

---

# Audit of State Vocational Education Programs and Job Training Programs

---

A Report to the  
Governor  
and the  
Legislature of  
the State of  
Hawaii

Report No. 97-14  
December 1997



**THE AUDITOR**  
STATE OF HAWAII

---

## The Office of the Auditor

The missions of the Office of the Auditor are assigned by the Hawaii State Constitution (Article VII, Section 10). The primary mission is to conduct post audits of the transactions, accounts, programs, and performance of public agencies. A supplemental mission is to conduct such other investigations and prepare such additional reports as may be directed by the Legislature.

Under its assigned missions, the office conducts the following types of examinations:

1. *Financial audits* attest to the fairness of the financial statements of agencies. They examine the adequacy of the financial records and accounting and internal controls, and they determine the legality and propriety of expenditures.
2. *Management audits*, which are also referred to as *performance audits*, examine the effectiveness of programs or the efficiency of agencies or both. These audits are also called *program audits*, when they focus on whether programs are attaining the objectives and results expected of them, and *operations audits*, when they examine how well agencies are organized and managed and how efficiently they acquire and utilize resources.
3. *Sunset evaluations* evaluate new professional and occupational licensing programs to determine whether the programs should be terminated, continued, or modified. These evaluations are conducted in accordance with criteria established by statute.
4. *Sunrise analyses* are similar to sunset evaluations, but they apply to proposed rather than existing regulatory programs. Before a new professional and occupational licensing program can be enacted, the statutes require that the measure be analyzed by the Office of the Auditor as to its probable effects.
5. *Health insurance analyses* examine bills that propose to mandate certain health insurance benefits. Such bills cannot be enacted unless they are referred to the Office of the Auditor for an assessment of the social and financial impact of the proposed measure.
6. *Analyses of proposed special funds* and existing *trust and revolving funds* determine if proposals to establish these funds and existing funds meet legislative criteria.
7. *Procurement compliance audits* and other *procurement-related monitoring* assist the Legislature in overseeing government procurement practices.
8. *Fiscal accountability reports* analyze expenditures by the state Department of Education in various areas.
9. *Special studies* respond to requests from both houses of the Legislature. The studies usually address specific problems for which the Legislature is seeking solutions.

Hawaii's laws provide the Auditor with broad powers to examine all books, records, files, papers, and documents and all financial affairs of every agency. The Auditor also has the authority to summon persons to produce records and to question persons under oath. However, the Office of the Auditor exercises no control function, and its authority is limited to reviewing, evaluating, and reporting on its findings and recommendations to the Legislature and the Governor.



## THE AUDITOR STATE OF HAWAII

Kekuanao'a Building  
465 South King Street, Room 500  
Honolulu, Hawaii 96813

# OVERVIEW

THE AUDITOR  
STATE OF HAWAII

## Audit of State Vocational Education Programs and Job Training Programs

### Summary

State vocational education programs and job training programs are important to the State because they provide residents with the essential skills necessary to become self-sufficient and contributing members of the society, and to achieve self-fulfillment goals. The Office of the Auditor initiated this audit in response to concerns over the roles and responsibilities of the various state agencies and the use of funds for these programs.

The differentiation between vocational education and job training is not sharp. But, generally vocational education is viewed as developing skills in work context and not for a specific occupation—that is, a “first chance” to gain occupational skills. On the other hand, job training offers a “second chance” to gain specific occupational skills. The second chance may be needed because initial occupational skills were inadequate, or because changes in job market conditions require that new skills be learned.

Most of Hawaii’s occupational programs exist in five state agencies.

The Department of Education is one of two lead agencies. Its Vocational and Applied Technology Education program and career academies spent \$8 million in state and federal funds in FY1995-96.

The University of Hawaii, the other lead agency, offers vocational education programs through its community college system and the Employment Training Center. For FY1995-96, the university spent approximately \$18.6 million for vocational education programs, mostly in state funds.

The Department of Labor and Industrial Relations administers four primary job training programs through its Workforce Development Division. The federal Job Training Partnership Act of 1982 accounts for most of the department’s job training programs at approximately \$11 million of the department’s \$13.3 million expenditures in FY1995-96. The state’s Employment and Training Fund program spent about \$2 million.

The Department of Human Services administers only the Ho’opono Workshop for the Blind. Its revolving fund showed a net loss of \$76,000 on net revenues of \$700,000 in FY1995-96.

The Department of Public Safety is required by statute to provide vocational education and occupational training programs. It offered such programs at seven of the eight correctional facilities at a cost of \$1.1 million in FY1995-96. The correctional industries program, required to be self-sufficient, showed a net profit of \$400,000 on sales of \$6.4 million for FY1995-96.

We found that not all departments perform adequate evaluations of their vocational education and job training programs. The community colleges have a comprehensive evaluation system while the DOE's evaluation efforts are inconsistent. The Department of Public Safety lacks an evaluation system.

We also found that many oversight bodies have been created for these programs, primarily to satisfy federal requirements. However, current federal trends combine programs and funding under block grants. The need for as many oversight bodies in the future may be reduced and DLIR has already led state efforts to consolidate. We believe that further consolidation should be encouraged.

---

## Recommendations and Response

We recommended that the Legislature require the DOE and Department of Public Safety to submit annual performance reports on all their vocational education and job training programs and services. We also recommended that these agencies develop and maintain comprehensive systems of program monitoring and evaluation for their programs. Finally, we recommended in the interests of streamlining that the Legislature review the need for existing oversight bodies, and assess the feasibility of using existing agencies or offices to fulfill the functions of any proposed, new oversight bodies.

DOE concurred with our recommendations, but provided information on additional evaluation and monitoring efforts. DLIR provided additional information to support workforce consolidation. A point of clarification was incorporated into the report. The Department of Public Safety found the report to be thorough and comprehensive. It pointed out that vocational education programs contracted under the University of Hawaii's Community College System are subject to the same evaluation as all of the university's other vocational education services.

The Board of Education, Department of Human Services, University of Hawaii, and Board of Regents, did not respond to our recommendations.

---

Marion M. Higa  
State Auditor  
State of Hawaii

Office of the Auditor  
465 South King Street, Room 500  
Honolulu, Hawaii 96813  
(808) 587-0800  
FAX (808) 587-0830

---

# Audit of State Vocational Education Programs and Job Training Programs

---

A Report to the  
Governor  
and the  
Legislature of  
the State of  
Hawaii

Submitted by

**THE AUDITOR**  
STATE OF HAWAII

Report No. 97-14  
December 1997



---

## Foreword

This is the report of our audit of the State's programs for vocational education and job training and the oversight of these activities. The audit was conducted pursuant to Section 23-4, Hawaii Revised Statutes, which requires the Auditor to conduct postaudits of the transactions, accounts, programs and performance of all departments, offices and agencies of the State and its political subdivisions.

We wish to express our appreciation for the cooperation and assistance extended by the officials and staff of the Department of Education, University of Hawaii, Department of Public Safety, Department of Labor and Industrial Relations and the Department of Human Services during the course of this audit.

Marion M. Higa  
State Auditor



---

# Table of Contents

## Chapter 1 Introduction

Background on Vocational Education and Job Training .....	1
Objectives of the Audit .....	3
Scope and Methodology .....	4

## Chapter 2 Description of the Vocational Education Programs and Job Training Programs of Hawaii State Government

Vocational Education Programs .....	5
Job Training Programs .....	10
Efforts Toward Program Consolidation and Workforce Development .....	15

## Chapter 3 More Evaluation and Streamlining Could Improve the State's Approach to Vocational Education and Job Training

Summary of Findings .....	19
Evaluation of Vocational Education Programs and Job Training Programs Varies Widely .....	19
Many Oversight Bodies Exist to Fulfill Federal Requirements .....	28
Conclusion .....	32
Recommendations .....	33

Notes .....	35
-------------	----

Responses of the Affected Agencies .....	37
--	----

---

## Exhibits

Exhibit 2.1	Vocational Education Programs of the Department of Education .....	7
Exhibit 2.2	Vocational Education Expenditures by Program Department of Education, FY1995-96 .....	8
Exhibit 2.3	Vocational Education Expenditures University of Hawaii Community College System, FY1995-96 .....	9
Exhibit 2.4	Organization of Job Training Programs in the Department of Labor and Industrial Relations .....	11
Exhibit 2.5	Job Training Expenditures by Program Department of Labor and Industrial Relations, FY1995-96 .....	12
Exhibit 2.6	Financial Activities of the Hawaii Correctional Industries Program .....	14
Exhibit 2.7	Outcome-Based Accountability in State Workforce Development Systems .....	17
Exhibit 3.1	Perkins Act Core of Standards and Measures: Secondary Education FY1995-96 State Summary Department of Education .....	23
Exhibit 3.2	Description of Oversight Bodies .....	29

---

# Chapter 1

## Introduction

---

As early as 1974, the Hawaii State Legislature expressed interest in the administration of vocational education programs and job training programs in Hawaii. Concerns have been raised over the roles and responsibilities of various agencies and the use of funds for these programs. The growing number of national and state laws, programs, boards, and councils in this field has increased the need to clearly identify the State's programs for vocational education and job training and to determine oversight of these activities. The State Auditor initiated this audit in response to these concerns.

This audit was conducted pursuant to Section 23-4, Hawaii Revised Statutes, which requires the Auditor to conduct postaudits of the transactions, accounts, programs and performance of all departments, offices, and agencies of the State and its political subdivisions.

---

### Background on Vocational Education and Job Training

The distinction between vocational education and job training is based primarily on national legislation. The Carl D. Perkins Vocational and Applied Technology Education Act of 1990 defines vocational education as "organized educational programs offering a sequence of courses which are directly related to the preparation of individuals in paid or unpaid employment in current or emerging occupations requiring other than a baccalaureate or advanced degree."<sup>1</sup> More specifically, Hawaii's vocational education community has described vocational education as a process in which learners are educated through the occupational context, not trained for a specific occupation. Vocational education is the individual's "first chance" at acquiring occupational skills.

Definitions of job training, on the other hand, are based on the federal Job Training Partnership Act. Job training responds to the needs of individuals who require retraining, such as dislocated workers. Job training is viewed as encompassing programs that offer individuals a "second chance" to gain occupational skills.

Below we describe the impetus for a vocational education system and a job training system in Hawaii. Chapter 2 includes a discussion of the movement toward a combined vocational education job training system.

#### *Impetus for a vocational education system in Hawaii*

In recognition of economic and educational changes in Hawaii, the State Legislature in 1967 passed a resolution that called for the development of a state master plan for the administration of vocational education

programs. The purpose of this plan was to lay the foundation for a vocational education system, which would prepare all students for life in a highly competitive society. Furthermore, the plan recognized the need for a dual role for education: one as a means to achieve individual self-fulfillment and the other to promote social and economic growth.

The 1968 *State Master Plan for Vocational Education* provided the basis for restructuring vocational education in Hawaii. The plan was revised in 1974, 1979, and 1986 to meet both state and federal demands concerning the need and direction of vocational education. Rapidly changing social, economic, and technological environments, and recent federal legislation prompted administrators of the State's vocational education programs to join together in 1992 to update the 1986 master plan. The result of this effort was a 1994 "vision" document that offers a philosophical framework and 12 guiding principles for vocational education and workforce development planning.

In Hawaii, two agencies are charged with the responsibility for vocational education: the Department of Education and the University of Hawaii Community College System.

### ***Impetus for a job training system in Hawaii***

In 1963, the State Manpower Advisory Committee was organized to assist in carrying out the federal 1962 Manpower Development and Training Act. The committee found that there were many needs in manpower development for the fast-growing, fledgling state. In response, the Legislature created the Commission on Manpower and Full Employment through Act 270 in 1965. This commission led the development of what became a system of employment and training under the Job Training Partnership Act.

In 1969, the Legislature passed Act 251, authorizing the establishment of manpower development and training programs for the various industries in the state. These programs were to assist unemployed and underemployed persons who could not reasonably be expected to obtain suitable full-time employment without the benefit of training.

The majority of job training programs in Hawaii are administered by the Department of Labor and Industrial Relations. Other agencies such as the Department of Public Safety and the Department of Human Services also administer programs that provide job training.

### ***Federal support for vocational education and job training***

The State's vocational education and job training programs receive funding from a variety of sources, including state general funds. Two federal acts guide the direction of these programs and provide the state with financial support: the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 and the Job Training Partnership Act.

The Perkins Act provides basic grant funds under two titles to the State's vocational education programs through the State Board for Vocational Education. State law authorizes the board to represent the State in all matters concerning the expenditure, distribution, and disbursement of Perkins moneys. The board receives Perkins funds under two titles: Title II basic grant funds and Title III funds for special programs.

Title II basic grant funds are the larger of the two award categories. The act stipulates three requirements for the use of these funds: (1) program improvement; (2) full participation of individuals who are members of special populations; and (3) use of funds at a limited number of sites or in a limited number of program areas. A majority of Title II funds are split evenly between the Department of Education and the University of Hawaii Community College System. The remaining funds under Title II support other leadership and administrative activities. One percent of Title II funds are provided to the Department of Public Safety for programs for criminal offenders. The state board received about \$4.8 million in Perkins Title II funds for FY1995-96.

Title III funds support the Tech Prep Education program located in the Department of Education and the University of Hawaii Community College System. The Tech Prep program offers a continuum of vocational education from secondary through post-secondary institutions. The state board received \$413,649 in Perkins Title III funds for FY1995-96.

The Job Training Partnership Act provides funding under a number of titles for individuals who are economically disadvantaged and those facing substantial barriers to employment. For instance, Title II-A funds programs for older individuals and Title IV-A funds programs for Native Americans. Funds from this act are distributed to state and county programs through the Department of Labor and Industrial Relations. The act provided a total of about \$11 million to the Department of Labor and Industrial Relations in FY1995-96.

---

## Objectives of the Audit

1. Describe state vocational education programs and job training programs and their administration, funding sources, and costs.
2. Assess the State's oversight of its vocational education programs and job training programs.
3. Make recommendations as appropriate.

---

## Scope and Methodology

The audit focused on programs that provide organized education or training that are directly related to the preparation of individuals for paid or unpaid employment but do not result in a baccalaureate or higher academic degree. We surveyed a number of state agencies to identify the State's vocational education programs and job training programs. We identified the following agencies as primary administrators of vocational education or job training: the Department of Education; the University of Hawaii Community College System; the Department of Public Safety; the Department of Labor and Industrial Relations; and the Department of Human Services. In addition, we identified the boards, commissions, councils, and other state entities that are responsible for programmatic or funding oversight within the State's vocational education and job training programs. We examined the administration, funding, and costs of the vocational education programs and job training programs identified by our survey.

We assessed the State's oversight of vocational education programs and job training programs, with an emphasis on oversight through program evaluation. We determined whether the data and assessment activities are used or could be used to evaluate program effectiveness.

We reviewed trends in vocational education and job training to the extent that they affected program oversight. Finally, we assessed management controls and statutory changes that may be needed to improve oversight.

Our work was performed from August 1996 through May 1997 in accordance with generally accepted government auditing standards.

---

# Chapter 2

## Description of the Vocational Education Programs and Job Training Programs of Hawaii State Government

---

Many vocational education programs and job training programs exist in five primary agencies of the State: the Department of Education; the University of Hawaii, the Department of Public Safety; the Department of Labor and Industrial Relations; and the Department of Human Services. Over the years, both Congress and the Hawaii Legislature have established hundreds of these programs, but recent efforts have moved toward program consolidation and elimination. This chapter presents an overview of the programs administered by the five state agencies, and national and state efforts to streamline vocational education and job training systems.

---

### Vocational Education Programs

According to the vocational education “vision” document, the mission of vocational education in Hawaii is “to prepare youths and adults to enter, compete, and advance in a workplace that is constantly undergoing technological changes.”<sup>1</sup> The vision document maintains that while all education has vocational aspects, comprehensive vocational education develops technical, academic, employability, and life skills in an integrated and holistic way. Lead state agencies in the administration of vocational education programs in Hawaii are the Department of Education and the University of Hawaii Community College System.

#### *Department of Education*

Two federal initiatives guide the Department of Education’s vocational education programs and provide them with funding opportunities: the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 and the School-to-Work Opportunities Act of 1994. Both acts promote integration of academics with career opportunities; however, the latter calls for more comprehensive, total school reform.

Vocational education programs of the Department of Education are offered through the State’s public schools and target middle school and high school students.

The Vocational and Applied Technology Education program is part of the department’s Foundation Program, which offers studies in five large clusters of occupations: agriculture, office and marketing, family and

consumer education, health, and industrial/technical education. Other programs build their curricula from courses in the master schedule. Exhibit 2.1 shows the department's key vocational education programs.

Most programs operate around a specific theme or occupation. For example, each of the department's eight Career Academies focuses on one of the following: health, building and construction, travel and tourism, and finance. The Tech Prep, Project Healthstart, and Special Education-Vocational Rehabilitation Work-Study programs are collaborative efforts between the department and other state agencies, including the University of Hawaii Community College System and the Department of Human Services.

The Department of Education's Olomana School is a specialized "nontraditional" school for students identified as "alienated" or "at-risk." Olomana School also offers vocational education at the Hawaii Youth Correctional Facility in technology education. The program provides students with occupational experiences in communications, manufacturing, transportation, and construction.

The Department of Education receives funds for its vocational education programs under four broad categories: school-level general funds, vocational and applied technology education funds, Perkins act funds, and other smaller state and federal funds. School-level general funds are lump sum funds allocated directly to the individual schools. Vocational and applied technology education funds are state supplements to general funds, while Perkins funds are federal supplements to general funds. Other federal funds, such as those under the Job Training Partnership Act, are offered to individual schools through contracts with other agencies and through the Incentive and Innovation Grant and Federal Funds Administration sections of the Department of Education.

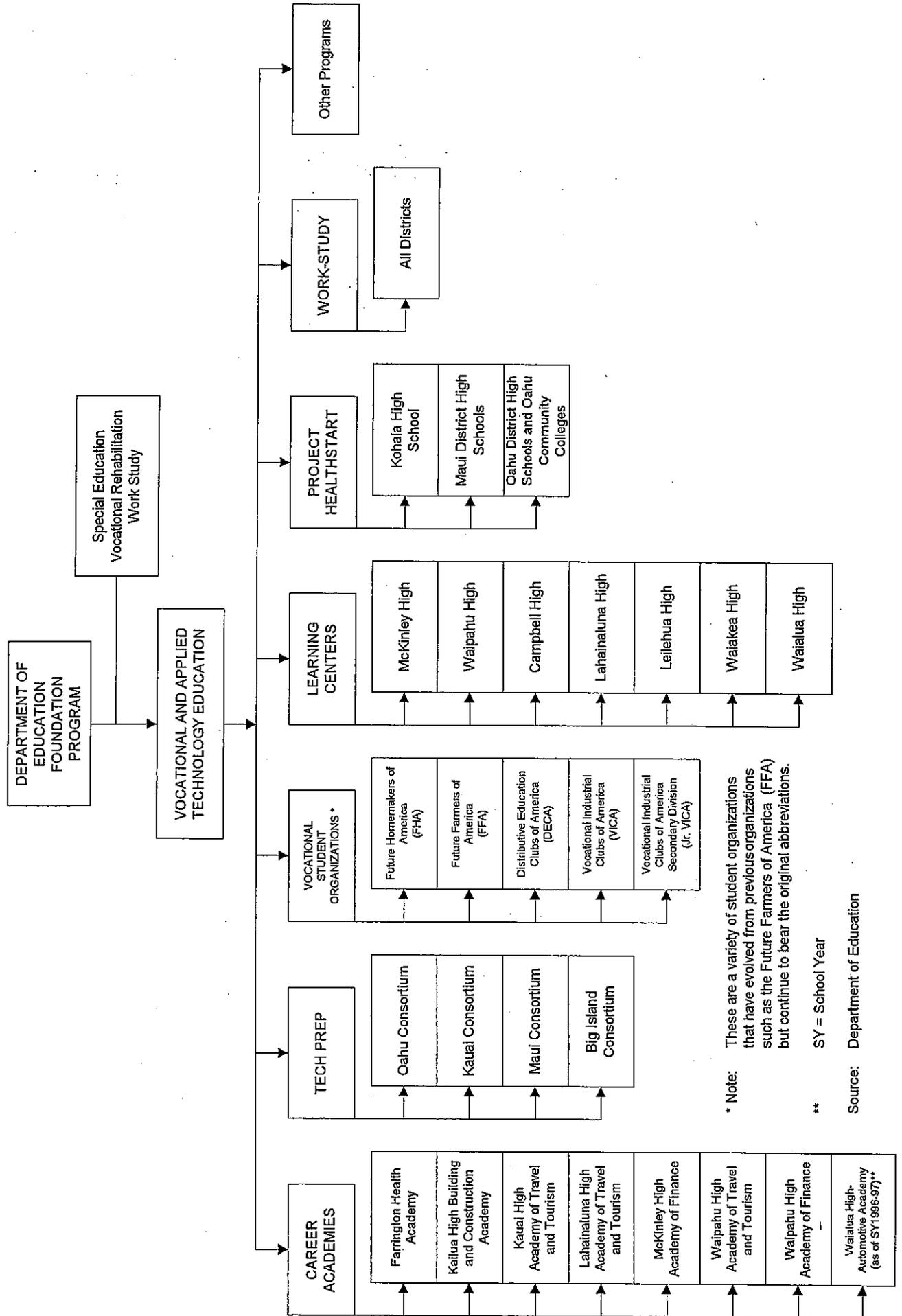
During FY1995-96, the Department of Education spent a total of nearly \$8 million on its vocational education programs. (See Exhibit 2.2.)

### ***University of Hawaii's Community College System***

The Community College System consists of seven community colleges on four islands: Kapiolani, Honolulu, Windward, and Leeward on Oahu; and Hawaii, Maui, and Kauai, on their respective neighbor islands. The system offers vocational education programs at these colleges and at the Employment Training Center, which is located in downtown Honolulu.

The Community College System offers over 60 certificate or associate degree vocational/technical programs in the following fields of study: business, health services, public service, food service, and trades and technology. To meet the need for continuing education in all sectors of the workforce and to provide the opportunity for lifelong learning, the

# Exhibit 2.1 Vocational Education Programs of the Department of Education



\* Note: These are a variety of student organizations that have evolved from previous organizations such as the Future Farmers of America (FFA) but continue to bear the original abbreviations.

\*\* SY = School Year

Source: Department of Education

**Exhibit 2.2  
Vocational Education Expenditures by Program  
Department of Education, FY1995-96**

Program	Method of Funding	Expenditures
Vocational and Applied Technology	A	\$ 4,979,173
Vocational Student Organizations	A	204,378
Career Academies	A, N, X	248,669
Learning Centers	A	518,175
Tech Prep	N	95,623
Project Healthstart	A	21,400
Special Education Vocational Rehabilitation Work-Study	A	95,427
Olomana School	A	55,905
Perkins Funds	N	1,765,024
<b>TOTAL</b>		<b>\$ 7,983,774</b>

**Method of Funding**

- A = State general funds
- N = Federal funds
- X = Other funds

Source: Financial reports from the Department of Education

Community College System also offers non-credit instructional programs through its Offices of Special Programs and Community Services. These programs focus on general and customized training for businesses and industries and specialized offerings for specific audiences, including academic instruction for apprenticeship training programs.

The Community College System also offers “hands-on” instruction in a non-traditional educational environment through its Employment Training Center. The center targets the state’s at-risk population, including alienated high school youth, individuals who are economically disadvantaged, and persons with disabilities. Areas of study include facilities maintenance, food preparation, auto body repair and painting, and office administration and technology.

The Community College System receives a majority of its funds for vocational education programs from the state general fund, with supplemental funds from the 1990 Perkins Act. Perkins funds are allocated to the community colleges on the basis of the types of special populations to be served, such as those who are handicapped, disadvantaged, or have limited English proficiency. After these allocations are made, the system distributes remaining Perkins funds to campuses through a request-for-proposals process.

During FY1995-96, the Community College System spent about \$18.6 million for its vocational education programs. (See Exhibit 2.3.) About 11 percent of this total, \$2.2 million, consisted of expenditures from Perkins funds.

**Exhibit 2.3  
Vocational Education Expenditures  
University of Hawaii Community College System,  
FY1995-96**

Campus/Program	Method of Funding	Expenditures
Kapiolani	A,N	\$ 4,650,216
Honolulu	A,N	4,275,388
Windward	A	315,407
Leeward	A, N	2,106,359
Hawaii	A, N	2,760,523
Maui	A,N	1,774,249
Kauai	A,N	1,315,810
Other program and administrative costs	A,N	372,663
Employment Training Center*	A,N	1,049,311
<b>TOTAL</b>		<b>\$ 18,619,926</b>

Method of Funding  
A = State general funds  
N = Federal funds

\*Employment Training Center provided estimates only, based on historical data.

Source: Financial reports from the Department of Education

**Department of Public  
Safety**

Section 353-6 of the Hawaii Revised Statutes (HRS) requires that the Department of Public Safety provide inmates with educational and occupational training. So the department has established vocational education through its Educational Services Program. The program's mission is to educate the whole person through the development of academic education, vocational training, cultural awareness, and spiritual growth.

The program administers both general academics and vocational training. Vocational education programs are offered at seven of the department's eight correctional centers and facilities: the Maui, Kauai, Oahu, and Women's community correctional centers, which house pre-trial and probationary individuals and short-term sentenced felons; and the Kulani, Waiawa, and Halawa correctional facilities, which house

longer-term sentenced felons. At the time of our audit, the Hawaii Community Correctional Center was the only location that did not provide vocational education.

Vocational education programs at the correctional centers and facilities include training in food service, hotels and computers, electronic wiring and theory, graphic arts, automotive mechanics, autobody fender, and drafting. Vocational training is provided through contract with the University of Hawaii Community College System. All vocational training courses are short-term, non-credit courses that focus on a particular set of job skills.

In addition, the department provides a program called Project Kai'liki to assist inmates in reintegrating into the community through training in farm, poultry, and fish production. Project Kai'liki began in 1996 and is offered only at the Kauai Community Correctional Facility.

A total of about 277 inmates participated in the department's vocational education programs during FY1995-96.

The department's Educational Services section receives annual funding from three sources: state general funds, one percent of the State's total award from the federal Perkins act; and as of FY1996-97, federal funds from Title I of the Omnibus Crime Control and Safe Streets Act of 1968. During FY1995-96, the department spent about \$1.1 million for its Educational Services programs. Of this amount, \$34,377 were Perkins expenditures.

---

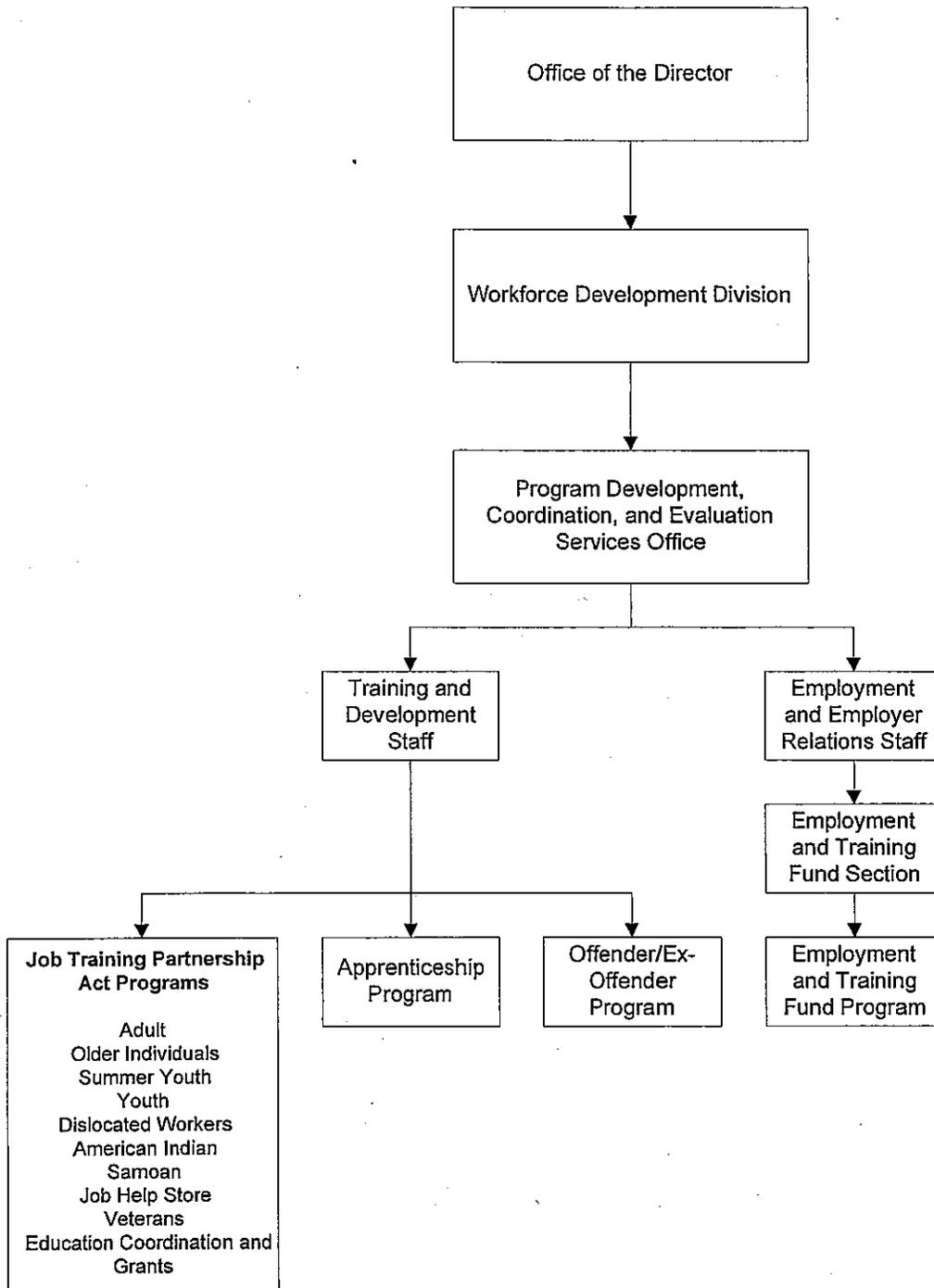
## **Job Training Programs**

Chapter 394, HRS, is intended to establish manpower development and training programs in the state and to determine the extent to which the employment needs of individuals can be met by job training, a public service job, or both. Training programs in the Department of Labor and Industrial Relations are to be developed to assist those unemployed and underemployed persons who cannot reasonably be expected to obtain suitable full-time employment without the benefit of training. Smaller programs are offered by the Department of Public Safety and the Department of Human Services that focus on rehabilitative aspects of job training.

### ***Department of Labor and Industrial Relations***

Job training programs of the Department of Labor and Industrial Relations fall within its Workforce Development Division. The division administers four primary categories of job training programs: the federal Job Training Partnership Act programs, the Employment and Training Fund Program, the Apprenticeship Program, and the Offender/Ex-Offender Program. (See Exhibit 2.4). During FY1995-96, the department spent about \$13.3 million for its job training programs. (See Exhibit 2.5.)

### Exhibit 2.4 Organization of Job Training Programs in the Department of Labor and Industrial Relations



Source: Various organizational charts provided by the Department of Labor and Industrial Relations.

**Exhibit 2.5  
Job Training Expenditures by Program  
Department of Labor and Industrial Relations,  
FY1995-96**

Program	Method of Funding	Expenditures
Job Training Partnership Act	N	\$10,987,326
Employment and Training Fund	B	1,982,656
Apprenticeship	A	213,039
Offender/Ex-Offender	A	141,697
<b>TOTAL</b>		<b>\$13,324,718</b>

**Method of Funding**  
**A = State general funds**  
**B = Special funds**  
**N = Federal funds**

Source: Financial documents from the Department of Labor and Industrial Relations

**Programs under the Job Training Partnership Act**

Congress passed the Job Training Partnership Act in 1982 to authorize federal funding assistance to states for locally administered job training programs. But the federal role is minimal; most of the authority for program administration is delegated to the states. In Hawaii, the act is administered by the Department of Labor and Industrial Relations. About 76 percent of the State's allotment for job training programs passes through the department's Workforce Development Division to the counties of Kauai, Honolulu, Maui, and Hawaii. The division allocates these funds to the counties according to federal formulas. The counties use the funds to operate their job training programs or to contract with other state and private programs.

The remaining 24 percent of the funds received by the State are either retained at the State level, provided to those agencies stipulated in the act, or awarded to public and/or private-now-profit agencies through a request for proposal process.

The department administers nine job training programs funded by the act that target certain populations, for example, economically disadvantaged adults, youths, older individuals, and individuals of American Indian or Samoan descent. The Job Help Store provides training for Asian immigrants and Pacific Islanders, while the Dislocated Workers program serves those who have been terminated or laid off from previous employment.

A portion of funds from the Job Training Partnership Act is used for the State Education Coordination and Grants program, which is designed to facilitate coordination of education and training services.

### **Employment and Training Fund Program**

In 1991, the Legislature created the Employment and Training Fund through Act 68, Session Laws of Hawaii. The act's purpose was to improve the long-term employability of Hawaii's people through innovative programs. The Employment and Training Fund Program's objectives are to initiate training that: (1) emphasizes long-term goals and transferable foundation skills; and (2) addresses short-term goals of specialized, technical skill sets.

The program awards grants for such purposes as curriculum development for a new training program. Grant proposals must include a plan to continue the training after the grant funds are exhausted.

The Employment and Training Fund Program generates revenues through assessments on private sector employers. As a result, the program is designed primarily for industry groups, business associations, business consortia, individual businesses, and non-profit organizations. Government agencies may participate when partnering with or representing private businesses. During FY1995-96, the entire program spent nearly \$2 million. Its net revenues were \$2,017,333 and its balance was \$7,166,451.

### **Apprenticeship and Offender/Ex-Offender Programs**

The department's Workforce Development Division also administers the Apprenticeship Program and the Offender/Ex-Offender Program. The Apprenticeship Program is authorized by Chapter 372, HRS, which establishes standards for agreements made between apprentices and employers. Apprenticeship is a system of training in which a worker learns the practical and theoretical aspects of the work of a skilled occupation through on-the-job experience and related instructions.

Apprenticeship programs are conducted by employers, often jointly with labor unions, and related instruction usually is given in local community colleges or through correspondence courses. The department's oversight of these agreements includes setting program standards, registering programs, implementing equal employment opportunities in apprenticeship, and issuing certificates of completion to apprentices.

The Offender/Ex-Offender Program originated in 1986 as a vocational education program of Alu Like, a private organization. Although the Offender/Ex-offender Program is now administered by the Department of Labor and Industrial Relations, Alu Like continues to provide the services through a two-year purchase of services contract with the department. The purpose of the program is to assist offenders and ex-offenders in making a successful re-entry into the community, thereby reducing the rate of recidivism.

**Other agencies**

The Department of Public Safety and the Department of Human Services conduct job training in specific occupational skills. Both of these agencies offer job training programs that operate much like private businesses.

**Department of Public Safety**

The Hawaii Correctional Industries Program of the Department of Public Safety was established under Chapter 354D, HRS, to provide comprehensive work programs for inmates. The program must include specific training skills to increase inmates' employment prospects when they return to the community. The primary mission of Correctional Industries is to employ inmates in real work situations and to produce quality goods and services delivered on time at no cost to taxpayers. In short, Correctional Industries is a business operation within a government agency.

Correctional Industries is responsible for developing, implementing, and monitoring three classes of programs: traditional industries, which includes print shop, sewing, and light construction services; community industries, in which public agencies may hire inmates to work on-site at their location; and private sector/joint ventures, in which private companies enter into employment contracts with Correctional Industries. A wide range of wages seeks to motivate inmates to do well at lower paying jobs so that they can qualify for joint ventures, where they can earn minimum to prevailing wages.

The correctional industries program is funded through a revolving fund. The program is required by law to be self-sufficient, generating revenues from its products and services to pay for all of its expenses. During FY1995-96, the program had a net profit of about \$405,843 from revenues of \$6.4 million. (See Exhibit 2.6.)

**Exhibit 2.6  
Financial Activities of the Hawaii Correctional Industries Program**

Activities	FY1995-96
Sales Revenues	\$6,408,341
Program Costs*	<u>\$6,002,498</u>
Net Profits	\$405,843

\*Program costs include salaries, cost of sales, and other administrative costs.

### **Department of Human Services**

The Ho'opono Workshop for the Blind is the only job training program that the Department of Human Services administers directly. Chapter 347-8, HRS, authorizes the department to aid visually handicapped persons to become self-supporting by employing them in workshops. Each workshop operates like a business, where visually handicapped individuals produce products for sale to other departments and to private industries.

The Legislature established the Blind Shop Revolving and Handicraft Fund into which are deposited all proceeds derived from the sale of products of the workshops. Although during FY1995-96 the program generated gross sales of \$715,767, it reported a net loss of \$76,640.

---

### **Efforts Toward Program Consolidation and Workforce Development**

In 1994, the U.S. General Accounting Office published a report on multiple employment training programs that prompted national and state legislators to re-examine their vocational education and job training systems.<sup>2</sup> The report found that the multitude of existing government-run employment training programs fosters inefficiencies and makes it difficult to determine the effectiveness of specific programs or the system as a whole.

In response to the report, members of the Congress introduced new education and training initiatives to consolidate programs into block grants and create new workforce education and training legislation. Though Congress has not yet passed a comprehensive workforce development block grant, its intentions and attempts have affected Hawaii's planning and development efforts.

### ***National trends in workforce education and training***

State administrators have defined vocational education and job training in accordance with the Perkins act and the Job Training Partnership Act. With the introduction of a consolidation bill called the Workforce and Career Development Act of 1996, however, members of the 104th Congress moved to repeal the two acts, plus others, into one consolidated workforce and career development system. Although the system would include both "vocational education" and "employment and training," the bill for the act keeps these activities separate. Activities for vocational education would target youths and adults in schools and colleges, while employment and training activities would target out-of-school youths and adults.

The consolidation of the Perkins act and Job Training Partnership Act into one workforce development act would also combine their funding streams into block grants to states, with allocation authority given to the

governors. While block grants may result in funding reductions, states would have fewer federal restrictions and increased flexibility for shaping systems toward a more consolidated framework for vocational education and training.

The bill for the Workforce and Career Development Act of 1996 did not pass during the 104th Congress. Although Congress stopped short of consolidating many federal workforce development programs into state block grants, it provided new authority for the U.S. Department of Labor to grant states waivers of federal job training laws and regulations. States can apply for yearlong waivers of certain laws and regulations under certain acts such as the Job Training Partnership Act in order to move their system-building efforts forward.

Despite the absence of federal workforce development block grants, a January 1997 report from the National Governors' Association found that many states are attempting to organize workforce development programs into streamlined systems that are more customer-focused, results-oriented, and market-driven. Common reform initiatives of these states include reorganizing and consolidating state agencies; establishing measures of systemwide, outcome-based accountability; and forging links to other major state systems, such as economic development, education, and welfare.

Many states are extending their use of outcome-based measures from individual programs to their entire workforce development system in order to focus all components of the system on achieving common goals. Also, a few states are developing systemwide evaluation systems to assess the impact and cost-effectiveness of specific programs and systems. Eleven states reported that they are developing evaluation systems that cut across workforce development programs.

Hawaii was among the 37 states surveyed by the National Governors' Association for its report on workforce development systems. The report concludes, however, that Hawaii has not yet developed outcome-based budgeting or evaluation systems that cut across workforce development programs. Exhibit 2.7 details Hawaii's status among the 37 states.

***Leadership role of  
Department of Labor  
and Industrial Relations  
in workforce  
development***

In 1995, the Department of Labor and Industrial Relations recommended that the Legislature support the development of a statewide workforce development system. The governor requested that the department lead and coordinate the State's efforts. To carry out the governor's request, the department planned a two-step implementation process. In phase one, the department would consolidate various advisory bodies within its administration into a workforce development council. The Legislature passed Act 346 during the 1997 regular session to establish the

**Exhibit 2.7**  
**Outcome-Based Accountability in State Workforce Development Systems**

State	Developing Performance Measures and Standards Across Workforce Development Programs	Developing Statewide Goals and Benchmarks Across Workforce Development Programs	Developing Outcome-Based or Performance-Based Budgeting Across Workforce Development Programs	Developing Evaluation Systems Across Workforce Development Programs
Arizona	■	■	■	■
California	■			
Colorado	■*	■	■	■
Connecticut	■	■		
Florida	■	■	■	■
Hawaii	■			
Illinois	■	■		
Iowa	■	■	■	■
Minnesota	■	■		
Montana	■	■	■	
Nevada	■	■		
New Jersey	■	■		■
New York	■	■		■
North Carolina	■	■	■	
North Dakota	■	■	■	
Oregon	■	■		
South Dakota				■
Texas	■	■	■	■
Utah			■	
Vermont	■	■		■
Virginia		■		
Washington	■		■	■
Wisconsin	■	■		■
<b>Total</b>	<b>20</b>	<b>18</b>	<b>10</b>	<b>11</b>

**Terms:** *Performance measures and standards* are tied to specific policy areas, such as workforce development, and are used to assess and monitor the performance of the system with the intention of improving results.  
*Statewide goals and benchmarks* articulate broad, societal outcomes or conditions to which government, the private sector, and individuals can contribute.  
*Outcome-based and performance-based budgeting* focuses on the amount of funds needed to achieve a policy outcome, with flexibility built in for achieving the outcome.  
*Evaluation systems* are used to assess the impacts of specific programs and systems.

**Note:** \*Colorado's Workforce Coordinating Council has established a performance management committee to define outcomes for the workforce development system.

**Source:** National Governors' Association survey, August 1996, *Stateline, Restructuring and Reinventing State Workforce Development Systems*.

Workforce Development Council. In addition, the various employment and training divisions within the labor department have been consolidated into a single Workforce Development Division.

In the second phase, the department plans to involve outside employment and training agencies with the purpose of developing partnerships that comprise all employment, workforce education, and training agencies in Hawaii. Whether or not national workforce legislation is enacted, vocational education and job training administrators believe that the State is committed to workforce development.

---

# Chapter 3

## More Evaluation and Streamlining Could Improve the State's Approach to Vocational Education and Job Training

---

With the large number of vocational education programs and job training programs throughout the State, agencies that administer these programs are faced with the challenge of maintaining tight systems of program evaluation to ensure that their programs are performing efficiently and effectively. We found that not all departments perform adequate evaluations of their vocational education and job training programs. As a result, these agencies are unable to make informed decisions about the need for and success of their programs.

In addition, we found that many oversight bodies have been created for vocational education and job training. With national and state efforts to streamline vocational education and job training systems, Hawaii should also consider consolidation of these oversight bodies.

---

### Summary of Findings

1. Evaluation of vocational education and job training is inconsistent. Many departments that administer vocational education or job training do not evaluate the effectiveness of their programs. As a result, these agencies cannot assure the governor and Legislature that these programs are meeting their stated goals and objectives.
2. Oversight bodies that exist because of federal requirements may not be necessary in the future. Although consolidation efforts are underway, they are limited to one department. The State should expand its efforts to streamline vocational education and job training.

---

### Evaluation of Vocational Education Programs and Job Training Programs Varies Widely

Each agency that administers vocational education or job training programs is responsible for evaluating its respective programs. For vocational education, however, only the University of Hawaii Community College System has a comprehensive evaluation system. The Department of Education's evaluation efforts are inconsistent and the Department of Public Safety lacks a system. As a result, these departments are not meeting the State's vision for vocational education.

In its job training activities, the Department of Public Safety has limited evaluation. Evaluations for job training programs in other departments focus on meeting federal requirements. We found that the Department of Labor and Industrial Relations evaluates its job training programs under the federal Job Training Partnership Act and appears to be meeting federal objectives for program performance. Similarly, the Department of Human Services also monitors its job training program to ensure compliance with federal requirements.

***Program evaluation systems are essential to determining effectiveness***

Program evaluations enable decision makers to assess program effectiveness, make informed decisions about the continuation of the program, and make necessary improvements. When programs have not been adequately evaluated, decision makers cannot: (1) make sound decisions based on facts; (2) make the best use of public funds; and (3) be accountable to the general public.

***University of Hawaii's Community College System has a useful program evaluation process***

The University of Hawaii Community College System applies a program evaluation process to all of its programs. The process enables decision makers to decide on the future of each program. In academic year 1992-93, the Community College System adopted the Program Health Indicators Model, which provides a standard format for annual program evaluations of all academic programs, including those for vocational/technical education.

The model is akin to a blood test that indicates where problems lie. Health indicators have minimum and satisfactory standards. Programs with indicators below the minimum performance level require evaluation in greater depth. Except for certain indicators set by the Committee of Practitioners, a committee appointed by the State Director of Vocational Education under the Carl D. Perkins Vocational and Applied Technology Education Act of 1990, all indicators and their minimum and satisfactory levels are set by program faculty in conjunction with the deans of instruction.

Health indicators are grouped into clusters. These clusters assess program demand, program efficiency, and program outcomes (effectiveness). The health of a program is based on the following guidelines:

- If all or most of the indicators are above the satisfactory performance level, the program is in good health and no further review is necessary.
- If all or most of the indicators are above the minimum performance level but below the satisfactory performance level,

a plan should be constructed to improve the program on those indicators that do not attain the satisfactory performance level.

- If all or most of the indicators are below the minimum performance level, an in-depth review of the program must be made, with a written plan produced by the end of the following Fall semester. The plan must outline the steps to be taken to improve the performance of the program, provide a schedule for the implementation of activities or procedures, and indicate the individual(s) responsible for completing the plan.

Follow-up on the health indicators is done yearly. A report to the Board of Regents on the status of academic program actions includes the actions taken by the Community College System based on the health indicators. Actions taken include terminating programs due to a lack of demand, consolidating programs, and discontinuing programs for a period of time.

For example, the academic year 1993-94 program health indicators for the Fashion Technology program at the Hawaii Community College showed that the program was not meeting satisfactory levels for program demand. The number of classes taught met only minimum desired levels and the number of student semester hours taught fell below the minimum level. In addition, the program needed to improve its efficiency. The average class size and the percentage of semester hours taught by lecturers were only slightly above their minimum desired levels. The cost-per-student-semester-per-hour was slightly below the minimum level. With regard to program outcomes, credits-earned ratios exceeded satisfactory levels and the placement rates for graduates met the satisfactory level, but the program retention rates were below the minimum desired level.

The 1994 status report on academic actions showed that new admissions to the Fashion Technology program at Hawaii Community College were stopped for two years as of March 1994. The program was terminated in May 1996. In 1996, five other vocational programs were terminated as a result of program evaluations.

For another example, the academic year 1993-94 health indicators showed that Kapiolani Community College's Data Processing program had fallen below minimum standards for course occupancy and number of majors. This resulted in a review and revision of the program to reflect the changing nature of the data processing job market and development of a new network technology certificate.

The program evaluation process of the Community College System has provided the university with information it needs to assess the success and continuation of programs. The system should continue its evaluation efforts.

***Department of  
Education is not  
meeting State's vision  
for vocational education***

Administrators of vocational education recognized the need for program performance evaluations when they created the 1986 *State Master Plan for Vocational Education: A Foundation Document*. The master plan states that vocational education should be accountable for its quality and cost-effectiveness and should be planned, administered, and evaluated based on reasonable estimates of fiscal resources, on consideration of various alternatives, and on sound management concepts and techniques.

According to the 1994 update of the master plan vocational education includes assessment as an ongoing activity, occurring at all levels of vocational education. Students, teachers, administrators, curricula, programs, plans, policies, and laws are supposed to undergo constant evaluation. Assessment data could provide decision makers with a realistic basis for accountability.

We found that the Department of Education does not have a system for evaluating all of its vocational education programs as set forth in the State's vision for vocational education. The department has not consistently implemented adequate program evaluations to assess the effectiveness and needs of all of its vocational education programs. The degree of assessment activities varies from program to program and within programs. Most of the department's evaluation efforts are limited to those necessary to meet federal funding requirements, despite the fact that vocational education is primarily supported by state funds.

**Assessments under Perkins requirements**

The department performs assessments under the federal Perkins act and has established the Federal Management and Evaluation Office to carry out the task. Assessments under Perkins are limited, however, and do not provide information for program improvement.

The Perkins act requires the department to report on five standards and measures of performance set by the Committee of Practitioners—a committee of the State Board for Vocational Education. Although the department complies with its federal reporting requirements, standards and measures do not require an assessment of outcomes, such as student competencies and individual program effectiveness. (See Exhibit 3.1.)

Furthermore, some of the data reported is limited since it is based on a survey sent to students prior to their graduation. As a result, the data only reflects students' intentions for post-graduation activities. The department does not send post-graduation surveys to students.

**Exhibit 3.1  
Perkins Act Core of Standards and Measures: Secondary Education  
FY1995-96 State Summary  
Department of Education**

Criterion	Measure of Performance	1995-96 Data												
Measures of learning competency gains, including student progress in the achievement of basic and more advanced skills.	At least 80% of the vocational education students will pass the State mandated Hawaii State Test of Essential Competencies (HSTEC) by the completion of their senior year.	<p>Number of vocational education students (seniors only) 4340</p> <p>Number of vocational education students passing HSTEC 4153</p> <p>Percentage of vocational education senior students passing HSTEC 96%</p>												
Measures of performance in competency attainment.	At least 80% of students enrolled in vocational education courses will complete their course work as measured by instructor's semester assessments.	<table border="0"> <tr> <td></td> <td align="center"><u>Semester 1</u></td> <td align="center"><u>Semester 2</u></td> </tr> <tr> <td>Number of vocational education students enrolled</td> <td align="right">9867</td> <td align="right">9545</td> </tr> <tr> <td>Number of vocational education students passing</td> <td align="right">9240</td> <td align="right">9176</td> </tr> <tr> <td>Percentage of vocational education students passing</td> <td align="right">94%</td> <td align="right">96%</td> </tr> </table>		<u>Semester 1</u>	<u>Semester 2</u>	Number of vocational education students enrolled	9867	9545	Number of vocational education students passing	9240	9176	Percentage of vocational education students passing	94%	96%
	<u>Semester 1</u>	<u>Semester 2</u>												
Number of vocational education students enrolled	9867	9545												
Number of vocational education students passing	9240	9176												
Percentage of vocational education students passing	94%	96%												
Measures of job or work skill attainment or enhancement including student progress in achieving occupational skills necessary to obtain employment in the field for which the student has been prepared.	At least 50% of the students who inform counselors of their desire to obtain employment on graduation will obtain a relevant and meaningful job.	<p>Number of senior students requesting counseling for employment 645</p> <p>Number of senior students employed full-time upon graduation 386</p> <p>Percentage of senior students employed upon graduation 60%</p>												
Measures of performance in the area of retention in school or completion of secondary school or its equivalent.	At least 80% of the vocational education students will achieve a high school diploma or its equivalent prior to, or on, their 18th birthday.	<p>Number of vocational education students in senior year 4340</p> <p>Number of vocational education students graduating 4273</p> <p>Percentage of vocational education students graduating 98%</p>												
Measures of performance in the areas of placement into additional training or education, military service, or employment.	At least 45% of the vocational education students monitored will be involved in some form of post-secondary training on graduation from high school or enter the military.	<p>Number of senior students responding to survey 4340</p> <p>Number of respondents who intend to join the military or have applied for post-secondary education 2382</p> <p>Percentage of students who intend to join the military or who have applied for post-secondary education 55%</p>												

Source: Adapted from a report of the Department of Education's Occupational Development Section.

### **Tech Prep Education program**

The state office of the Department of Education's Tech Prep Education program performs site monitoring visits to two sites per island-wide consortia (Oahu, Hawaii, Kauai, and Maui) each year. In addition, sites that are not visited are required to complete evaluation reports. Data from these activities are compiled into summaries and submitted to the State Director for Vocational Education to satisfy requirements of the Perkins act. However, the program does not assess success in achieving one of its major goals. While Tech Prep emphasizes a seamless transition from high school to post-secondary institutions, only the Kauai and Maui consortia have attempted to track their high school graduates through to the participating community college.

The program recognized that data needs to be collected to monitor whether Tech Prep students are entering post-secondary institutions. According to the Department of Education, the Tech Prep consortia will refine data collection methods and will seek ways to ensure smooth and continuing guidance to students as they move from secondary to post-secondary education.

### **Career academies**

The Department of Education's career academies are implemented at the school level and not evaluated as a distinct entity. There is no standard process for evaluation across the eight academies, and the degree of evaluation activities varies.

Farrington High School Health Academy's evaluation efforts have been the most substantial of the eight academies. For the first three years of program operations, this academy conducted both self-evaluations and contracted external program evaluations performed by the Curriculum Research Development Group. The program appears to be using findings and recommendations from these evaluations for program improvement.

None of the other academies can match Farrington Health Academy's level of evaluation activities. For example, Lahainaluna High School's Academy of Travel and Tourism has not conducted any formal evaluations of its program's activities. The center relies on informal reviews conducted by teachers at the end of each school year and the input of the advisory board to examine ways to improve the program.

### **Learning centers**

Some of the department's learning centers focus on vocational education. In school year 1993-94, the department decided that the learning center program as a whole should undergo an external

evaluation to identify exemplary learning centers and help the state, district, and school program managers to improve the centers. The evaluation focused on quantitative measures based on criteria established to identify exemplary learning centers.

### **Olomana School**

Olomana School is a nontraditional school under the Department of Education. Its students are identified as at-risk or are incarcerated in institutions for minors, such as the Hawaii Youth Correctional Facility. It currently does not receive curriculum assistance from the Department of Education's state or district offices for its vocational education programs.

Presently, there is no program evaluation at Olomana School of its two vocational programs. According to the school, collecting program data is difficult because of the transient nature of the school's student population. Because the courts decide the length of the student's stay at a facility, Olomana School has no authority over placements in programs, nor can it mandate that students complete courses.

### **New assessment activities underway**

The Department of Education is working to improve its evaluation system. The department's Federal Management and Evaluation Office has begun to monitor and evaluate the vocational education programs of all 39 high schools regardless of whether they receive Perkins funds. The department hopes to complete an assessment of all programs at these schools over a two-year period. The assessment began during the last school year. Its success remains to be seen.

### ***Program evaluation process for Department of Public Safety needs improvement***

Program evaluation in the Department of Public Safety is inconsistent. It does not exist for vocational education and is limited in the area of job training.

### **Educational Services section**

The Department of Public Safety has no process in place for evaluating its Educational Services section. Although the corrections education program manager performs on-site monitoring, no formal records are kept of these site visits that could allow management to form a cumulative picture of the program's effectiveness. The educational services program manager performs informal on-site monitoring once each quarter. During these visits, she examines newly implemented programs and their rates of use to determine whether the program should be continued.

The department does not require evaluation reports from the Educational Services section on the effectiveness of its vocational education programs. However, the corrections education program manager does require that the educational supervisor of each correctional institution prepare standard quarterly reports on vocational program enrollment, the number of inmate pre-placement tests administered, and the total number of inmates who complete individual programs. While these reports do provide some program information, the data is not compiled into an annual summary and there are no written assessments of the data. The only report prepared by educational services each year is an accounting of federal funds received under the Perkins act.

Because the program is not evaluated and expenditure data for vocational training is not separated from expenditures for general education, the department continues to fund programs based on projected expenditure plans and historical funding levels, not actual program needs.

The department maintains that high staff turnover prevented it from implementing a program evaluation process and that it has resolved the problem. The corrections education program manager believes that with increased stability, a program evaluation process can be implemented. The intent is to include in this process data on the rate of return to prison for released prisoners. The program manager is currently working on a system to track inmates after their release.

### **Hawaii Correctional Industries**

The Hawaii Correctional Industries Program is a unique entity in state government because it measures success through the quality of products that it produces and the number of inmates it employs. The program also maintains data on program profits much like private businesses. Although the program prepares financial reports and undergoes financial audits, it does not conduct program evaluations on the vocational/job training aspects of its operations.

However, the program collects information on the total number of inmates it employs. The program also sets inmate employment targets each year. In 1992, the program employed less than 1 percent of the department's institutional population. In 1995, the program reported an inmate employment rate of 15 percent of the eligible inmates, 7 percent above the national average. The program has targeted an eventual employment rate of up to 30 percent of the institutional population.

Correctional Industries also tries to use inmate employee performance evaluations as a measure of program effectiveness. Inmate employees progress through different job levels based on their skills. Monthly job

performance evaluations are completed for each inmate, and any forward movement in skill levels must be approved by the program administrator.

While the program currently does not measure the impact of job training after the inmate's release from prison, it intends to implement a comprehensive tracking program that identifies recidivism rates for industry-trained ex-offenders.

***Department of Labor and Industrial Relations monitors and evaluates to meet federal objectives***

The primary goal of programs under the Job Training Partnership Act is to assist individuals to become economically self-sufficient. The Department of Labor and Industrial Relations is responsible for administering and overseeing the programs under this act. We found that the department does monitor programs to assess program performance and makes necessary recommendations for compliance with the act.

Although the performance standards of the act express federal goals for the programs that it funds, the State has the flexibility to establish additional performance standards to meet its own goals. The department has not exercised this option to create additional performance standards because it maintains that the federal standards are sufficient. The department can make adjustments to performance standards at any time.

The Department of Labor and Industrial Relations's job training efforts are aimed at implementing programs under the federal Job Training Partnership Act, the source of over 80 percent of its job training funding. The department's present evaluation efforts focus primarily on satisfying the act's requirements. We encourage the department to continue reviewing the state's needs to determine whether current program standards and evaluation efforts are sufficient and should be continued.

***Department of Human Services monitors for federal purposes***

The Ho'opono Workshop for the Blind is monitored by the Department of Human Services to ensure that fair labor standards are enforced. In addition, evaluations required to ensure compliance with federal contracts are performed on an annual basis. Currently no evaluations are performed for state purposes. Evaluation by the department is therefore primarily to ensure compliance with federal contracts. We encourage the department to develop an evaluation process for the Ho'opono Workshop for the Blind to ensure accountability for expenditure of state funds.

---

## **Many Oversight Bodies Exist to Fulfill Federal Requirements**

Many vocational education programs and job training programs are supported by federal funds either in part or in full. With this support comes a host of rules and regulations that the State, as recipient, must fulfill. In most cases, federal regulations require the establishment of oversight entities to assist in the planning and administration of programs. As a result, a number of entities have been established in Hawaii. In other cases, oversight bodies, while not federally required, have been created to assist in administering programs and fulfilling federal requirements. Exhibit 3.2 is a list of the key boards, councils, committees, and commissions that have been established for vocational education and job training in Hawaii. The list is not exhaustive.

The State has begun efforts to consolidate vocational education and job training, but these efforts have been limited to one department.

### ***Oversight bodies under Perkins and school-to-work acts***

Four oversight bodies exist to fulfill the purposes of the federal Carl D. Perkins Vocational and Applied Technology Education Act of 1990, which provided about \$5.2 million for FY1995-96 to the State for vocational education: the State Board for Vocational Education, the Office of the State Director for Vocational Education, the Vocational Education Coordinating Advisory Council, and the State Council on Vocational Education.

State law designates the University of Hawaii Board of Regents as the State Board for Vocational Education. While the Board of Regents is directly responsible for the vocational education programs under the University of Hawaii, as the state board, it is responsible for planning and coordinating of vocational education in the State as a whole. The state board was established by the Perkins act and exists primarily to fulfill the requirements of this act.

The state board is required by Section 305A-3, Hawaii Revised Statutes (HRS) to submit an annual report to the governor describing the conditions and progress of vocational education during the year along with an itemized statement of receipts and expenditures. We found no evidence that the board has ever produced this report. As a result, the board has not fulfilled its responsibilities to the State of accounting for the State's vocational education programs.

Two bodies were created to assist the state board in fulfilling its responsibilities: the Office of the State Director for Vocational Education, which serves as staff to the state board, and the Vocational Education Coordinating Advisory Council, which advises the state board.

### Exhibit 3.2 Description of Oversight Bodies

OVERSIGHT BODIES	PURPOSE	MEMBERSHIP	FUNDING
<p>State Board for Vocational Education</p> <ul style="list-style-type: none"> <li>Function performed by the Board of Regents of the University of Hawaii</li> </ul>	<p>To fulfill federal requirements for funding under the Carl D. Perkins Vocational and Applied Technology Education Act of 1990</p>	<p>Board of Regents</p>	<p>No funds</p>
<p>Office of the State Director for Vocational Education</p> <ul style="list-style-type: none"> <li>Under the University of Hawaii</li> </ul>	<p>To serve as staff to the State Board for Vocational Education and to provide the board with expertise</p>	<p>State Director for Vocational Education and staff</p>	<p>Perkins's funds for state administration, based on 5% of the basic grant funds, at a minimum of \$250,000</p>
<p>Hawaii School-to-Work Opportunities Executive Council</p> <ul style="list-style-type: none"> <li>Department of Education is the fiscal agent</li> <li>Note: this council is staffed by the office of the Executive Director</li> </ul>	<p>Established by state law to act as the governing body for Hawaii's School-to-Work system.</p>	<p>Members are appointed by the governor. Representation includes:</p> <ul style="list-style-type: none"> <li>Department of Education</li> <li>University of Hawaii</li> <li>State Dir. for Vocational Education</li> <li>Department of Business, Economic Development and Tourism</li> <li>Department of Human Services</li> <li>Department of Labor and Industrial Relations</li> </ul>	<p>Federal funds of approximately \$150,000</p>
<p>*State Council on Vocational Education (also serves as State Commission on Employment and Human Resources)</p> <ul style="list-style-type: none"> <li>Under the Department of Labor and Industrial Relations</li> </ul>	<p>To fulfill federal requirements for funding under the Carl D. Perkins Vocational and Applied Technology Education Act of 1990</p>	<p>Representatives from:</p> <ul style="list-style-type: none"> <li>labor</li> <li>management</li> <li>agriculture</li> <li>education</li> <li>training</li> <li>general public</li> </ul>	<p>Received approximately \$199,000 in state funds for FY1995-96 for the commission.</p>
<p>*Hawaii Job Training Coordinating Council</p> <ul style="list-style-type: none"> <li>Under the Department of Labor and Industrial Relations</li> </ul>	<p>To fulfill federal requirements under the Job Training Partnership Act</p>	<p>Representation includes:</p> <ul style="list-style-type: none"> <li>business and industry</li> <li>State, Legislature, agencies, and organizations such as Department of Education, Board of Education, University of Hawaii, State Board for Vocational Education, public assistance agency, employment security agency, rehabilitation agency, economic development, and veteran affairs</li> <li>units or consortia of units of general local government</li> <li>eligible population and general public</li> <li>organized labor</li> <li>community-based organizations</li> </ul>	<p>Federal funds are used to reimburse expenses</p>

Exhibit 3.2 (continuation)

OVERSIGHT BODIES	PURPOSE	MEMBERSHIP	FUNDING
Vocational Education Coordinating Advisory Council <ul style="list-style-type: none"> <li>Under the University of Hawaii</li> </ul>	Established by state law to advise the State Board for Vocational Education	<ul style="list-style-type: none"> <li>3 representatives from Board of Education</li> <li>3 representatives from Board of Regents</li> <li>3 representatives from State Council on Vocational Education</li> <li>president of the University of Hawaii</li> <li>superintendent of education</li> </ul>	No funds
*Commission on Employment and Human Resources (also serves as State Council on Vocational Education). <ul style="list-style-type: none"> <li>Under the Department of Labor and Industrial Relations</li> </ul>	Established by state law to assess state employment and training and vocational education programs and operations	Representation includes: <ul style="list-style-type: none"> <li>labor</li> <li>management</li> <li>agriculture</li> <li>education</li> <li>training</li> <li>general public</li> </ul>	Received approximately \$199,000 in state and federal funds for FY1995-96
*Tourism Training Council <ul style="list-style-type: none"> <li>Under the Department of Labor and Industrial Relations</li> </ul>	Established by state law to monitor and coordinate government and industry activities and programs that develop and improve the quality of the visitor industry workforce and to encourage opportunities for upgrading and career development for present and future visitor industry employees	<ul style="list-style-type: none"> <li>Advisory Commission on Employment and Human Resources</li> <li>visitor industry management</li> <li>visitor industry labor unions</li> <li>public and private visitor industry education and training programs</li> <li>director of labor</li> </ul>	Uses same state funds appropriated for Commission on Employment and Human Resources
Apprenticeship Council <ul style="list-style-type: none"> <li>Under the Department of Labor and Industrial Relations</li> </ul>	Established by state law to advise the director of labor on apprenticeship programs	Appointed by the director <ul style="list-style-type: none"> <li>bona fide employee organizations</li> <li>one public representative</li> <li>director of labor or designee</li> <li>chancellor for the community colleges or designee</li> </ul>	No funds

\* Recently consolidated by Act 346 of the 1997 Regular Session into the Workforce Development Council under the Department of Labor and Industrial Relations.

The State Council on Vocational Education is also established by the Perkins act and is required by the act to perform in a dual capacity as the State Commission on Employment and Human Resources. The council/commission develops policy recommendations, conducts research, plans, and evaluates programs for vocational education and employment and training.

In addition to the entities created for the purposes of the Perkins act, the State created the Hawaii School-to-Work Opportunities Executive Council to perform as the lead oversight entity for the State under the federal School-to-Work Opportunities Act of 1994. Act 343, Section 302A of the Regular Session of 1997 establishes the council to approve expenditure plans and grant awards and to act as the governing board for the state's School-to-Work system.

### ***Other councils***

The Hawaii Job Training Coordinating Council is required by the Job Training Partnership Act and exists solely to plan, coordinate, and monitor the provision of job training services funded under the act. The council must assess the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent, integrated, and coordinated approach to meeting needs.

Other councils involved in the oversight of the job training programs in Hawaii are the Apprenticeship Council and the Tourism Training Council. Section 372-4, HRS, establishes the Apprenticeship Council to sit in an advisory capacity to the director of the Department of Labor and Industrial Relations on matters within the jurisdiction of the department relating to apprenticeship programs. The council makes recommendations on policies and standards of apprenticeship agreements. In addition, the council reviews and recommends approval of apprenticeship programs.

Section 373F-2, HRS, establishes the Tourism Training Council. The council's mission is to monitor and coordinate government and industry activities and programs that develop and improve the quality of the visitor industry workforce. The council advises the governor, Legislature, and visitor industry regarding industry employment and training programs.

### ***Consolidation of oversight entities is underway***

During the 1997 regular session, the Legislature and the governor passed Act 346 to consolidate employment and training advisory bodies into a workforce development council as part of the State's effort to develop a

workforce development system. The act collapses four councils into a Workforce Development Council. Three councils directly related to the administration of job training programs are included in this act: Advisory Commission on Employment and Human Resources, the Job Training Coordinating Council, and the Tourism Training Council. All of the bodies affected by this act are administratively attached to one department, the Department of Labor and Industrial Relations.

***Further consolidation should be encouraged***

Though some consolidation of oversight bodies for vocational education and job training has occurred, these efforts are limited to the Department of Labor and Industrial Relations. The State can expand its efforts to streamline oversight bodies in other departments that administer vocational education and job training by reviewing the need for those entities that exist primarily to fulfill federal purposes.

National legislation has moved toward consolidating the funding structures for vocational education and job training through workforce education and training block grants to states. This consolidation of funding into block grants to states could repeal requirements for many of the federally-required oversight bodies. For example, federal funds under the 1990 Perkins act are scheduled to expire on June 30, 1998. The future of the act beyond that time is uncertain. In addition, funding under the School-to-Work Opportunities Act is intended only for a five year period, beginning November 1995.

If current federal acts are repealed, the State should consider terminating state oversight bodies created by these acts. For example, if the Perkins act is repealed, federal requirements for the State Board for Vocational Education, the Office of the State Director for Vocational Education, and the Vocational Education Coordinating Advisory Council will end. Subsequently, the Legislature should consider repealing state statutes that establish these bodies should any of them fail to justify their continued existence.

Furthermore, because of the uncertainty surrounding future funding structures and requirements, the Legislature should review the need for any other existing body once it has outlived its federal requirement. In addition, the Legislature should ascertain the feasibility of using existing agencies or offices to fulfill the functions of any proposed, new oversight bodies.

---

**Conclusion**

In a 1997 report on workforce development, Hawaii's governor was quoted as stating that programs tend to just grow and grow without considering their effectiveness.<sup>1</sup> Both state and federal agencies have promoted a proliferation of vocational education programs and job

promoted a proliferation of vocational education programs and job training programs in Hawaii. However, we found that two departments struggle to maintain systems of evaluation to measure the effectiveness of these programs. With national and state legislation moving toward streamlining vocational education and job training systems, a Hawaii system of accountability must be created to justify the existence of programs and services that now depend on federal funding structures, and to ensure continuation of only those programs that meet the State's objectives.

---

## Recommendations

1. The Legislature should require the Department of Education and the Department of Public Safety to submit annual performance reports to the Legislature on all of their vocational education and job training programs and services.
2. The Department of Education and the Department of Public Safety should develop and maintain comprehensive systems of program monitoring and evaluation for all of their vocational education and job training programs and services. Specifically, these departments should request from their programs, reports on program effectiveness that measure outcomes and achievement of program objectives in light of the State's overall goals.
3. In the interests of streamlining, the Legislature should review the need for existing oversight bodies once they have outlived their federal requirement. In addition, the Legislature should assess the feasibility of using existing agencies or offices to fulfill the functions of any proposed, new oversight bodies.



---

## Notes

### Chapter 1

1. U.S. Code *Annotated*, Title 20, Section 2471 (41).

### Chapter 2

1. Office of the State Director for Vocational Education, State Board for Vocational Education, *A Vision of Vocational-Technical Education and Workforce Development for the State of Hawaii: A Foundation Document for the Development of a Technologically Competent Workforce for the 21st Century*, Honolulu, University of Hawaii, 1994.
2. U.S. General Accounting Office, *Multiple Employment Training Programs: Overlap Among Programs Raises Questions About Efficiency*, Report No. HEHS-94-193, 1994.

### Chapter 3

1. Hawaii, Department of Labor and Industrial Relations, *Responding to H.R. No. 59: Requesting DLIR to Report on Its Progress in Establishing a Comprehensive Workforce Development System in Hawaii*, January 1997, p. 32.



---

## Responses of the Affected Agencies

### Comments on Agency Responses

We transmitted drafts of this report to the Board of Education, the Board of Regents, the Department of Education, the Department of Human Services, the Department of Labor and Industrial Relations, the Department of Public Safety, and University of Hawaii on November 7, 1997. A copy of the transmittal letter to the Department of Education is included as Attachment 1. Similar letters were sent to each of the other agencies and boards. The responses of the Department of Education, Department of Labor and Industrial Relations, and the Department of Public Safety are included as Attachments 2, 3, and 4, respectively. The Board of Education, the Department of Human Services, the University of Hawaii, and the Board of Regents, elected not to respond to our draft report.

#### **Department of Education**

The Department of Education concurred with the recommendations in the draft report, but provided additional information concerning the department's evaluation efforts. The department noted that as part of its accreditation process by the Western Association of Schools and Colleges, the vocational education programs are evaluated in the context of the total school program. The department also stated that while it does not have a system for evaluating its vocational education program, there are additional ongoing evaluation efforts. However, the department recognizes the need to consolidate its current vocational education efforts.

#### **Department of Labor and Industrial Relations**

The Department of Labor and Industrial Relations supported our recommendation to review the need for existing oversight bodies, by noting that in addition to streamlining, such actions are necessary to support Hawaii's efforts to remain competitive in a global economy.

In addition, the department provided several points of clarification and reiterated its position that additional state performance standards are not needed because existing federal standards are sufficient. We incorporated a point of clarification into the text of the final report.

#### **Department of Public Safety**

The Department of Public Safety responded that it found the report to be extremely thorough and comprehensive. However, the department noted

---

that although its Education Program Services lacks evaluation procedures, vocational training programs which are contracted under the University of Hawaii Community College System's Office of Community Services and Special Education Program are subject to the same Program Health Indicators evaluation as other vocational education programs in the community college system. In addition, the department reviewed the conditions that differentiate vocational education in a corrections environment from other agencies and reiterated that establishment of an evaluation system within the department is now underway.

STATE OF HAWAII  
OFFICE OF THE AUDITOR  
465 S. King Street, Room 500  
Honolulu, Hawaii 96813-2917



MARION M. HIGA  
State Auditor

(808) 587-0800  
FAX: (808) 587-0830

November 7, 1997

*COPY*

The Honorable Herman Aizawa  
Superintendent of Education  
Department of Education  
Queen Liliuokalani Building  
1390 Miller Street  
Honolulu, Hawaii 96813

Dear Dr. Aizawa:

Enclosed for your information are three copies, numbered 9 to 11 of our draft report, *Audit of State Vocational Education Programs and Job Training Programs*. We ask that you telephone us by Wednesday, November 12, 1997, on whether or not you intend to comment on our recommendations. If you wish your comments to be included in the report, please submit them no later than Monday, November 17, 1997.

The Board of Education, the Department of Public Safety, the Board of Regents, the University of Hawaii, the Department of Labor and Industrial Relations, the Department of Human Services, the Governor, and presiding officers of the two houses of the Legislature have also been provided copies of this draft report.

Since this report is not in final form and changes may be made to it, access to the report should be restricted to those assisting you in preparing your response. Public release of the report will be made solely by our office and only after the report is published in its final form.

Sincerely,

Marion M. Higa  
State Auditor

Enclosures

BENJAMIN J. CAYETANO  
GOVERNOR



HERMAN M. AIZAWA, Ph.D.  
SUPERINTENDENT

STATE OF HAWAII  
DEPARTMENT OF EDUCATION  
P.O. BOX 2360  
HONOLULU, HAWAII 96804

RECEIVED

NOV 19 8 11 AM '97

OFFICE OF THE AUDITOR  
STATE OF HAWAII

OFFICE OF THE SUPERINTENDENT

November 21, 1997

TO: The Honorable Marion M. Higa, State Auditor  
Office of the Auditor

FROM: *h2* Herman M. Aizawa, Ph.D., Superintendent *[Signature]*

SUBJECT: **Response to Draft Report, *Audit of State Vocational Education Programs and Job Training Programs***

Thank you for the opportunity to comment on the draft report, *Audit of State Vocational Education Programs and Job Training Programs*. While the Department of Education concurs that the recommendations presented in the draft report have merit, the following should also be also be noted in interpreting these recommendations.

1. WASC Accreditation

A major school evaluation component and mechanism that is not mentioned in the report is the accreditation process administered by the Western Association of Schools and Colleges (WASC). All public secondary schools in Hawaii, intermediate and high schools, are accredited by WASC. The WASC Commission examines the quality of the schools' educational program and awards an accreditation term based on its review. The process involves an internal self-study by the school and an on-site visitation by an external body, a WASC appointed visiting committee. The academic and vocational education programs, as well as student support services, are the focal point of the accreditation process, with particular emphasis on student learning. The effectiveness of the vocational education program is evaluated in the context of the total school program. WASC accreditation reports are on file in each secondary school.

2. Vocational Education Program Monitoring/Evaluation

The report indicates that the Department of Education does not have a system for evaluating its vocational education program. It should be noted that since 1980, the Department's Vocational Education team has conducted monitoring visits annually to all high schools. A two-year monitoring cycle was implemented in 1990. The monitoring visit focuses on program effectiveness and on compliance with federal and safety requirements. Recommendations for improvement are

The Honorable Marion M. Higa, State Auditor  
Page 2  
November 21, 1997

presented in the exit reports and schools are expected to take specific actions to address the recommendations. The monitoring reports for the past five years are on file with the School Renewal Group, OASIS.

As the report points out, a Federal Management and Evaluation Specialist position was recently created (1995) and funded by the federal Perkins act. The specialist will be responsible for coordinating the monitoring visits and evaluation of vocational education programs in all high schools.

A related vocational education program assessment effort is currently being conducted through the High Schools That Work (HSTW) initiative. Twenty of the 39 high schools belong to the HSTW consortium. HSTW includes a very comprehensive assessment component that is designed to drive school improvement and raise student academic performance.

As the Hawaii School-To-Work Opportunities Office also conducts annual monitoring visits, the Department of Education recognizes the need to consolidate current vocational education program evaluation efforts.

### 3. Oversight Bodies

The Department concurs that the need for existing oversight bodies in Vocational Education should be reviewed once they have outlived their federal requirements. However, it is hoped that the decision to streamline or reduce the number of oversight bodies is not made solely from the perspective of the state level, but involves other levels, i.e. schools, where the policies and program plans are actually implemented. The parties who are actually involved in delivering vocational education and related services should be consulted in determining the effectiveness and need for the oversight bodies.

We hope our comments provide added information and new insights in addressing the recommendations. We look forward to receiving the report in its final form.

If you have any questions, please contact Ronald Toma, Director, School Renewal Group, at 394-1300.

HMA:RKT:akh

c: Office of Accountability and  
School Instructional Support

BENJAMIN J. CAYETANO  
GOVERNOR



LORRAINE H. AKIBA  
DIRECTOR

DAYTON M. NAKANELUA  
DEPUTY DIRECTOR

**STATE OF HAWAII**  
**DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS**

830 PUNCHBOWL STREET  
HONOLULU, HAWAII 96813

November 17, 1997

The Honorable Marion M. Higa  
State Auditor  
Office of the Auditor  
465 South King Street, Room 500  
Honolulu, Hawaii 96813-2917

**RECEIVED**  
**NOV 17 2 50 PM '97**  
**OFFICE OF THE AUDITOR**  
**STATE OF HAWAII**

Dear Ms. Higa:

Thank you for sharing the draft report, "Audit of State Vocational Education Programs and Job Training Programs," dated November 7, 1997. As previously indicated, we would like to offer our comments on your recommendations.

Regarding Recommendation #3, the Department of Labor and Industrial Relations (DLIR) believes that the need and motivation for questioning the existence of oversight bodies goes beyond the interests of streamlining. In the new global competitive economy, preparation of the future workforce (education), upskilling of the incumbent workforce (industry training) and transitioning of dislocated and unemployed workers all should respond to world class knowledge and work skills and performance expectations.

Leading national economists agree that human capital and creativity provide the competitive edge in today's rapidly changing information and technology marketplace. The context of vocational education and job training programs has always been and is economic-driven. We can no longer be satisfied with separate unconnected programs.

School-to-work seeks to reform education to be responsive to economic and workforce development needs through an integrated system. Similarly, all training programs which are publicly funded need to be integrated and aligned in a collaborative system which will produce high skilled, high performance workers who will support and advance Hawaii's economic priorities.

The extent to which Hawaii can address these above issues will determine effective maximization of human resource potential to benefit the State economy and resulting livelihoods of Hawaii's people.

DLIR would also like to clarify the information contained on pages 11, 12 and 27.

Statement on page 12, paragraph 2

The remaining 24 percent of the funds are awarded by federal administrators of the act directly to individual programs.

The Honorable Marion M. Higa  
November 17, 1997  
Page 2

Comment

It is unclear what funds are being referenced. However, if the funds are for the Job Training Partnership Act programs shown in Exhibit 2.4 on page 11, then the statement should read as follows:

"The remaining 24 percent of the funds received by the State are either retained at the State level, provided to those agencies stipulated in the act, or awarded to public and/or private-not-for-profit agencies through a request for proposal process."

Statement on page 27, paragraph 4

Although the performance standards of the act express federal goals for the programs that it funds, the State has the flexibility to establish additional performance standards to meet its goals. The department has not exercised this option to create additional performance standards because it maintains that the federal standards are sufficient. The department can make adjustments to performance standards anytime.

Comment

The department uses a variety of processes and outcome measures to determine whether the programs that it funds are performing at a satisfactory level. The act requires that numerical performance standards be set for the core performance measures and the State is provided with a methodology for doing so. The State has the option to set numerical standards for additional measures, but cannot sanction poor performance on the non-core measures. Generally, the performance outcomes relating to the core measures are sufficient for determining whether the programs are achieving the primary goals of the act.

We appreciate the opportunity to comment on the draft report. If you have any additional questions or require further clarification regarding the above, please have your staff contact Ms. Sybil Kyi at 586-8670.

Very truly yours,



Lorraine H. Akiba  
Director

BENJAMIN J. CAYETANO  
GOVERNOR



STATE OF HAWAII  
**DEPARTMENT OF PUBLIC SAFETY**  
919 Ala Moana Boulevard, 4th Floor  
Honolulu, Hawaii 96814

KEITH M. KANESHIRO  
DIRECTOR

CORA K. LUM  
DEPUTY DIRECTOR

JEFF YAMASHITA  
DEPUTY DIRECTOR

MARK K. OTO  
DEPUTY DIRECTOR

No. \_\_\_\_\_

November 21, 1997

Ms. Marion Higa, State Auditor  
Office of the Auditor  
465 S. King Street, Room 500  
Honolulu, Hawaii 96813-2917

RECEIVED  
NOV 21 12 06 PM '97  
OFF. OF THE AUDITOR  
STATE OF HAWAII

Dear Ms. Higa:

Mr. Keith Kaneshiro has requested that I review and respond to the preliminary report on State Vocational Education Programs and Job Training Programs. Although I find this report to be extremely thorough and comprehensive, please allow me to clarify several points related to vocational education in corrections.

Chapter 2 describes the vocational education programs offered at the correctional facilities. As stated, vocational training programs are contracted under the University of Hawaii Community College System's Office of Community Services and Special Programs Division. Relating this to the auditor's comments in Chapter 3 regarding the Education Program Services lack of evaluation procedures, please note that program effectiveness and teacher evaluation for vocational programs are done under the University Of Hawaii's Community College evaluation system. This system is highly praised by the auditor under same chapter. I suggest that it be noted that there is an evaluation process for Correctional education's vocational programs. All full-time and part-time vocational instructors are subjected to a rigorous review and the decision to continue programming is determined by the result of this annual evaluation process.

Although it is correct to note that biennium allocations impact certain decisions related to both academic and vocational programming, it is not accurate to infer that this is the sole driving force for decisions determining vocational programming in the correctional institutions.

In addition, the Department of Public Safety's primary responsibility is for the general safety of the community and the inmates. As a result there are other factors that influence the selection and delivery of vocational programming in the correctional facilities. The impact of over crowding, shifting inmate populations ( intra and inter state), shortage of security staff, custody level of inmates, and planned expansion projects all greatly impact decisions to continue or establish vocational programs. These factors are extremely

Ms. Marion Higa, State Auditor  
November 21, 1997  
Page 2

important. The application of assessment and program accountability in vocational education in corrections must take a different approach which includes a number of independent variables not relevant to other government agencies.

The Education Program Services has taken to task the development of an effective evaluation process. With the hiring process now almost complete, permanent civil service staffing of the education centers will now allow the program to effectively measure the goals and standards established by policy. The University of Hawaii Community Colleges applies the same evaluation process so highly praised by this report to all correctional programs under contract.

Thank you for the opportunity to comment on this report.

Sincerely,



Maureen L. Tito  
Corrections Education Program Manager

c: Keith M. Kaneshiro, Director

