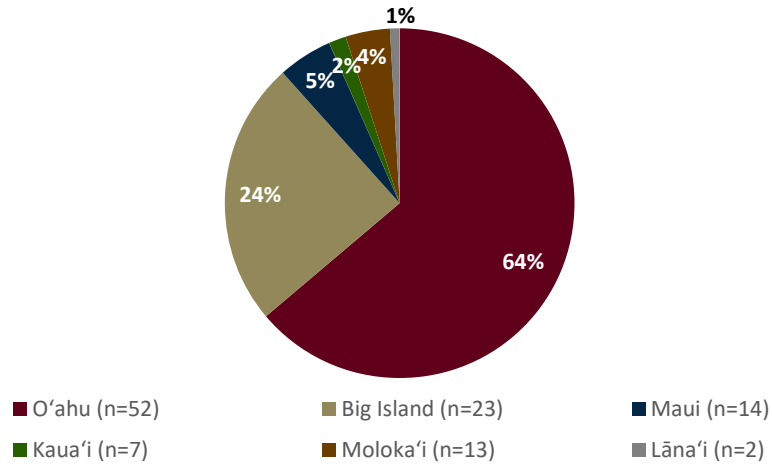


Exhibit 30: Total Funding by Geographic Target Area by Cohort (N=55):
\$145,176,936

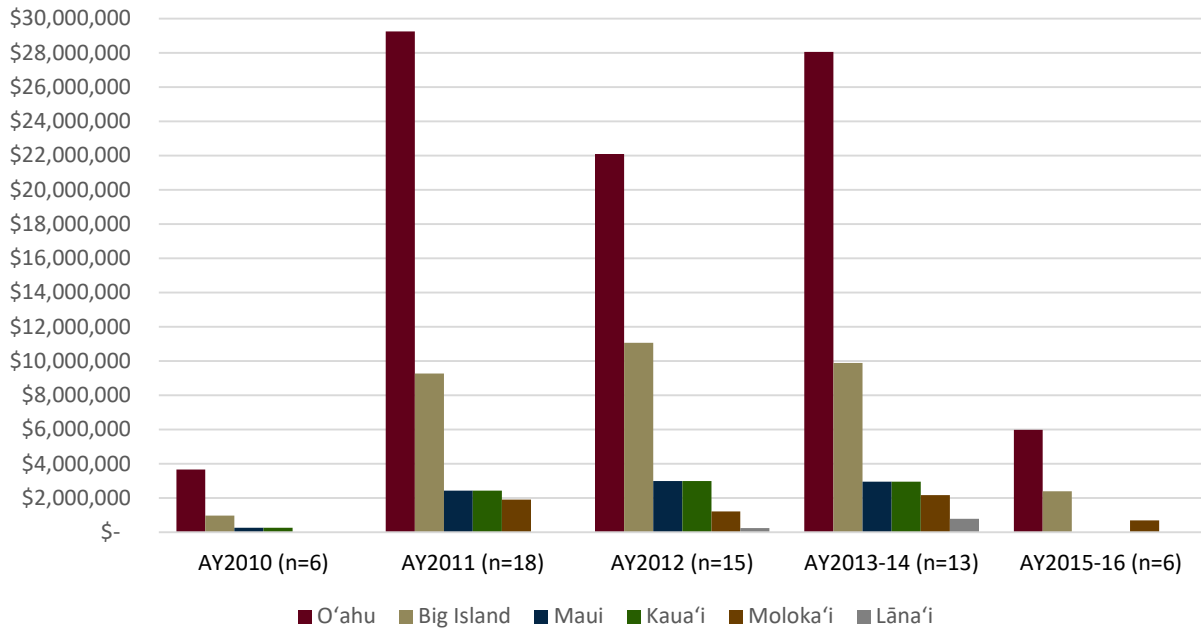


Exhibit 31: Year 1 Funding by Geographic Target Area by Cohort (N=59):
\$36,073,263

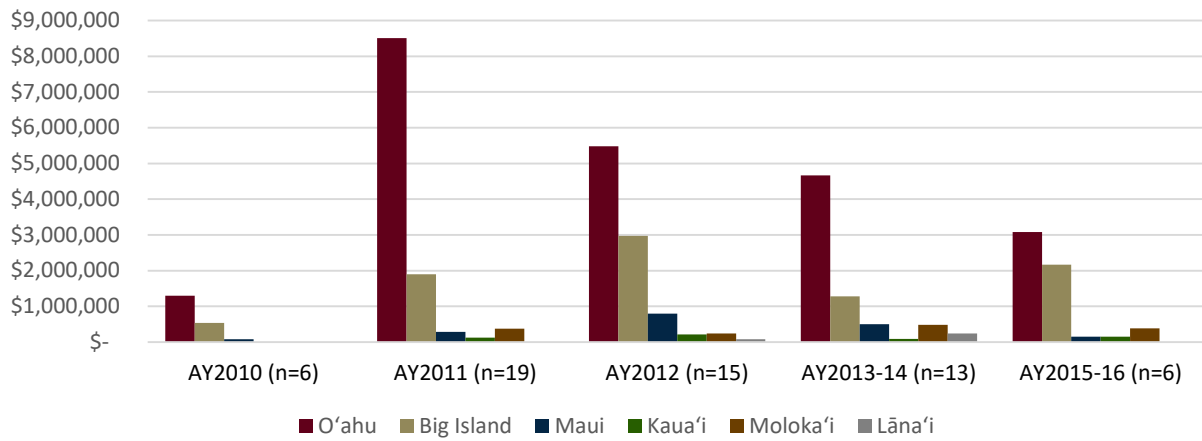
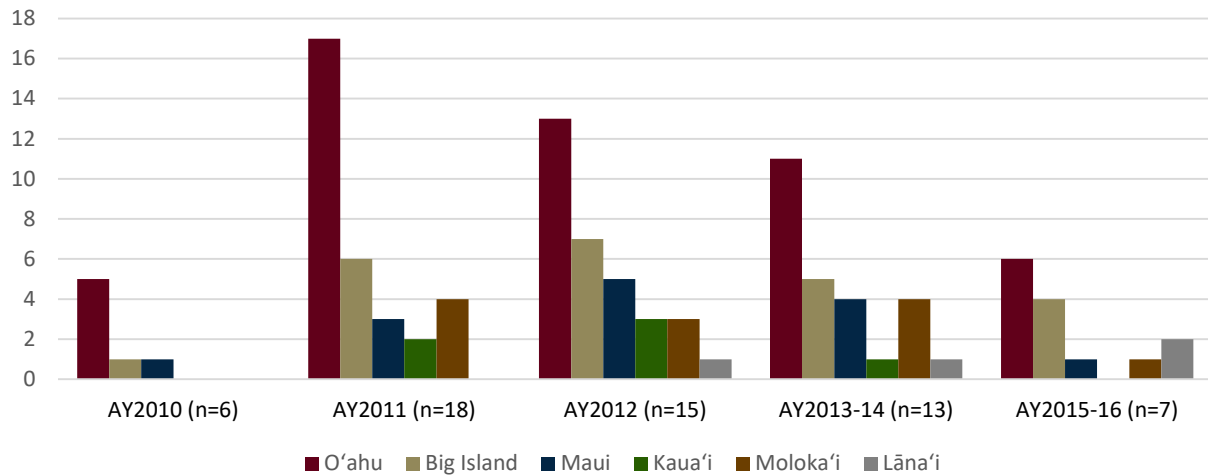


Exhibit 32: Number of Grants by Geographic Target Area by Cohort (N=59)

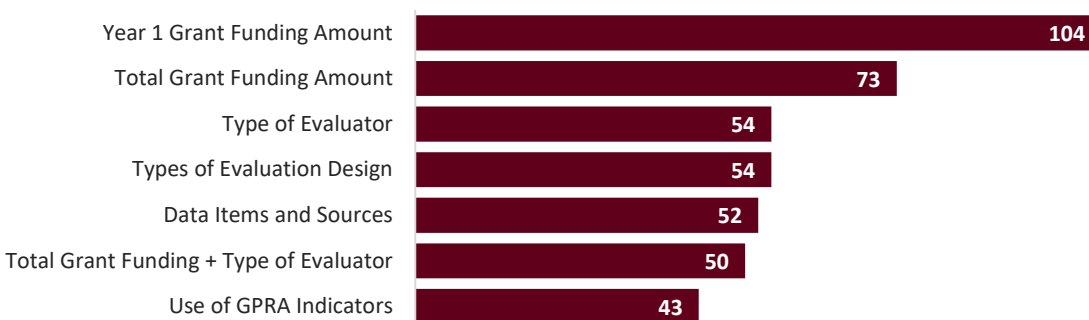


4. SUMMARY OF GRANTEE EVALUATION PRACTICES

Introduction

Like the previous analyses, due to the variation in the availability of data, each of the analyses included in the summary of grantee evaluation practices is based only on the grants for which each of the data items used in that chart is currently available. Exhibit 33 shows the number of grants for which data items are available for this summary of grantee evaluation practices.

Exhibit 33: Number of Grants for Which Evaluation Data Items Are Available (N=104)



The following charts summarize key characteristics of grant evaluations including:

- Type of evaluator (e.g., internal to grantee, external evaluation organization, independent consultant, university);
- Types of evaluation designs used (e.g. formative, summative, participatory, pre/post);
- Types of data collected (e.g., program attendance, standardized student assessment, parent, school, teacher perceptions); and
- Use of GPRA Indicators.⁵

⁵ The Government Performance Results Act (GPRA) requires the following four performance indicators for NHEP – funded programs (although for many programs that do not provide student instruction, these indicators are not applicable):

(1) The percentage of Native Hawaiian students in schools served by the program who meet or exceed proficiency standards for reading, mathematics, and science on the State assessments;

(2) The percentage of Native Hawaiian children participating in early education programs who consistently demonstrate school readiness in literacy as measured by the Hawaii School Readiness Assessment (HSRA);

(3) The percentage of students in schools served by the program who graduate from high school with a high school diploma in four years; and

(4) The percentage of students participating in a Hawaiian language program conducted under the Native Hawaiian Education Program who meet or exceed proficiency standards in reading on a test of the Hawaiian language.

The number of grants included in each chart is indicated in the title of the chart. The number of grants included in each of the categories of grants is included in the data labels.

Types of Evaluators

Although evaluation reports were not available for many of the grants, data on the type of evaluators used was available for 54 grants. As shown in Exhibits 34-36, all but 10 of these grants used external evaluators. Most of these were evaluation organizations such as McREL, Education Northwest, EduShift, Inc., and Baker Evaluation Research & Consulting Group (BERC). At least two independent consultants conducted evaluations for multiple grantees over the analysis period.

Exhibit 34: Type of Evaluator Used (N=54)

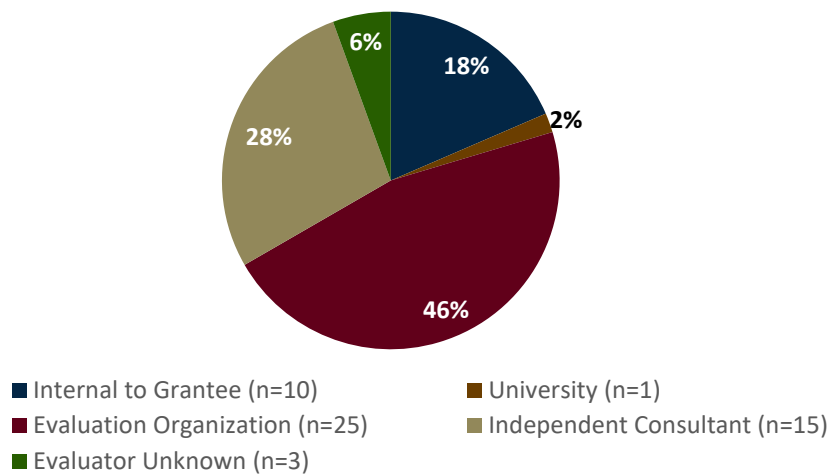


Exhibit 35: Total Funding by Type of Evaluator (N=50): \$91,708,009

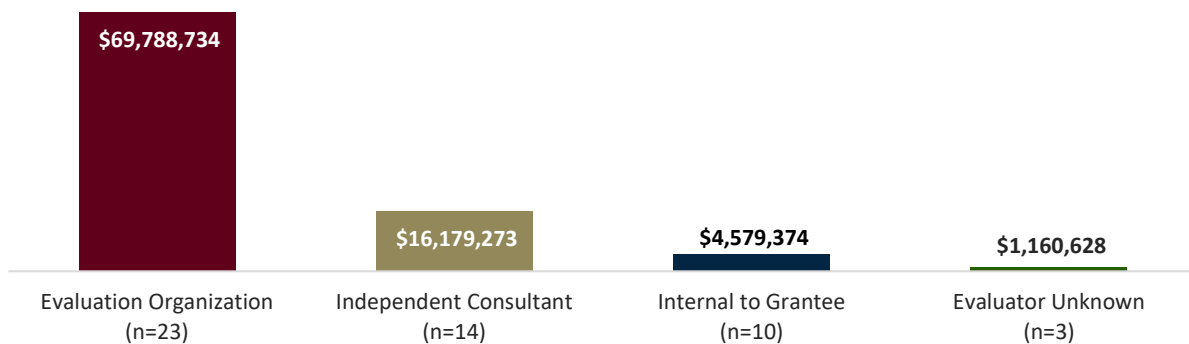
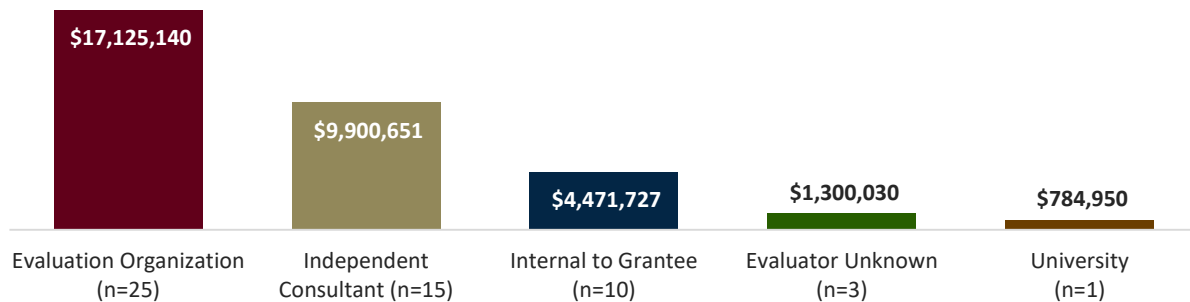


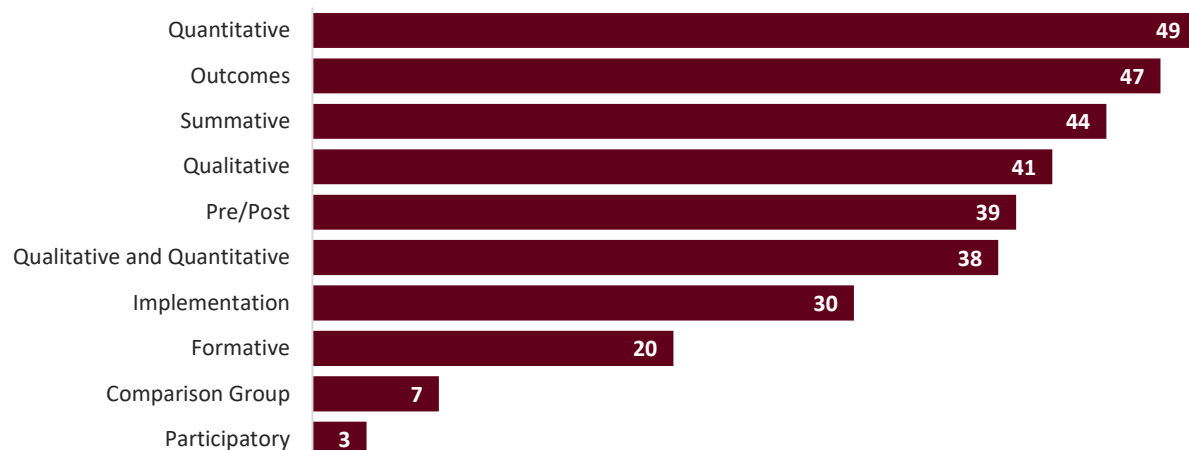
Exhibit 36: Year 1 Funding by Type of Evaluator (N=54): \$33,582,498



Evaluation Designs

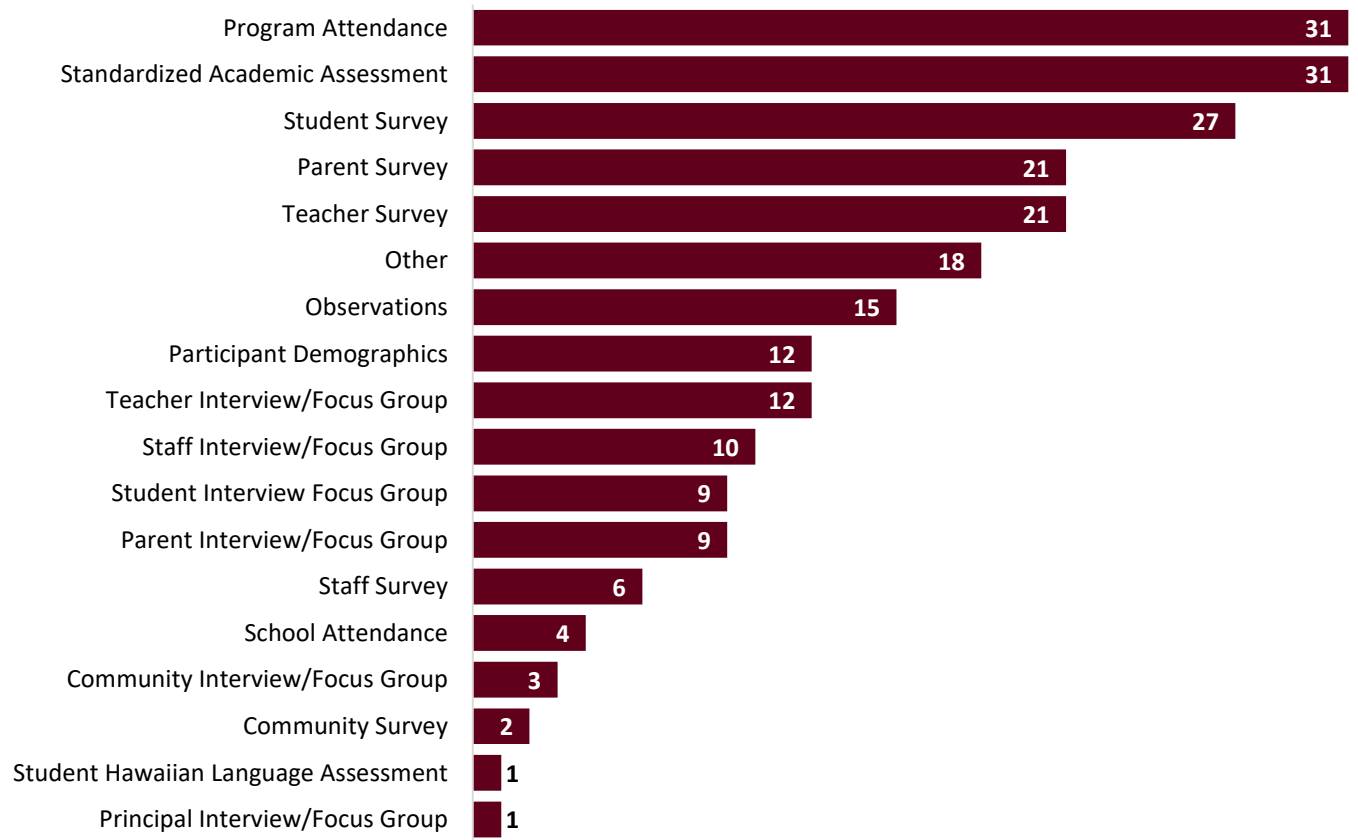
Most grants used more than one type of evaluation design. For example, most evaluations included both quantitative and qualitative designs (e.g., student interviews and surveys). Furthermore, the categories described here can overlap. ‘Quantitative’ refers to evaluations that involved some analysis of numerical data. Usually, these analyses were descriptive (e.g., presentations of pre- and post-program data) and not highly rigorous (i.e. did not use experimental or quasi-experimental impact designs). Most evaluations had a summative component; the studies presented conclusions about whether the program likely produced an effect. Evaluations that included outcomes analysis usually describe how student or teacher outcomes may have changed after the program was implemented. For more information on each category, see the database codebook in Appendix A.

Exhibit 37: Types of Evaluation Designs Used (N=54)*



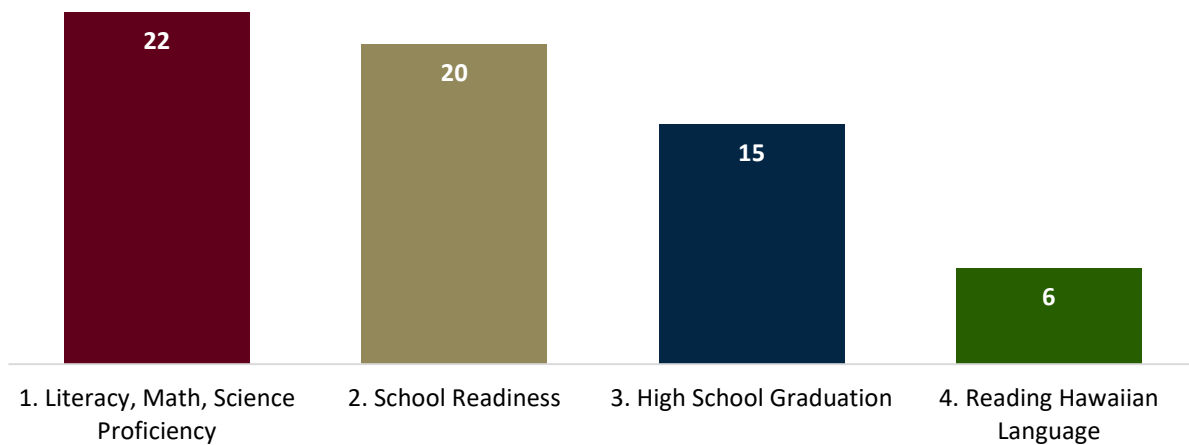
*Most evaluations involve more than one type of evaluation design.

Exhibit 38: Data Items and Sources (N=52)*



*Most evaluations involve collecting more than one type of data.

Exhibit 39: Number of Evaluations That Include GPRA Indicators (N=43)*



*Some grantees reported that the GPRA indicators are not applicable for their program, because their program addresses professional development or curriculum development and does not directly provide student instruction. Several evaluations include reporting more than one GPRA indicator.

5. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Based on the database of the 104 grants funded through the Native Hawaiian Education Program that were awarded during AY 2010 through 2017, we were able to reconcile the annual NHEP appropriations and grant funding for each year during this time and to analyze funding patterns. In addition, we reviewed and summarized grantee evaluation practices. Key findings of our analyses include:

- Average funding has increased over time, from an average Year 1 funding of \$362, 45 in Year 1 funding in AY 2010 to average Year 1 funding of about \$876,542 in AY 2017.
- The education sectors addressed by the majority of grants are pre-K services, curriculum development, and teacher PD/support.
- In projects that include curriculum development, the largest number of grants, and the largest amount of funding, is focused in the pre-K level.
- The most common type of grantee is Native Hawaiian community-based organization.
- Although most grants target schools or programs on O‘ahu, Big Island, Maui, Kaua‘i, Moloka‘i and Lāna‘i have also been included to varying extents.
- For most grantees, very little information was available about evaluation design. For their evaluation reports, most grantees use external evaluators, either evaluation firms or independent consultants.

Due to lack of access to the USDOEd reporting system to which grantees submit Annual Performance Reports and evaluation reports, we based our analyses on information already in the NHEC archives, what could be found online, and what could be obtained from the grantees themselves. Using this data, we developed a database that in the future can be used by NHEC to track funding patterns, grant characteristics, and evaluation practices with the reports the grantees send to NHEC. This will provide NHEC with more complete data that can be used to make recommendations to USDOEd for future NHEP funding efforts.

Recommendations

IMPAQ provides the following recommendations to NHEC for strengthening NHEP grant reporting, analysis and evaluation.

Grantee Reporting

- Remind applicants and grantees to report, as required by the reauthorized NHEA, specifically on items that demonstrate whether there are patterns in funding in the areas that are of interest to the Council, such as the proportion of resources being targeted to different geographic areas, target populations and education sectors.
- Require applicants and grantees to provide specific objectives, with targets (quantitative and qualitative), for their grants, which will allow the Council to see whether funds are being used to accomplish intended targets.
- Request that grantees report on whether the program reached its targets (e.g., “the program achieved all/most/some/very few/none of its objectives”). This information will allow the Council to assess whether there is an association between level of spending and ability of the grantee to meet program objectives.
- Provide grantees with guidelines for consistent reporting of expenditure and carryover information.
- Seek to persuade USDOEd to have the APR submission schedule match the funding years so that it is possible to interpret results for the appropriate time period.

Program Evaluation

IMPAQ recommends that NHEC coordinate with the USDOEd’s NHEP program office to provide guidance to better support grantees in developing stronger and more effective program evaluations.

1. Such guidance might include encouraging grantees to do the following:
 - Select and work with a qualified program evaluator, preferably external to the project. The evaluator should have experience evaluating similar programs and be involved from the early stages of development of the project, to ensure that evaluation goals are built into the program plans. Recognizing the value of participatory research/evaluation, be sure that the lead evaluator/ researcher understands both the principles of participatory evaluation and making effective use of rigorous and objective data collection and analysis. Rigorous evaluation does not necessarily preclude participation by program stakeholders.
 - Develop clear goals and objectives: Clearly articulate goals, measurable objectives, and a way to collect concrete data to substantiate the project’s progress toward achieving its goals.
 - Develop evaluation questions, taking into consideration:

- Who/what will change?
 - When will the change(s) take place?
 - How much change is expected?
 - How will change be measured, recorded, or documented?
 - Create logic model which includes short, mid and long term outcomes. Include outcome measures, and depict how evaluation findings will feed into program improvement.
 - Budget for evaluation - How much will be spent on each task/ phase? What is expected of the evaluator/evaluation and when? Specify deliverables and due dates, and incorporate the budget into the timeline. This should help keep evaluation tasks on time and within budget.
2. Consider providing provide budgetary guidelines for evaluation, such as “grantees should spend approximately 5 to 10 % of grant funds on evaluation.”
 3. Require applicants/grantees to develop an evaluation plan, specifying implementation and outcome measures, data collection plan, instruments, and plans for analysis, and explain how evaluation results will be used for program improvement.

Data Coding

The database developed under this contract includes a large number of data fields. To the maximum extent feasible, the IMPAQ team used coding categories that could be aggregated. However, for some types of data, the database currently includes open-ended fields. Some of these are data items that NHEC might want to pursue further, now that preliminary data is available illustrating the types of data available. Below are several examples of types of data that NHEC might want to refine and/or establish coding categories for.

1. **Partners.** The database currently includes a field that lists the names of partner agencies, in the cases where there are only a few. Where there are large numbers of partners they are briefly described. The database also includes a field for # of partners. These were taken primarily from grant applications, although in some cases updated information was available in APRs. Depending on how useful this information might be, NHEC might want to consider developing a coding scheme to identify the number of partners of different types.
2. **Grade levels.** The database currently identifies the grade levels of students targeted as an open-ended field and includes coding categories for Pre-K, elementary, middle, high and post-secondary. NHEC might consider whether it would be valuable to code some other kinds of information by grade level, such as teachers targeted, and program outcomes.
3. **Other characteristics of target populations.** The database currently includes an open-ended field for a description of the target population. NHEC might consider whether it

would be valuable to code characteristics such as homeless, Native Hawaiian, English vs. Hawaiian speaking, foster youth, low income, disability or language learners.

4. **Goals and outcomes.** The database currently includes open-ended fields for capturing up to 10 goals for each grantee, and an open-ended field to summarize findings. NHEC might consider coding these using categories such as those in Exhibit 40 below.

Exhibit 40: Suggested Categories for Goals and Evaluation Findings

Early childhood education outcomes [*Pre-K to K*]

- School readiness
- Hawaiian language skills
- Literacy and numeracy

Elementary, Middle and/or High School Outcomes

- Academic achievement (GPA, standardized test scores)
- Hawaiian language skills
- Non-academic (connectedness to school, social/emotional learning, career awareness, behavior)
- Program satisfaction (satisfaction with NHEC-funded program)

College/ Career readiness

- Dropout prevention
- ACT/ SAT scores

Postsecondary student outcomes

- College student or job training outcomes
- Scholarships awarded

Teacher outcomes

- Change in knowledge, understanding of curriculum and instruction, particularly culturally-relevant teaching strategies
- Teacher training or professional development (hours, # of trainings)
- Teacher mentoring/ coaching
- Program satisfaction

Parent outcomes

- Parent involvement
- Parent knowledge/skills (e.g., employment skills): culturally responsive learning support
- Program satisfaction

Other (for example):

- Programs developed
- Food distributed to homeless
- Adult education outcomes
- Curricula or lesson materials developed

5. **Data sources.** In developing the database, IMPAQ initially color-coded the sources of data (a few instances of color-coding are still present in the early years of funding data.) However, due to time constraints, we decided not to continue to attempt to identify the source of each data item for each grant, especially given the large amount of missing data. As NHEC gains access to more complete data, it might be valuable to revise the database to include one set of columns of data from the grant applications, and another for data from the APRs and evaluation reports, in order to distinguish planned activities and outcomes from actual activities and findings.

APPENDIX A

Native Hawaiian Education Program Grant Database Codebook

NATIVE HAWAIIAN EDUCATION PROGRAM (NHEP) GRANT DATABASE CODEBOOK

CATEGORY	CODE	DEFINITION	EXAMPLE
DESCRIPTIVE INFORMATION	Grant No.	Also referred to as award number; usually found on Annual Performance Reports (APRs).	S362A110012
	Grantee Name	The organization that received the grant.	University of Hawaii Systems
	Project Name	Project title; name of grant-funded program.	Hawaii Preschool Positive Engagement Project (HPPEP)
	Type of Grantee	Use drop-down menu. Native Hawaiian (NH) Community-based organization (CBO)	NH CBO - Organization serving Native Hawaiians Other CBO - other community organization Charter School University - or community college
	Cohort	Enter the year the grant was awarded. AY-Award Year	AY2010
	Website	Not required - website of specific project or of grantee.	
	Document(s) Reviewed	Brief description or name of report or document.	Final Report 10-30-14
FUNDING	Total Grant Funding (Use for analysis)	Columns L-O were determined by IMPAQ to be the "best available" data from multiple sources. Columns P-S include data from NHEC's own database. Columns T-W include data from reviewing a variety of sources including the grantees' documents, US Dept. of Ed website and other sources.	\$x,xxx,xxx (If no other sources is available, Total Grant amount for 3 years - can be computed by summing the 3 years, if amount for all three years is included. Is not reported if funding data is not available for all three years.
	Year 1 Funding	Year 1 funding - if not available from grantee documents, use 2014 Legislative report for 2010-12.	\$xxx,xxx (In most cases the amounts listed on the first page of the APR refer to a reporting period (often 6-8 months) rather than an annual funding amount. If % of funds expended so far is provided, this can be used to compute an estimated amount for the year.)
	Year 2 Funding	Year 2 funding.	\$xxx,xxx (In most cases the amounts listed on the first page of the APR refer to a reporting period (often 6-8 months) rather than an annual funding amount. If % of funds expended so far is provided, this can be used to compute an estimated amount for the year.)

CATEGORY	CODE	DEFINITION	EXAMPLE
	Year 3 Funding	Year 3 funding.	\$xxx,xxx (In most cases the amounts listed on the first page of the APR refer to a reporting period (often 6-8 months) rather than an annual funding amount. If % of funds expended so far is provided, this can be used to compute an estimated amount for the year.)
	Matching Funds	Also called "Cost Share" or "Cost Sharing"; funds contributed by donors or funding sources outside of NHEC.	\$xx,xxx
	Carryovers?	Does APR show a carryover of funds from one year to the next? Or a carryover request? - Yes/No or amount and which year.	"\$40,000 from Year 2" or "Yes - Year 1"
	Cost Categories Provided?	Do they provide a budget breakdown? - Yes/No	Salaries, Fringe, Overhead, Rent, Travel, Materials, etc. (We are not coding these for now, but in the future when NHEC has more complete data, it will be possible to code these.)
GRANT TARGETS	Students - Grade Levels	Grade levels of the students involved in the project. (Grantees often do not break out outcomes or activities by grade. Without this kind of breakout it is not possible to estimate funding by grade.)	"3-6" or" 6-12" (This field includes different types of information - in some cases the projected number from the grant application, in some cases the totals actually served over 3 years, in others only the number served in the year(s) for which we have an APR.)
	# Students to Be Served	Number of students served or targeted to be served.	
	Teacher Grade Levels	Grade levels of the teachers involved in the project.	"3-6" or" 6-12"
	# Teachers to Be Served	The number of teachers involved or projected to be involved in the project.	
	Families	Whether services are extended to students' families.	Yes/no
	# Adults/Families to Be Served	Number of parents/caregivers/families served by the project.	
	Partners	List them, if no more than 20.	
	# Partners to Be Involved	Number of partners involved in the project.	

CATEGORY	CODE	DEFINITION	EXAMPLE
	Target Population	General description of who the project is designed to serve.	"foster youth", "early childhood educators", and "NH 3-5 year olds in 11 Hawaiian immersion preschools across 5 islands"
	Geographic Target	Brief description of geographic target area, if other than a specific island or islands.	Honolulu, O'ahu
	O'ahu, Big Island, Maui, Kaua'i, Moloka'i, Lāna'i	Percentage of funds devoted to each island. If grant serves only 1 island, enter 100%. If grant serves multiple islands, allocate according to numbers served.	If there is more than one group of participants served (e.g. students and teachers), choose the primary target, or if primary target is unclear, average them. See Worksheet tab for example.
STUDENT-FOCUSED ACTIVITIES	Student Instruction: Literacy	Instruction refers to formal teaching of knowledge and skills. A "literacy program" does not count as Student Instruction in literacy if it consists solely of tutoring.	Yes/no
	Student Instruction: Numeracy	Instruction refers to formal teaching of knowledge and skills. A "numeracy program" does not count as Student Instruction in literacy if it consists solely of tutoring. (Tutoring programs are coded as "Academic Tutoring".)	Yes/no
	Student Instruction: College/Career Prep	Instruction specifically refers to preparing for college or career after high school.	Yes/no
	Student Instruction: Hawaiian Language/ Culture	Explicit instruction in Hawaiian language and/or culture. (Most or all of these programs have some element of Hawaiian Language/Culture throughout their programs, given their NHEP funding, so this item should be limited to explicitly addressing Hawaiian language and culture through student instruction.	Yes/no
	Academic Tutoring	Tutoring or other types of academic support (e.g. use of technology/online tools) focused on improving academic performance.	Yes/no
	STEM	Science, Technology, Engineering and Math. Math instruction alone belongs with Student Instruction. STEM programs typically combine two or more of the STEM components and usually go beyond regular classroom instruction.	Yes/no

CATEGORY	CODE	DEFINITION	EXAMPLE
	STEAM	Science, Technology, Engineering, Arts and Math (STEAM) programs typically combine two or more of the STEAM components and usually go beyond regular classroom instruction.	Yes/no
	Curriculum: Pre-K	Involves developing pre-K student curriculum as one of the activities and outcomes of the project, with programs for ages ranging from birth to 5.	Yes/no
	Curriculum: Elementary	Involves developing elementary student curriculum as one of the activities and outcomes of the project, with programs for grades K-5.	Yes/no
	Curriculum: Middle	Involves developing middle school student curriculum as one of the activities and outcomes of the project, with programs for grades 6-8.	Yes/no
	Curriculum: High	Involves developing high school student curriculum as one of the activities and outcomes of the project, with programs for grades 9-12.	Yes/no
	Assessment or Evaluation	Involves using a specific type of assessment tool as part of the intervention. Assessment tools used only for program evaluation do not belong here.	Yes/no
	Other Student-Focused Activity	Specify any other kind of student-focused activity that is neither instruction, tutoring, nor curriculum development.	Students making a video, students given responsibility for taking care of the aquaponics facilities
ADULT-FOCUSED ACTIVITIES	Teacher/Admin PD and Support	Includes teacher training and professional development, principal/admin training and professional development, and other types of support for educators.	Can also include developing professional development curriculum
	Parent Support	Includes classes and workshops for parents as well as other kinds of parent supports.	
	Community Support or Involvement	Whether the project involved or supported the community.	
	Goals	List goals for the project. These can also include project objectives, as the terms "goal" and "objective" are used differently.	

CATEGORY	CODE	DEFINITION	EXAMPLE
EVALUATION DESIGN	Formative	Evaluation designed and used to improve a program, especially when it is still being developed.	Evaluator collects data throughout the year to inform program improvements and modifications. Does not wait until the end of the year or the grant to provide information. Definition from <i>The Program Evaluation Standards, A Guide for Evaluators and Evaluation Users</i> , 3rd Edition, 2011. Ed: Yarbrough, D.B.; Shulha, L.M.; Hopson, R. K.; Caruthers, F.A.
	Summative	Evaluation designed to present conclusions about the merit or worth of a program or intervention, and recommendations about whether it should be retained, altered, or eliminated.	Most evaluations will be summative, e.g. year-end reports. Definition from <i>The Program Evaluation Standards, A Guide for Evaluators and Evaluation Users</i> , 3rd Edition, 2011. Ed: Yarbrough, D.B.; Shulha, L.M.; Hopson, R. K.; Caruthers, F.A.
	Qualitative	Non-numerical data collected and analyzed for evaluative purposes.	Interviews, focus groups, observations, narratives, student portfolios
	Quantitative	Numerical data collected and analyzed for evaluative purposes.	Student grades, attendance rates, student test scores
	Implementation	Evaluation examines characteristics of the program, how it is carried out, who is involved, what the promising practices and/or challenges might be.	Evaluation describes tutoring program, what types of activities are delivered, how many students per class, how staff are trained, what students do during program. Evaluation assesses what is working well and what is not working well from the perspective of teachers.
	Outcomes	Evaluation examines the end result of the program - focus is on student, teacher (or other stakeholder) outcomes such as: academic performance, HS graduation rates.	Evaluation reports on student grades before and after participating in tutoring program. (Students grades = outcome measures)
	Participatory	Stakeholders are involved in planning and design of evaluation, data collection, and/or analysis; Participants play major role in evaluation; like "action research ¹ ." ¹ Disciplined process of inquiry conducted by and for those taking the action. The primary reason for engaging in action research is to assist the "actor" in improving and/or refining his or her actions.	An integral part of a project is for participating teachers to review survey results every quarter and use that information to refine both the intervention and the evaluation design. https://depts.washington.edu/ccph/pdf_files/Evaluation.pdf ; http://www.betterevaluation.org/en/plan/approach/participatory_evaluation

	Pre/Post	Research design that involves assessing program participants before and after they participate in program.	6th graders take math test before program participation, and take the same test after participation; scores are compared
COMPARISON GROUP	Non-participants	Group of individuals, ideally similar to the participants, who did not participate in the program under investigation.	Reading scores for the 50 fourth graders at XX Elementary School participating in the grant program are compared with reading scores for the other 150 fourth graders at the same school that did not participate in the grant program.
	Averages (district, state, etc.)	Outcomes for program/treatment group are compared with average outcomes for similar students in the district/ state/nation.	The program students' math scores increased by 10 percentage points after participating in the one-year long grant program during their 8th grade year; on average Hawaiian students see an increase of 5 percentage points on this same math test from 7th - 8th gr.
	Historical data	Outcomes for program/treatment group are compared with past performance.	Historical trends are presented for program group and for district average or other comparison group
	Other	Another type of comparison group design is used, not covered in the above categories.	Random assignment
	Other Specify	Brief description of other type of comparison group.	Students are randomly placed in the program (treatment group) and a control group. This would be a true experimental study design.
DATA SOURCES	School Attendance	Attendance at school - during the regular school day - is collected and analyzed; could also include attendance-related data such as early warning data (could include drop out data).	
	Program Attendance	Program attendance is collected and analyzed.	Participation in after school program funded by grant is presented over multiple months, semesters, or years.
	Participant Demographics	Indicate "yes" if the project collects data on demographics other than Native Hawaiian status.	Data on race, gender, free/reduced lunch, etc. is reported
	Std. Acad. Assessments	Standardized academic assessments.	Hawaii State Assessment (H S A) scores; ACT exam;
	Student Hawaiian Language Assessment	Hawaiian Language test.	Kaipuni Assessment of Educational Outcomes (KĀ'EO) in Language Arts; or other language test

			specifically measuring knowledge and skills in the Hawaiian language.
	Student surveys	Any questionnaire that students complete as part of the evaluation.	Program satisfaction survey, student engagement survey, school climate survey, etc.
	Specify student surveys	Specify, if possible, which surveys were used.	Career Knowledge Survey
	Parent surveys	Any questionnaire that parents complete as part of the evaluation.	Program satisfaction survey
	Teacher surveys	Any questionnaire that teachers complete as part of the eval.	Survey of teacher knowledge/ teaching practices
	Community surveys	Any questionnaire that community members complete as part of the evaluation.	Satisfaction survey for community-focused program
	Staff Surveys	Any questionnaire that program staff complete as part of the evaluation.	After school tutor survey
	S. Interview or FG	Interviews or focus groups (FG) with students.	
	P. Interview or FG	Interviews or focus groups with parents.	
	T. Interview or FG	Interviews or focus groups with teachers.	
	Staff Interview or FG	Interviews or focus groups with program staff.	
	Principal/Admin Interviews	Interviews of focus groups with principals or school/district administrators.	
	C. Interview or FG	Interviews or focus groups with community members.	
	Observations	Observations of program activities are conducted as part of the evaluation.	
	Other	Other evaluation measure is used, not covered in above categories.	Youth Program Quality Assessment/ rubric
	Other Specify	Specify other type of instrument or measure.	
OUTCOME MEASURES	GPRA (Government Performance Results Act) 1 - Core academic	GPRA measure #1 -- (The percentage of Native Hawaiian students in schools served by the program who meet or exceed proficiency standards for reading, mathematics, and science on the State assessments) is addressed in the report or evaluation.	Reading or math standardized test scores are used to measure program performance
	GPRA 2 - School readiness literacy (HSRA)	GPRA measure #2 (The percentage of Native Hawaiian children participating in early education programs who consistently demonstrate school readiness in literacy as measured by the	This would apply to early childhood education programs

		Hawaii School Readiness Assessment [HSRA])is addressed in the report or evaluation.	
	GPRA 3 - HS graduation	GPRA measure #3 (The percentage of students in schools served by the program who graduate from high school with a high school diploma in four years) is addressed in the report or evaluation.	This would apply to programs serving HS students
	GPRA 4 - Reading HI language	GPRA measure #4 (The percentage of students participating in a Hawaiian language program conducted under the Native Hawaiian Education Program who meet or exceed proficiency standards in reading on a test of the Hawaiian language) is addressed in the report or evaluation.	Performance or evaluation would include HI language test for students
	Other Evaluation Outcomes	Other evaluation outcomes that are addressed in the evaluation or annual performance report.	Student motivation, school attendance, parent involvement, or other outcome is addressed through the grant program and reported on in the evaluation
KEY FINDINGS	Summary of Key Findings	Briefly summarize a few key results of the evaluation here	For participants in the grant program, reading scores increased from Y1 to Y2; Students who participated in the program showed greater motivation and engagement with school and learning at the end of the year than the comparison group.