
Follow-Up Audit of the Management of the College of Education

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

Report No. 99-22
November 1999

THE AUDITOR
STATE OF HAWAII

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Submitted by

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Foreword

This is a report of our follow-up audit on the College of Education at the University of Hawaii at Manoa for the period from December 1995 to May 1999. The follow-up audit focused on the findings and recommendations contained in our 1995 Report No. 95-24, *Management Audit of the College of Education*. Our follow-up 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 to us by the administration and faculty at the University of Hawaii and the College of Education and others who provided information.

Marion M. Higa
State Auditor

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Chapter 1

Introduction

The Office of the Auditor conducts follow-up audits to provide the Legislature and the governor with information about actions taken by state agencies as a result of prior audit reports. This audit is a follow up of our Report No. 95-24, *Management Audit of the College of Education*. This follow-up audit was initiated pursuant to Section 23-4, Hawaii Revised Statutes (HRS), which requires our office to conduct postaudits of the transactions, accounts, programs, and performance of all departments, offices, and agencies of the State and its political subdivisions.

Background

Under Section 304-20, HRS, the College of Education is affiliated with the University of Hawaii and under the jurisdiction and management of the Board of Regents. As an upper division college and graduate professional school, the College of Education:

- prepares pre-service teachers, recreational fitness leaders, and other educational personnel;
- provides training for in-service teachers and other educational and recreational fitness personnel;
- provides information to school and community groups regarding educational issues;
- develops school curricula and trial demonstrations of instructional materials and methods; and
- conducts basic and applied research concerning problems in education, physical fitness, and recreation.

The total college enrollment since 1996 has averaged about 1,256 students per semester. Since FY1987-88, the number of students graduating from the college has averaged 603 per year. Exhibit 1.1 displays the number of graduates from a high of 734 during FY1994-95 to a low of 421 during FY1997-98. The almost 43 percent decrease in graduates is primarily attributed to the 1997 “stop-out”—a halt to new admissions to the Professional Diploma program. In addition, enrollment has been decreasing during the past several years—from 1,389 in Spring 1996 to 1,136 in Fall 1998.

Exhibit 1.1**College of Education Degrees Conferred and Diplomas Earned
Fiscal Years 1987-88 to 1997-98**

	Fiscal Year										
	87-88	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98
Bachelor of Education	195	221	211	162	195	230	210	232	273	216	185
Bachelor of Science	8	6	8	5	5	18	10	18	13	19	25
Professional Diploma	240	208	217	200	197	232	302	312	265	143	65
Master of Education	145	135	143	143	145	145	129	147	130	167	134
Master of Education in Teaching	0	0	0	0	0	8	23	18	20	29	8
Doctor of Education	17	6	3	8	4	7	12	5	10	7	4
Doctor of Philosophy	3	4	3	5	6	3	3	2	6	2	0
Total	608	580	585	523	552	643	689	734	717	583	421

Source: College of Education.

The college continues to be a primary training ground for teachers in the State's public school system—about 40 percent of the teachers employed by the Department of Education during the 1995-96 school year were graduates of the University of Hawaii at Manoa College of Education.

Organization of the college

The dean of the college provides direction and support to the college's instruction, research, and student services programs. As shown in Exhibit 1.2, the dean reports to the University of Hawaii at Manoa's Senior Vice President and Executive Vice Chancellor. Academic Affairs is responsible for program planning and organization and administers program curricula and evaluations, curriculum research and development, and community service programs. Administrative Services plans, organizes, and administers budget, procurement, and personnel matters. The Office of Student Services provides counseling services, conducts institutional research studies, and maintains student records.

The college also has eight instructional departments: (1) Counselor Education, (2) Educational Administration, (3) Educational Foundations, (4) Educational Psychology, (5) Educational Technology, (6) Kinesiology and Leisure Science, (7) Special Education, and (8) Teacher Education & Curriculum Studies. The eight departments:

- provide instruction for degree credit and continuing education;
- provide skills, services, specialized facilities, and resources to the educational community;

- share in developing policy and program curricula, courses, standards, and evaluations; and
- facilitate individual research and training projects concerning teaching and learning.

These departments offer undergraduate, post-baccalaureate, and graduate programs that culminate in bachelor's degrees, post-baccalaureate certificates, master's degrees, doctoral degrees, and professional diplomas (see Exhibit 1.3).

College is supported primarily by general funds

The College of Education is primarily supported by general funds. Its total FY1997-98 allocation from the university budget was \$7.4 million—of which \$6.8 million was from the general fund and \$631,000 from the tuition special fund. Exhibit 1.4 reflects the college's total allocations since FY1995-96. The college reports that it operates under severe budget restrictions and struggles to meet its program needs under its current base budget.

Department of Education conducts accreditation

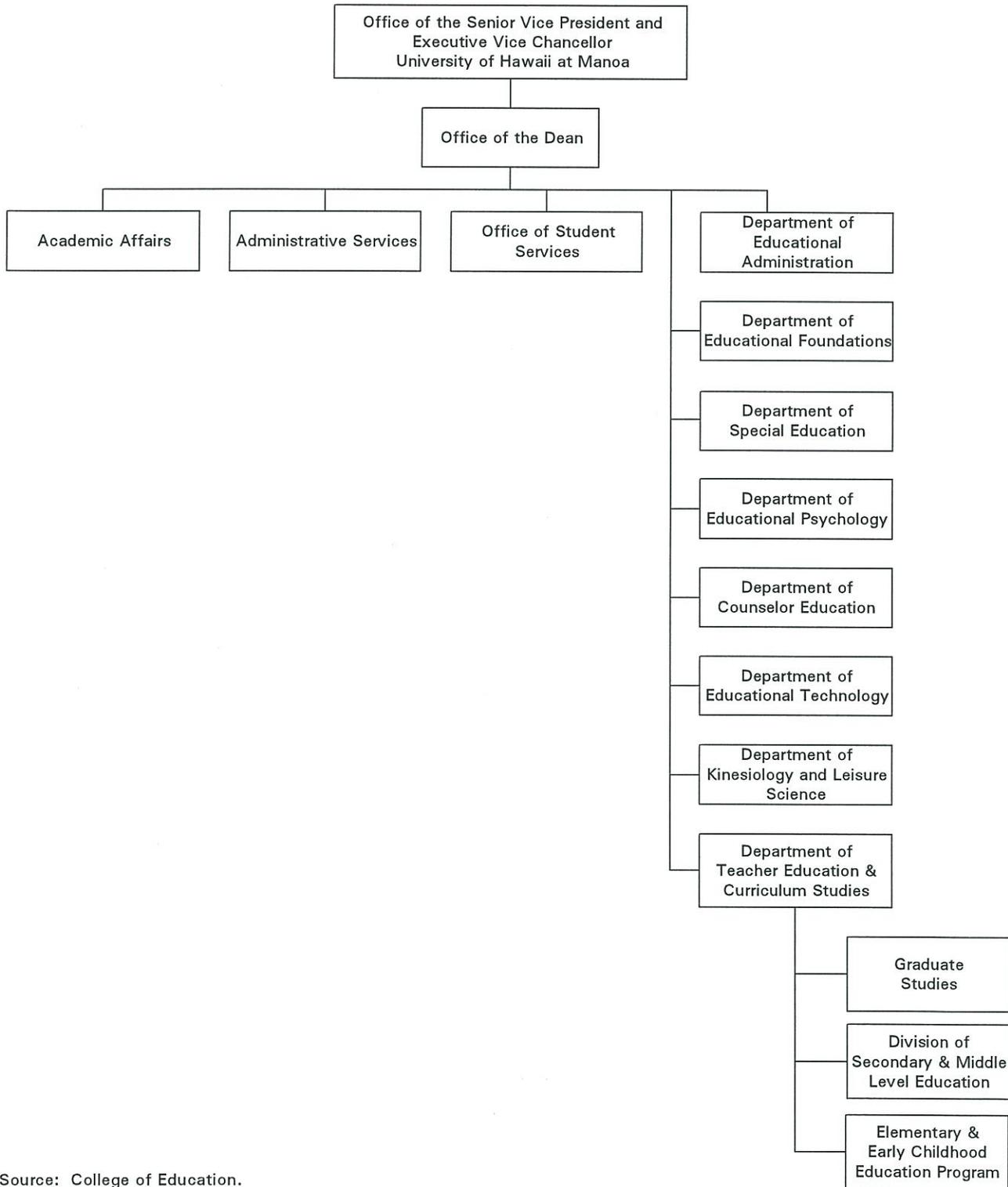
The College of Education is accredited by the Department of Education through a State Approval of Teacher Education review. The last review in 1994 placed most of the undergraduate and graduate teacher preparation programs on a three-year provisional approval status because of systematic and organizational concerns about the college. In 1996, the provisional approval was changed to full accreditation for five years through December 2001. The college's next on-site continuing review by the department is scheduled for Fall 2001.

Previous audit findings and recommendations

In 1995, the mission of the college as set forth in Section 304-20, HRS, was to "train teachers to meet requirements of the public schools of the State." The State Auditor initiated the previous audit to determine whether the College of Education's management processes could be improved to better prepare its candidates to become competent teachers in the public schools. The audit assessed whether the college's programs appropriately reflected its mission, functions, and responsibilities and the extent to which the college had evaluated the accomplishment of its mission. In addition, the audit reviewed how the College of Education developed its programs to accomplish its mission.

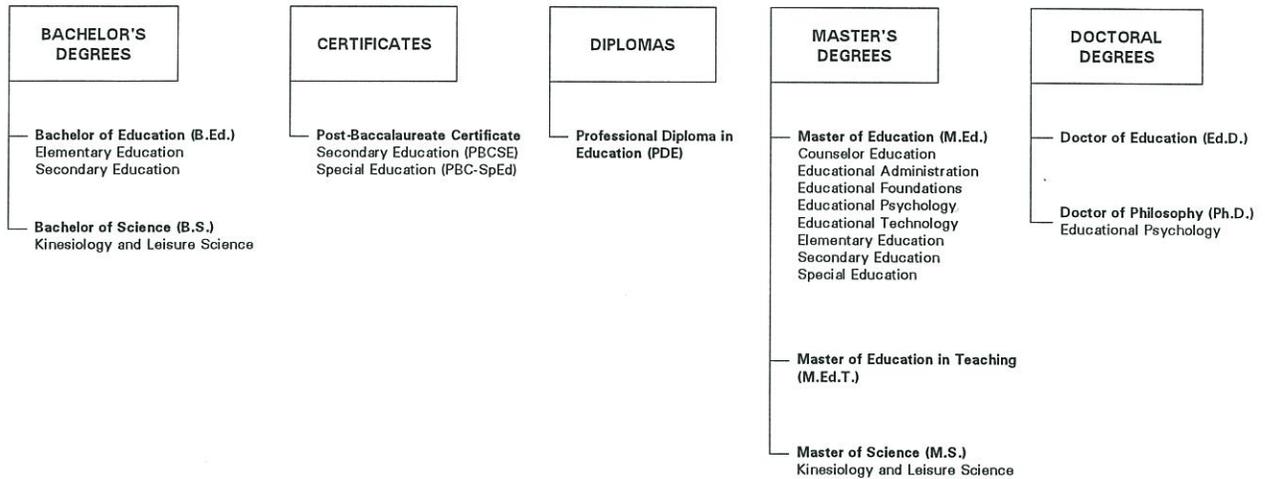
Our previous audit found that the College of Education had not clarified its mission. We reported that the mission was unclear within the college and recommended that the college clarify its mission through internal consensus and assistance from university administration, the Board of Regents, and the Legislature as necessary.

**Exhibit 1.2
College of Education
Organization Chart**



Source: College of Education.

Exhibit 1.3
University of Hawaii at Manoa
College of Education Programs



Source: College of Education.

Exhibit 1.4
College of Education Budget Allocations
FY1995-96 to FY1997-98

	<u>FY1995-96</u>	<u>FY1996-97</u>	<u>FY1997-98*</u>
Instruction	\$ 6,580,516	\$ 6,371,597	\$ 6,629,680
Academic Support	\$ 450,471	\$ 411,967	\$ 449,882
Student Services	<u>\$ 298,991</u>	<u>\$ 303,589</u>	<u>\$ 357,038</u>
Total	<u>\$ 7,329,978</u>	<u>\$ 7,087,153</u>	<u>\$ 7,436,600</u>

Notes:

1. *FY1997-98 allocation for instruction includes \$375,000 in legislative appropriations for matching purposes and to fund vacant faculty positions.
2. The College of Education's allocations are determined by the University of Hawaii at Manoa.

Source: College of Education.

We also found that the college lacked clear policies and guidelines for program development. Specifically, the college:

- did not clearly define its authority structure for developing degree-granting and certificate-granting programs;
- did not consistently adhere to university-wide program development standards;
- lacked clear program goals and objectives;
- did not exercise adequate control over course objectives; and
- failed to articulate clear policies for its cohort programs.

We made specific recommendations to address these five concerns.

Finally, we found that the college's teacher preparation programs lacked adequate evaluation. Although the college collected student information and feedback, we noted that the information collected was insufficient and the existing evaluation procedures could be better coordinated. We recommended that the college develop a coordinated evaluation process for all programs. We also recommended that the university ensure that program reviews of the Bachelor of Education in Elementary Education and Bachelor of Education in Secondary Education—the college's two major undergraduate teacher preparation programs—are conducted.

Follow-up response

In October 1996, the Auditor wrote to the college requesting information on actions taken on our November 1995 audit recommendations. In its response, the college reported the following:

- A new mission statement had been conceptualized to reflect the college's primary functions of instruction, research and scholarship, and service.
- An August 1996 college reorganization merged two instructional departments to create a Department of Teacher Education & Curriculum Studies. Faculty from this department will be responsible for developing, implementing, and evaluating teacher preparation programs at the undergraduate, post-baccalaureate, and graduate levels.
- An evaluation plan/process with both formative evaluation (to assess overall program operations) and summative evaluation (to determine program quality and effectiveness) activities is being designed and implemented. The evaluation plan was reportedly in its initial stage of development.

- The process of clarifying changing faculty roles and responsibilities and readmission policies for students who withdraw temporarily from its cohort-based programs is underway.
- The college endeavors to ensure that appropriate information is contained in all program proposals, clear goals and objectives for each of its programs are articulated, and specific objectives for each of the courses offered are delineated.
- The Bachelor of Education degree programs in Elementary and Secondary Education will be reviewed in the next cycle of the university-wide Council on Program Reviews.

Objectives of the Follow-up Audit

1. Review the extent to which findings and recommendations contained in our previous audit are being addressed.
2. Make recommendations as appropriate.

Scope and Methodology

This follow-up audit focused on the progress the College of Education has made in managing and improving the development and assessment of its programs. Although the previous audit's review of the extent to which the college had evaluated its programs was limited to undergraduate programs, we also reviewed the college's efforts to evaluate its graduate programs. Similar to our previous audit, we did not assess the quality of the programs but how and whether the college evaluated its programs.

We reviewed relevant state statutes, administrative rules, and legislative documents. We also reviewed the Board of Regents' policies, University of Hawaii executive policies, accreditation standards, program proposals, meeting minutes from various faculty and advisory groups, college and program brochures, and course syllabi. We reviewed organizational charts, functional statements, budget and staffing information, and documents relevant to cohort programs and the proposed reorganization of the college. Our work included interviews with faculty, administrators, and students at the College of Education and University of Hawaii. We also interviewed professional staff from the Department of Education, Hawaii State Teachers Association, and various private schools and other institutions of higher education in the state.

Our work was performed from January 1999 through May 1999 in accordance with generally accepted government auditing standards.

Chapter 2

Changes Have Occurred, But Additional Improvements Are Necessary

This chapter presents the findings and recommendations of our follow-up audit of the management of the College of Education. Despite some improvements, the college continues to fall short in the satisfactory management of its program development process. As a result, new programs are poorly planned; faculty morale is negatively impacted; and the knowledge, skills, and abilities taught to students cannot be assured. Furthermore, the lack of a comprehensive evaluation plan results in the college's inability to assess the effectiveness and efficiency of its teacher preparation and professional programs.

Summary of Findings

1. The College of Education has clarified and achieved consensus within the college on its mission.
2. The College of Education has not provided adequate guidance for its program development process.
3. The College of Education has failed to adequately assess or evaluate the quality and effectiveness of its programs.

College of Education Has Clarified Its Mission

In 1995 we found that the College of Education had not clarified its mission or its strategy to achieve clarity. The college had not resolved the conflict between a mission set forth in an old statute and the broader mission of the university, or established an ordering of its several missions. We found that the college had muddled along—at times trying to stratify its various missions, at other times expressing conflicting priorities. We recommended that the college achieve consensus within the college in clarifying its mission. Our follow-up audit found that the college has clarified and achieved consensus within the college on its mission.

Mission was statutorily amended

The historic mission of the College of Education as set forth in statutes was “to train teachers to meet the requirements of the public schools of the Territory.”¹ In 1996, the college reported that it had a newly conceptualized mission statement that reflected its primary functions of instruction, research and scholarship, and service. During the 1997

legislative session, House Bill No. 1657 was introduced to repeal the old mission statement by amending Section 304-20, Hawaii Revised Statutes. The interim dean of the college testified that the 1931 mission statement did not reflect the current mission of the college nor recognize the college's expanded programs and activities. House Bill No. 1657, enacted as Act 183, Session Laws of Hawaii 1997, broadened the mission of the College of Education to:

- Prepare and provide ongoing professional development of teachers, administrators, counselors, and related professionals at undergraduate and graduate levels primarily to meet the needs of Hawaii schools;
- Generate, synthesize, and apply knowledge in education and related fields through teaching, research, and other scholarly activities; and
- Provide services and support to local, national, and global educational and related communities.

Faculty involvement ensures consensus

In 1995, we found that faculty perceived the college's mission differently among themselves. While some faculty asserted that the college had a multiple mission, others believed that the college's overriding mission was to prepare teachers for the State. Our follow-up audit found that faculty are generally familiar with the new mission. In addition, extensive faculty involvement in the development of the new mission has ensured that faculty agree that the new mission accurately reflects the college's activities. Interviews with faculty confirm that a great deal of input was solicited from faculty on the new mission and a majority agree on the college's mission of instruction, research, and service.

Instruction is emphasized

In 1997, the Legislature amended the statutory mission to acknowledge the college's current activities of research and community service; however, it also affirmed that teacher training continues to be the primary mission of the college. In terms of faculty time, instruction is emphasized over service and research. The standard teaching assignment for full-time instructional faculty is 24 semester credit hours per academic year, or 12 credit hours per semester. With a few exceptions, full-time instructional faculty members are assigned to teach three courses each semester (equal to eight or nine credit hours) and receive a one course "release" each semester (equal to three credit hours) for research and service activities. Research activities include making presentations at professional meetings, publishing articles in a national refereed journal, and writing proposals for external funding. Service activities include serving on multi-agency committees, active involvement in professional associations, and conducting community workshops.

During Fall 1997, regular faculty dedicated an individual average of 10.7 equivalent semester hours to instructional activities such as teaching courses, supervising directed readings, and serving as a thesis or dissertation advisor. As mentioned earlier, full-time instructional faculty members are released from teaching one course each semester (equal to three credit hours) for research and service activities. During the 1997 calendar year, full-time instructional faculty reported engaging in a total of 263 research/scholarly activities and 127 service activities. Research/scholarly activities and service activities are not translated into equivalent semester hours.

Sufficient Guidance Over Program Development Is Lacking

A new university academic program is any sequence of courses that culminates in a Board of Regents conferred degree or certificate of achievement. In 1995, we found that the college did not have clear policies and guidelines regarding the development of new academic programs. In addition, the authority structure for such programs was not clearly defined and the college did not consistently adhere to university-wide program development standards. Finally, we found that the college lacked clear policies on its cohort programs. Our follow-up audit found that, despite some changes, the college still lacks adequate guidance for its program development process. Roles and responsibilities are not sufficiently delineated; new program proposals lack required information; program goals and objectives are unclear; cohorting issues have not been resolved; and control over course objectives remains deficient.

Roles and responsibility need additional clarification

Our 1995 audit found that the college did not adequately define how various councils, committees, and groups interact to ensure that programs contribute to the overall mission and do not duplicate existing programs. Despite some changes, we found that the roles and responsibilities of those involved in the program development process need additional clarification. The college still lacks policies and procedures that identify and assign responsibility for developing programs and approving undergraduate and post-baccalaureate teacher preparation programs. Concerns about the lack of clarity regarding governance and decision-making authority within the college have also been raised. Without clear policies and procedures, the college is unable to ensure the consistency of the program development process.

Governance issues are unresolved

Some steps have been taken to clarify governance issues; however, some concerns regarding governance within the college remain. Some college faculty members believe that the decision-making authority and governance structure continue to lack clarity.

In January 1999, the college assigned primary responsibility over academic matters to one group. The college amended the charter of the College of Education Congress and Senate to give the Congress primary responsibility over academic programs, curriculum content, and other academic areas. The Congress is composed of all college faculty and administrative/professional/technical personnel employed in the college with half-time assignments or more. The college Senate, the representative body of the college Congress, is composed of elected representatives of each department and division. There are currently 22 Senate members representing eight departments.

According to the college, the amended charter now aligns with the Board of Regents' policy that gives faculty the primary responsibility for fundamental academic issues such as curriculum content, subject matter, and methods of instruction. Prior to January 1999, the college Senate primarily *recommended* goals, policies, and programs on behalf of the Congress to the dean. Under the amended charter and bylaws, the college Senate now acts on behalf of the Congress in fundamental academic areas for which the faculty has primary responsibility, in accordance with university policy.

Despite this clarification, concerns regarding the governance structure and decision-making authority within the college are still raised. There are indications that the decision-making authority of the department chairs, divisions, and programs are still unclear.

Required policies and procedures are lacking

The college has failed to establish policies and procedures to guide the development of undergraduate and post-baccalaureate teacher preparation programs. A University of Hawaii executive policy requires the establishment of internal procedures for preparing and processing new programs.

The college was unable to provide us with adequate evidence to show that guidelines and procedures regarding the development of programs exist. The dean asserts that the college's charter and bylaws of the Congress and Senate contain information on program development. However, the charter and bylaws do not include any specific policies and procedures related to program development. Furthermore, the documents do not delineate the roles and responsibilities of all entities, such as the Department of Teacher Education and Curriculum Studies, that are involved in developing undergraduate and post-baccalaureate teacher preparation programs.

Although the Department of Teacher Education and Curriculum Studies has internal policies and procedures that outline program development responsibilities for its programs, they are incomplete and in draft form.

The department reports that the draft policies and procedures will be finalized by the end of this year. We urge the department to assess its current operations and to develop specific guidelines that clearly describe the program development process before finalizing and fully implementing its internal policies and procedures.

Program Council for Teacher Education is inactive but roles and responsibilities still unclear

While additional clarification of roles and responsibilities is needed, the program development process has improved since our previous audit. In 1995, we questioned whether the Program Council for Teacher Education usurped the program review function of the college Faculty Senate. The latter represents faculty regarding academic decision-making and policy development. However, in 1992, the council was delegated administrative authority and program governance over teacher preparation programs. We found that the relationship between the council and the college Faculty Senate was not clearly defined and resulted in unclear authority over the teacher preparation programs. At the conclusion of our previous audit, the council and the college Faculty Senate were developing a memorandum of understanding to clarify their respective roles regarding teacher preparation programs.

Our follow-up audit found that the Program Council for Teacher Education no longer exists. According to a college administrator, the council became inactive because the college Faculty Senate ultimately assumed the responsibilities once held by the council. Also, the council's existence confused the program review and development process.

However, we also found that the roles and responsibilities of those involved in program development are still not completely defined. Entities involved in program development include the:

- Dean,
- Associate deans,
- Department chairpersons,
- Program chairpersons,
- Faculty Senate,
- Program faculty members,
- Teacher Education Committees (15 committees responsible for planning, reviewing, and recommending courses of study for initial teacher preparation programs),

- Teacher Education Coordinating Committee (a committee statutorily charged with developing findings and making recommendations that improve education in Hawaii),
- Graduate Chair Council (an advisory body to the dean that develops and recommends policies and procedures for all graduate and instructional research programs),
- Committee on Curriculum and Program Planning (a college Senate standing committee charged with reviewing proposals for new undergraduate and post-baccalaureate programs), and
- Committee on Graduate Programs (a college Senate standing committee charged with developing and reviewing proposals for new graduate programs).

College faculty confirm that responsibilities are not clearly delineated and tensions regarding program development still exist. The college should clarify the roles and responsibilities of all individuals, committees, and organizational bodies involved in the development of new programs.

New program proposals lack important information

During our 1995 audit, we found that the college did not sufficiently adhere to university standards regarding program development. Our follow-up audit found that the college has continued to be lax in ensuring that proposals for new programs contain all information required under university policy. Without sufficient planning information for new programs, the university cannot adequately assess the merits of a new program and the college cannot ensure efficient or effective implementation of such a program.

University policy outlines requirements

University of Hawaii Executive Policy E5.201, *Approval of New Academic Programs and Review of Provisional Academic Programs*, requires that proposals for developing new programs “contain sufficient information to permit assessment of the academic integrity and quality of the program, to determine its fiscal soundness and efficiency relative to other University activities, and to determine its appropriateness to the mission of the University and the campus.”²

Pursuant to university policy standards, new program proposals are required to address:

- the objectives of the program;
- whether the program objectives are appropriate functions of the college and university;

- how the program is organized to meet its objectives;
- who will enroll in the program;
- resources required for program implementation and first cycle operation;
- how efficient the program will be; and
- how program effectiveness will be demonstrated.

Post-baccalaureate program proposals are incomplete

Without adequate information as required by university policy, the university and college cannot ensure that the Post-Baccalaureate Certificate in Secondary Education and the Post-Baccalaureate Certificate in Special Education programs are academically and fiscally sound.

For example, the 1996 proposal for the Post-Baccalaureate Certificate in Secondary Education program did not provide complete information regarding resources required for program implementation. The proposal stated that program implementation would not require additional faculty resources yet noted that additional resources for lecturers would be needed during its transitional period. However, the proposal did not indicate how many lecturers would be needed and how much funding would be required during the transition. Without this information, the college was unable to demonstrate that the program would not impact resource levels and thus could not project future resource needs.

A proposal for the Post-Baccalaureate Certificate in Special Education program planned to begin in Fall 1999 was also incomplete. This proposal did not clearly state whether additional resources would be needed for program implementation. The proposal specified that additional sections of existing courses would be needed to implement the program and described the already heavy burden on faculty to accommodate demand for certain courses. Although the proposal indicated that additional faculty resources would be needed to accommodate future enrollment demands, no quantitative or narrative information regarding the number of sections, additional costs for faculty overload payments, or faculty resource needs was provided. Furthermore, this proposal did not address program efficiency or specify how program effectiveness would be demonstrated. Measurements of performance should also be built in at the program planning stage. The lack of this kind of information hinders the college's ability to assess program performance or efficient use of program resources.

Some program goals and objectives are still unclear

The college has failed to ensure that all programs have goals and objectives that clearly outline student learning objectives and college expectations. Pursuant to University of Hawaii Executive Policy E5.210, *Educational Assessment*, programs are required to have clear statements of their missions and objectives. Specifically, the College of Education is required to outline student learning objectives that describe the general skills and abilities students are expected to acquire. Program objectives should devote considerable attention to student learning objectives and should be stated in terms of meeting student, community, or state needs. Despite these requirements, we found that a number of the college's programs fail to adhere to university policy.

Many programs do not clearly outline student learning objectives in college brochures or the *University of Hawaii at Manoa General and Graduate Information Catalog* (the university's comprehensive guide to programs). For example, the only description we found regarding the Bachelor of Education in Elementary Education program is rudimentary. As described in the university's catalog, "the elementary education program qualifies graduates to teach in elementary school (K-6)."³ The Master of Education in Teaching program objective is also simplistic. According to the internet website for the Master of Education in Teaching, "the program aims to prepare reflective teachers who wish to become agents of change in schools."⁴ These statements do not delineate what students will learn or the specific skills and abilities they will obtain from the programs.

In comparison, the Departments of Counselor Education and Educational Technology, which offer graduate degree programs, have developed goals and objectives that comply with university policy. For example, the university catalog states:

Students majoring in counseling gain knowledge and understanding of normal and abnormal developments, theories of personality and counseling, counseling skills, career and vocational guidance and counseling, cultural differences, family counseling, ethical and legal issues in counseling, research, and testing.⁵

The Department of Educational Technology's student handbook also outlines a number of student learning objectives. Among other things, students in the master's degree program who complete their professional preparation should:

- Have knowledge of major instructional theories and models, and be conversant with and communicative in learning aspects of educational technology, media, and methods;
- Be capable of planning and designing new technology learning facilities, of modifying existing ones, and of management techniques needed in their operation; and

- Have developed a positive professional attitude through active involvement in appropriate professional organizations and community services.⁶

Cohorting issues remain unresolved

Beginning in Fall 1994, the college implemented a new approach to its elementary teacher preparation program. The approach grouped 20 to 30 students into a cohort. Students in a cohort proceed through the two-year program as a group through a prescribed sequence of courses. This approach emphasizes field-based education and was designed to promote collaboration between college faculty and school teachers and to provide a supportive environment for students. Field experiences help students make connections between their course work and the real world of teaching. Cohort students are placed in school classrooms (field) from their first semester and are even taught courses in the field. Cohort students have more hours of field experiences than students in traditional programs.

During the previous audit, we found that the college was implementing the cohort approach for its teacher preparation programs without adequately addressing resource needs, changing faculty roles and workload impact, and student readmission policies. Since 1995, the college has increased its use of the cohort approach but has not fully addressed critical resource and workload issues.

Use of cohort model has expanded

All students in the elementary education program are now enrolled in cohorts. Prior to fully cohorting the elementary program, the college had only two programs, the Pre-service Education for Teachers of Minorities program and the Master of Education in Teaching program, that were field-centered and cohorted. The programs were commended in the 1994 State Approval of Teacher Education report as models of successful teaching practices. Since 1995, the college has expanded the use of the cohort approach to its delivery of the Post-Baccalaureate Certificate in Secondary Education program and Master of Education Degree in Secondary Education with Middle Level Emphasis program. Furthermore, the college has indicated that it also intends to cohort its Bachelor of Education in Secondary Education program.

Changing faculty roles have not been addressed

The field-based nature of cohorting has changed the role of the faculty. Unresolved workload issues and perceived workload inequities have negatively affected faculty morale. Instructional classes taught in the field bring faculty additional responsibilities. Some examples include traveling to the field site, meeting with school teachers and administrators, and providing workshops for school faculty. Some faculty report feeling

unprepared to work in the field and struggle with this approach. Furthermore, some faculty believe that the time-consuming and labor-intensive nature of the cohort approach hinders their ability to pursue research activities. Although the labor-intensive aspect of cohort programs is widely recognized and a workload proposal has been developed by faculty, the college still lacks adequate data to examine workload equity issues.

Additionally, faculty perceive workload inequities between departments. For example, some faculty in the Department of Teacher Education and Curriculum Studies, which houses the teacher preparation and cohort programs, perceive that they carry a heavier workload than faculty in other departments. Although an agreement has been reached for departments to contribute faculty to the teacher preparation programs, the issue of imbalanced workload remains. Instructional faculty in the Department of Teacher Education and Curriculum Studies provide two-thirds of their teaching credit hours to teacher preparation programs. In comparison, the Departments of Educational Foundations and Educational Psychology contribute one-third of their full-time equivalent faculty to teacher preparation programs. Some faculty believe that all departments should contribute more faculty to teacher preparation programs.

Current issues regarding the cohort programs may be attributed to the lack of adequate planning. College faculty report that the elementary education cohort program was not reviewed by the college Senate, thus excluding input from faculty members who would be impacted by cohorting. Although the Program Council for Teacher Education reviewed the elementary cohort pilot program, there is a belief that cohorting was implemented hastily and without adequate planning or foresight.

A comprehensive study on the impact of cohort programs would allow the college to assess the full impact of cohorting. The study could also facilitate communication regarding cohorting among faculty, students, and community. Furthermore, the impact study can be used as a tool to refine the current cohorted field-based programs.

Control over course objectives continues to be deficient

In 1995 we found that the college did not exercise adequate control over course objectives. We recommended that the college ensure that each course have a common objective or set of objectives among all instructors who teach the course. However, a review of courses offered during the Spring 1999 semester reveals that the college has not addressed our earlier recommendation. We found that different sections of the same courses offered by the college outlined substantially different learning objectives.

For example, the Department of Kinesiology and Leisure Science's intermediate swimming course (KLS 104) was offered in two sections

during Spring 1999. As Exhibit 2.1 shows, the objectives for the two sections differed. According to the department chairperson, the objective for section 001 was the basic objective of intermediate swimming. The chairperson contends that section 002 also addressed the basic course objective but the instructor chose to provide additional information regarding the course. He also noted that students who plan on taking the department's water safety training course (KLS 331) prefer enrolling in section 002 of the intermediate swimming course because intermediate swimming is a prerequisite course for the water safety training course and the same instructor teaches both courses. However, it is not apparent whether students enrolled in section 001 also received practical training experience and learned basic water safety skills as did students who enrolled in section 002.

The Department of Educational Administration's education finance course (EDEA 620) was also offered in two sections during Spring 1999. Exhibit 2.1 reveals that the primary focus of the two sections was significantly different. Section 001 focused on education finance as it pertains to kindergarten through grade 12 while section 002 focused on education finance as it pertains to institutions of higher education (e.g., colleges and universities). The chairperson of the department explained that prior to 1988, EDEA 620 covered both higher and lower education finance because separate master's degree programs for higher education and lower education administration did not exist. When a separate Master of Education in Higher Education Administration program was established after 1988, the course was split into two sections—one for higher education finance and one for lower education finance. According to the department chairperson, the education law course (EDEA 630) was offered similarly to education finance—one section geared for students in the Master of Education in Higher Education Administration program and one section geared for students in the Master of Education in Lower Education Administration program.

To prevent confusion among students in the Department of Education Administration master's degree programs, the department should assign the two sections of the education finance (EDEA 620) and education law (EDEA 630) courses separate course numbers or modify the existing course numbers with alpha designations (e.g., EDEA 620A and EDEA 620B). In addition, the Department of Kinesiology and Leisure Science should review the course content of the two intermediate swimming sections to determine whether separate course numbers are also warranted.

Although the college has guidelines for course proposals that require the inclusion of course objectives, the college does not have a policy regarding the development or review of uniform course objectives among instructors. Without such a policy, the college cannot ensure the consistency of knowledge, skills, and abilities acquired by its students.

**Exhibit 2.1
College of Education
Comparison of Course Goals and Objectives**

KLS 104: Intermediate Swimming	
<p style="text-align: center;">Section 001</p> <p>The purpose of the course is to develop basic swimming skills of all four major swimming strokes.</p>	<p style="text-align: center;">Section 002</p> <p>The course will concomitantly impart knowledge and practical training experience in aquatic stroke mechanics and training principles.</p> <p>The student will demonstrate the basic water safety skills. The student will demonstrate the basic arm-pull and kick (whole stroke) patterns in the following strokes: freestyle (front crawl); back stroke; breaststroke; butterfly; side stroke; elem.back; turns and starts.</p>

EDEA 620: Education Finance	
<p style="text-align: center;">Section 001</p> <p>This course is intended to help prepare students to understand the complexity of fiscal issues confronting the K-12 educational arena.</p>	<p style="text-align: center;">Section 002</p> <p>This course has three goals. First, it is designed to provide an introduction to the economics of higher education. Second, this course presents an overview of federal and state policies related to the funding of colleges and universities. The third goal is to provide an introduction to the debate about the costs of higher education in the United States.</p>

Source: College of Education course syllabi.

National accreditation is being pursued

A significant initiative currently being pursued by the University of Hawaii at Manoa and the College of Education is accreditation by the National Council for Accreditation of Teacher Education. The council is a private, professional accrediting body for schools, colleges, and departments of education and is the only national accrediting unit for teacher preparation recognized by the U.S. Department of Education. The current standards focus on performance and specific requirements for what teachers should know and be able to do.

In October 1994, Hawaii's Department of Education entered into a partnership agreement with the council. This agreement was recently renewed in January 1999. Under this agreement, the council will conduct the review of the College of Education and its content area preparation programs. If the college receives national accreditation, the department

will not require the college to go through the current State Approval of Teacher Education process. The college hopes to achieve national accreditation by 2001.

The council's standards require the college to develop a long-range planning process that is regularly monitored to ensure the ongoing vitality of the college and its programs. The college developed and approved a long-range plan during Spring 1999. The plan outlines goals that include the development of program mission statements, preparation of self-studies and curriculum folios, clarification of decision-making processes across the college, and establishment of equitable faculty workloads across programs. These goals, if attained, will address many of our current audit findings and recommendations.

Programs Are Not Adequately Evaluated

Evaluation is important in initial planning for deciding whether a program should be continued, terminated, or improved. Under the standards used for State Approval of Teacher Education programs, the college is required to conduct periodic surveys of its teacher education program graduates to improve services.

In 1995, we found that the college's evaluation efforts were inadequate and recommended that a coordinated evaluation process be developed for all programs. However, our follow-up audit found that little has been accomplished in this regard. Without a coordinated evaluation process and clear lines of responsibility, evaluations are irregular and unsystematic. Thus, the college is unable to adequately assess the efficiency and effectiveness of its programs.

Evaluation plan still lacking

Although the need for program evaluations has been discussed since 1996, the college has failed to develop a comprehensive evaluation plan. In February 1996, the acting dean of the college stated that "we need to get an assessment of what we have and then from there determine what we need in order to improve our programs."⁷

In May 1996, an evaluation plan was proposed and presented to the dean. The purposes of the proposed evaluation plan were to provide: (1) diagnostic feedback to faculty about the effectiveness of their teaching, (2) data for assessing the overall quality of a program, (3) a measure of teaching effectiveness, and (4) data for research. However, we found no evidence that this proposed plan was ever implemented.

Moreover, three months after the plan was proposed, a University of Hawaii Blue Ribbon Panel reported that the college still needed more systematic, comprehensive, outcome-oriented evaluations of its programs to assess what it can do to better meet program objectives.

In August 1997, the college again reported the need to establish a systematic and feasible process for evaluating programs. In its 1996-2006 planning statement, the college acknowledged that programs need formative and summative evaluations to remain efficient. Despite this statement, faculty members still expressed the need for a coherent, feasible, systematic, and effective program evaluation process one year later during a college retreat, indicating that little progress had been made.

Evaluations are not conducted regularly or systematically

The college's evaluation efforts continue to lack direction and coordination. While some departments conduct follow-up surveys of its graduates periodically, others have no formal procedures for tracking their former students. In May 1998, the Council for Exceptional Children found that the Department of Special Education needed to conduct more and frequent surveys of graduates and did not satisfactorily meet council guidelines regarding procedures for continuing interaction with graduates, school systems, and teachers. In its September 1998 response to the council's critique, the department reported that the college has not had a mechanism in place to systematically evaluate and that the systematic review of special education graduates would not commence until December 1999. Despite this, in January 1999 the council approved the special education programs as meeting its standards.

We also found that elements of programs are evaluated by a variety of individuals and groups, but the collected data remains fragmented and incomplete. In 1995, we reported that the Office of Student Services had developed a revised version of its employment information survey to capture more information about graduates of the teacher preparation programs. The office was scheduled to survey their 1994-95 graduates; however, our follow-up audit found that the survey was not sent and an employment survey has not been administered by the office since 1992-93. We found no evidence that the college conducts any comprehensive or systematic follow-up surveys of its teacher preparation program graduates. The college is unable to assess how well teachers are doing in their careers or whether skills they acquired in the teacher preparation programs are useful.

The Office of the Dean, the Elementary and Early Childhood Education program, and the Secondary and Middle Level Education division are all involved in evaluating only elements of the teacher preparation programs. The Office of the Dean collects information on student perceptions of the teacher preparation programs while the Elementary and Early Childhood Education program and the Secondary and Middle Level Education division collect data on student performance. To obtain information on student perceptions, the associate dean for teacher education coordinates a survey that is sent to undergraduate and post-baccalaureate students in their last semester of student teaching or teaching residency. However,

the information collected is incomplete. We found that the survey was not administered in 1998 and complete data from the 1997 survey was unavailable. Furthermore, the survey has not been modified to solicit student perceptions on the cohort approach for the Bachelor of Education in Elementary Education and Post-Baccalaureate Certificate in Secondary Education programs. Although the college has not collected information on student perceptions on cohorting, it still plans to expand the approach to other teacher preparation programs.

Inadequate program evaluation is not limited to the undergraduate and post-baccalaureate teacher preparation programs. Graduate programs are also not evaluated regularly or systematically. The Department of Counselor Education surveys graduates on their satisfaction with the program—whether courses provided relevant and meaningful information and how well the program prepared them for work. However, the survey is not administered regularly and some of the data collected is unavailable. Over the past 15 years, the survey has been sent out four times—in 1984, 1992, 1995, and 1998. We found, however, that results of the 1995 survey are not kept by the department because the survey was conducted by a student and the data collected from the 1992 survey was never tallied. The college acknowledged that some graduate-level departments have been lax in conducting program evaluations.

Responsibility is unclear

Responsibility for program evaluation within the College of Education has not been clearly assigned. As a consequence, the college cannot ensure that program evaluation is conducted in a coordinated manner. College faculty members we interviewed contend that each department is responsible for conducting its own program evaluations and assessments. However, we found that the Office of the Dean, the Committee on Curriculum and Program Planning, the Office of Student Services, various programs, and faculty are also involved in program evaluation.

College functional statements do not support the faculty's assertion that departments hold primary responsibility for program evaluation. According to the college's functional statements, the Office of the Dean, specifically the associate deans of academic affairs, is responsible for planning, organizing, and administering program evaluation. The functional statements indicate that instructional departments only "share" in the development of program evaluation.

Although the college's current functional statements make the Office of the Dean responsible for program evaluation, the college's 1996 reorganization proposal approved by the Board of Regents and draft operating procedures for the Elementary and Early Childhood Education program place primary responsibility for evaluation of the teacher preparation programs with the faculty in the Department of Teacher

Education and Curriculum Studies. The Elementary and Early Childhood Education program chair is responsible for working with faculty to develop and implement an evaluation plan that leads to program improvement.

Other disparate groups conduct evaluations as well. The Faculty Senate's Committee on Curriculum and Program Planning is mandated to develop or assist in periodic reviews and evaluations of existing programs. However, we found that the committee generally reviews or evaluates programs only when there are perceived problems with a program. Finally, the Office of Student Services, which does not have an official mandate to conduct program evaluations, has historically surveyed graduates from the teacher preparation programs.

Program effectiveness and efficiency cannot be assessed

The lack of adequate program evaluations reduces the college's potential to become more effective. Evaluation is a management activity that primarily defines and determines effectiveness. University of Hawaii executive policy also recognizes the importance of evaluations to assess the extent to which programs are accomplishing their goals and objectives, to improve programs and services, and to determine program effectiveness.

Without systematic program evaluations, the following basic questions are difficult to answer:

1. How well is the program being managed?
2. Is the program doing what it is intended to do?
3. How well is the program achieving its objectives?
4. How was the program able to accomplish all it was meant to do, or why were planned objectives not accomplished?
5. What difference did the program make or what were its effects?⁸

As discussed earlier, many programs lack clear goals and objectives. This also impacts the college's ability to evaluate its programs. Evaluations of program outcomes and activities should be conducted in association with the goals and objectives the program was meant to accomplish. Consequently, programs that lack clear goals and objectives are more difficult to evaluate because outcomes or activities may not be relevant to goals.

National accreditation requires program evaluation

For the college to achieve accreditation by the National Council for Accreditation of Teacher Education, it is required to have high quality professional education programs that are continuously evaluated. To meet this standard, the college must conduct regular and systematic evaluations. Evaluations include, but are not limited to, information obtained through student assessments and data collection from students, recent graduates, and other members of the professional community. Furthermore, results must be used to foster student achievement through the modification and improvement of programs.

At this point, the college is only at the planning stage. It plans to evaluate all programs on a regular basis to ensure delivery of high quality programs and to prepare and implement a college-wide systematic plan of program evaluation. In January 1999, the dean charged an assessment committee with a responsibility to prepare the college to meet national program evaluation standards. The assessment committee will assist faculty in developing assessment processes for collecting and reviewing formative and summative evaluation data and will recommend assessment procedures. Procedural considerations include the role of various entities (e.g., Office of the Dean, Office of Student Services, departments, and programs) in conducting assessments, individuals to be assessed (e.g., students and employers), and the frequency of assessment.

Conclusion

More than three years have passed since our previous audit and although some improvements have been made, many problems we identified in 1995 still persist. The college's lack of adequate guidance and overall direction does not assure effective and efficient program planning, implementation, and evaluation. The college asserts that many of the problems we have identified will be addressed over the next few years during its process of preparing for accreditation by the National Council for Accreditation of Teacher Education. Though this may be the case, pursuit of national accreditation should not be a primary catalyst for changes needed at the College of Education. Our previous and current recommendations are fundamental to ensuring the college is adequately managed.

Recommendations

1. The College of Education should continue to communicate its clarified mission to relevant stakeholders, especially students, and ensure that programs are sufficiently developed and evaluated.
2. The College of Education should provide adequate guidance for its program development process by:

- a. Establishing written policies and procedures for its undergraduate and post-baccalaureate programs that identify who develops and approves programs within the college;
 - b. Resolving governance issues;
 - c. Ensuring that all proposals for new programs provide the information required by university policy and that such proposals contain cost and impact statements; and
 - d. Conducting a comprehensive assessment of the impact of cohorted field-based programs on students, faculty, resources, and graduation rates.
3. The dean of the College of Education should clarify responsibility for program evaluation and develop and implement a coordinated evaluation process for all programs.

Notes

Chapter 2

1. Section 828, Revised Laws of Hawaii 1935.
2. Hawaii, University of Hawaii, Executive Policy E5.201, *Approval of New Academic Programs and Review of Provisional Academic Programs*, Honolulu, April 1989, p. 4.
3. Hawaii, University of Hawaii at Manoa, 1997-99 General and Graduate Information Catalog, Honolulu, 1997, p. 178.
4. Hawaii, University of Hawaii at Manoa, College of Education, *MET Program Description*, <http://www.hawaii.edu/met/programdesc.html>, p. 1.
5. Hawaii, University of Hawaii at Manoa, 1997-99 General and Graduate Information Catalog, Honolulu, 1997, p. 169.
6. Hawaii, University of Hawaii at Manoa, College of Education, Department of Educational Technology, Graduate Offerings in Educational Technology Master's Degree and Doctoral Cognate Academic Year 1999-2000, Honolulu, September 1998, pp. 2-3.
7. Minutes of the College of Education Council, Honolulu, February 8, 1996.
8. Cole Blease Graham, Jr. and Steven Hays, Managing the Public Organization, Washington D.C., Congressional Quarterly Inc., 1986, p. 231.

Response of the Affected Agency

Comments on Agency Response

We transmitted a draft of this report to the University of Hawaii on September 24, 1999. A copy of the transmittal letter to the university is included as Attachment 1. The university's response is included as Attachment 2.

The university found that our findings regarding the College of Education's program goals and objectives and program evaluation are valid and provide useful information that can benefit the college as it seeks to improve programs. However, the university disagreed with the context in which we presented our findings regarding the college's cohort programs and program development. The university believes that our findings should be viewed in the context of program innovation, budget cuts, and restructuring attempts.

However, while the programs may be innovative, innovation in itself does not guarantee improved programs. More importantly, innovation is not justification for the lack of adequate planning needed to ensure the efficient and effective use of state resources. Similarly, we believe that effective restructuring also requires adequate planning.

Our audit reported that workload and morale problems continue to exist and the university acknowledges that problems related to faculty workload issues and other administrative matters related to cohort delivery remain. We recommended that the college conduct a comprehensive assessment of the impact of cohorted programs on students, faculty, resources, and graduation rates. Budgetary considerations should be an integral part of any assessment and it is the university's and college's responsibility to reflect budgetary realities in the assessment of its programs.

The university acknowledges many of our current audit findings and recommendations but says they will be addressed if the college attains national accreditation. Our point is that national accreditation should not be the primary catalyst for changes needed at the college. Our previous and current findings and recommendations are fundamental to ensuring the adequate management of the college and should not be dependent upon pursuit of national accreditation.

The university also questioned the validity of our findings; we take strong exception. Our work is in compliance with generally accepted government auditing standards (GASAS). Our fieldwork included interviews with a representative judgmental sample of college administrators, faculty, and students. We also reviewed various

professional literature and university documents in their draft and final forms. Our fieldwork, including the number of interviews conducted, satisfy GAGAS standards while honoring the college's request that there be minimal disruption to the college or university. We stand by the adequacy and completeness of our fieldwork.

Moreover, with respect to the proposals for the Post Baccalaureate-Certificate in Special Education and Post-Baccalaureate Certificate in Secondary Education programs, despite board approval, the plans for both programs did not contain all the information required by the university policy established and approved by the board. Failure of the board to adhere to its own policy does not mean that planning is adequate. All new program proposals should contain cost and impact statements.

In response to our point that many programs do not clearly outline program goals and objectives, the university maintains that we missed the fact that program objectives for the teacher education programs are tied to Hawaii teacher standards. Yet the college's and university's program literature on the teacher preparation programs do not mention the standards.

The university claims that the college has undergone regular evaluations under the auspices of the Board of Regents. However, the last review by the Council on Program Reviews in 1993-94 did not include reviews of the Bachelor of Education in Elementary Education and Bachelor of Education in Secondary Education programs. The next council review of the college's programs will not be conducted until FY2000-01.

In addition, the university claims that the college gathered exit data in every semester except one. Our fieldwork revealed that teacher preparation program surveys were not sent out at all in 1998 and complete data was not available for 1997. More importantly, these surveys have not been modified to solicit student perceptions on the cohorted programs that were implemented as long ago as 1994.

We clarified the status of the critique offered by the Council for Exceptional Children of the college's Department of Special Education. While the council approved the department's programs as meeting its standards in January 1999, the systematic evaluation of special education graduates will not commence until December 1999.

Finally, the university provided additional information to clarify data regarding 1997 faculty workload in the college. Adjustments in our draft were made to reflect that clarification.

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

September 24, 1999

COPY

The Honorable Kenneth P. Mortimer
President and Chancellor
University of Hawaii
2444 Dole Street
Honolulu, Hawaii 96822

Dear Dr. Mortimer:

Enclosed for your information are three copies, numbered 6 to 8 of our draft report, *Follow-Up Audit of the Management of the College of Education*. We ask that you telephone us by Tuesday, September 28, 1999, 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 Wednesday, October 6, 1999.

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



UNIVERSITY OF HAWAII

PRESIDENT, UNIVERSITY OF HAWAII
AND CHANCELLOR, UNIVERSITY OF HAWAII AT MĀNOA

October 5, 1999

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



Dear Ms. Higa:

Subject: Response to Follow-Up Audit of the College of Education

The University of Hawai'i appreciates this opportunity to comment on the draft *Follow-Up Audit of the Management of the College of Education*, which we received on September 24, 1999. We recognize the time and effort that it took to prepare this report on the College of Education. Our response to the audit is attached. In our response we attempt to:

1. Put the Auditor's report and conclusions in context, and
2. Address the specific concerns and conclusions presented by the Auditor.

In our view, all of the concerns of the Auditor will be addressed as the College pursues accreditation by the National Council for the Accreditation of Teacher Education (NCATE). This process is described more fully in the attachment.

We in the University place great value on external evaluations and wish to assure the Legislature and others of our commitment to use this report to improve our programs and activities in the College of Education.

Sincerely,

Kenneth P. Mortimer
President, University of Hawai'i and
Chancellor, University of Hawai'i at Mānoa

Attachment

c: Senior Vice President and Executive Vice Chancellor Smith
Dean Hitz

Response by the University of Hawai'i to
the Follow-Up Audit of the Management of the College of Education
October 1999

EXECUTIVE SUMMARY

The auditor's concerns about program goals and objectives and program evaluation have validity and provide useful information that can benefit the college as it seeks to improve programs. However, we disagree with the criticism of the cohort programs and program development.

We believe that the auditor's findings need to be viewed in context. Most of the expressed concerns are a direct result of program innovation and faculty attempts to meet state needs. The faculty of the College of Education have created remarkably innovative and leading edge programs which tie educational theory to the real world of the classroom. Research at the University of Hawai'i at Mānoa and at other universities throughout the nation shows that such innovations are superior to more traditional approaches to teacher education. If the college had chosen to maintain the status quo, the administrative concerns of the auditor would not have arisen. In addition to the innovations, the college's attempts to provide programs on the neighbor islands and in the area of special education have been rapid and responsive to serious state needs. Ironically, it is the very positive changes and efforts to meet state needs that have challenged the administrative structure and policies of the college.

Budget cuts in recent years have also added to the college's difficulties. The college would be in a much better position to address concerns regarding faculty workload and evaluation if it had the same resources today that it had prior to the last audit.

We do not cite these contextual facts as an excuse for imperfect administration but rather as an explanation. We feel the ambiguities caused by the changes have been far outweighed by the benefits. Nevertheless, we are committed to addressing the ambiguities.

Another important element of the context is the fact that the College of Education Faculty Senate voted unanimously in the fall of 1998 to pursue accreditation through the National Council for the Accreditation of Teacher Education. The accreditation process requires that the college meet the highest standards of the profession. All of the concerns of the auditor are being addressed under the auspices of accreditation. The faculty of the College of Education voted to pursue national accreditation knowing that the self-study process would serve as a means to identify and address issues such as consistency of objectives and assessment of outcomes. The faculty should be commended for choosing to undergo national peer review of their programs and for their diligent work toward that end.

RESPONSE TO AUDIT RECOMMENDATIONS

The Context for the Auditor's Report

By seeking NCATE accreditation, the College is already addressing the issues mentioned by the auditor.

We appreciate the fact that the auditor acknowledges the college's efforts to obtain accreditation through the National Council for the Accreditation of Teacher Education (NCATE). The auditor is correct to state that many (we suggest all) of her concerns will be addressed through the accreditation process. In some ways, the auditor's report validates administrative standards and processes of NCATE and the college can benefit from the auditor's observations.

However, when the auditor says, "...pursuit of national accreditation should not be a primary catalyst for changes needed at the College of Education. Our [the auditor's] previous and current recommendations are fundamental to ensuring the college is adequately managed," she fails to fully acknowledge the comprehensiveness of accreditation review. The NCATE accreditation process takes place in two different steps. The first step is review and approval of individual teacher preparation programs. As part of the process, every teacher preparation program in the college is submitting a curriculum folio to its related professional organization. Appendix 1 lists all of the folios submitted to date, the principal preparers, and the professional organization to which it was submitted. The professional reviewers will look to see that each program has clear objectives consistent with its theoretical underpinnings, that course syllabi reflect these objectives, and that course assignments are consistent with the objectives.

The second step in the accreditation process is approval of the professional education "unit" which for the University of Hawai'i at Mānoa is defined as the College of Education. In this process, the college must meet twenty standards in four major categories: design of professional education (including curriculum, program assessment, delivery of programs, and connections with the professional community), candidates in professional education (e.g. students' qualifications and expectations for them), professional education faculty (e.g., their qualifications, workload, productivity), and the unit (governance and resources).

Through unit accreditation the college must demonstrate, among other things, that it regularly and effectively assesses its programs, clearly articulates goals and objectives, links theory to practice, admits only qualified students, provides resources adequate for quality programs, and assesses faculty productivity.

National accreditation standards are comprehensive and demanding. The accreditation process is conducted by well-educated professional educators from throughout the nation who represent higher education as well as P-12 education.

Faculty efforts to change the way they do business and to better meet state needs through innovative and high quality programs are the source of perceived “problems” identified by the auditor.

We find it most unfortunate that the auditor fails to acknowledge the creative innovations which have been made by the college and which contribute to much of the perceived confusion over procedures. In recent years, the college undertook to revamp its programs in order to 1) improve overall quality and 2) respond to urgent state needs for teachers, especially on the neighbor islands and in special education. The creation of field-based teacher education cohorts is remarkably innovative and leading edge in the nation. The increase in field experience is consistent with recommendations of major reform groups including the National Network for Educational Renewal, the National Commission on Teaching and American’s Future (an organization with which Governor Cayetano has recently decided to seek participation), the Holmes Partnership, and the National Council for the Accreditation of Teacher Education. The innovations recommended by these organizations and put into practice by the College of Education are based on the best research and theory in the field.

The auditor is critical of the college’s efforts to create the post-baccalaureate programs in secondary education and special education. These, too, are innovative programs and are designed specifically to better meet state needs by attracting people with baccalaureate degrees into the teaching profession, a population of potential teachers which has too long been neglected. The college did, indeed, move very quickly to implement the Post-Baccalaureate in Special Education because of the severe shortage of special education teachers. In one year the college nearly tripled its production of special education teachers.

The college faculty have also worked very hard to provide innovative programs on the neighbor islands and the Leeward coast of O’ahu. Appendix 2 lists the programs offered in the last three years. Significantly, the college is able to provide these programs only because faculty are willing to teach overloads. All of the programs, except the one on the Leeward coast must be offered through Outreach College and, consequently, must be self-supporting. The college does not have the faculty FTE to offer these programs in load. Given the rapid expansion of programs in special education and on the neighbor islands, it is no wonder that some administrative issues remain unresolved.

The curricular innovations that the college has initiated are, in large part, the result of over ten years of work in the college and very intense involvement of the college in the National Network for Educational Renewal. The college has worked hard to link theory (college courses) to practice (field experiences). Students spend much more time in schools now than they did in the former programs. These field experiences help them better understand educational theory and the realities of the classroom. College of Education faculty also spend much more time in the schools. This has two benefits. First, it helps them better link university classroom assignments to the realities of schools today. Second, it gets them involved in improving the P-12 schools. In other words, through the new field-based,

cohorted programs, we simultaneously improve teacher preparation and the education that takes place in partner schools.

Change is never easy, especially when it is as profound as that which the college has undergone. Change brings with it difficulties in communication, ambiguity of rules, power struggles, and the inevitable resistance from those who prefer the status quo. In this case, we believe the benefits have far outweighed these challenges. In fact, we think it is most unfortunate that the auditor failed to properly acknowledge the research that the college has conducted over several years on student self assessment of their learning outcomes. This research clearly shows that the college's innovations are having a positive impact (Appendix 3). In addition to these data, the auditor ignores the high pass rates of our students on the two national teacher examinations they must take before receiving a license to teach in Hawai'i.

Many of the concerns expressed by the auditor are valid but they are largely the result of college innovations and attempts at restructuring. As the auditor suggests, the college must now stabilize its programs and ensure that they continue to meet high standards. This can best be done through NCATE accreditation. The College of Education Faculty Senate voted unanimously in the fall of 1998 to pursue this accreditation. If we are successful, ours will be the first teacher education program in Hawai'i to obtain this distinction. The faculty of the college should be commended for their commitment to meeting the tremendous teacher education challenges of the state in creative ways and with a focus on high quality.

Response to Auditor's Concerns and Conclusions

Data correction

The auditor's report on faculty workload for the 1997 calendar year requires correction and clarification. Semester hours per analytical faculty are collected by the UH Institutional Research Office and reported for the entire UH system. According to those data, the College of Education regular faculty dedicated 10.71 equivalent semester hours per faculty member directly to instructional activities (including regular classes plus directed reading, theses and dissertation hours). This compares to 8.08 equivalent semester hours per regular faculty member for direct instruction at UH Mānoa in general.

Research and service activities are collected on a self-report basis by the college dean's office. For the 1997 calendar year, college faculty reported 263 publications and/or conference presentations (an average of 3.6 per faculty). Additionally, 86 faculty members reported providing service to one or more state or local educational agencies during 1997 with additional 127 service activities provided to other state agencies.

Further, the auditor reports that in 1998, the Council for Exceptional Children found that the Department of Special Education needed to conduct more and frequent surveys of graduates and did not satisfactorily meet council guidelines regarding procedures for continuing interaction with graduates, school systems, and teachers. In fact, after receiving

the Department of Special Education's response to the initial comment cited above, the Council for Exceptional Children determined, in January 1999, that the special education preparation programs of the College of Education had **met all guidelines and competencies** and thus **approved the programs as meeting CEC standards** for the preparation of special education personnel.

Program development

The auditor's remarks regarding program development are unclear. The auditor asserts that "the college has continued to be lax in ensuring that proposals for new programs contain all information required under university policy." The examples cited are the Post-Baccalaureate Certificate in Secondary Education and the Post-Baccalaureate Certificate in Special Education. We disagree with the auditor's view that adequate information was not provided for these programs. The fact that the Board of Regents approved both programs after careful review by the College of Education Faculty Senate, the Mānoa Faculty Senate, the Senior Vice President, and the President, is clear indication that information was both adequate and compelling.

Program goals and objectives

The auditor criticizes the college for not delineating program goals and objectives in the university catalog. The goals and objectives of our teacher education programs are far too extensive to present in their entirety in the catalog. What the auditor missed is the fact that the program objectives are tied to Hawai'i teacher standards. Hawai'i teacher standards are clearly articulated in a publication of the Hawai'i Teacher Standards Board, and they form the basis for student teacher assessment, the culminating experience of our preparation programs. The Hawai'i teacher standards are based on model national standards created by the Interstate New Teacher Assessment and Support Consortium and were approved by the Governor in the summer of 1998.

The issue of program goals and objectives has also been thoroughly addressed through the NCATE curriculum folio process. Folios are available for review in the dean's office upon request.

Cohort issues

Changing to the cohort model of delivery for elementary and secondary education was done to enhance program quality, not to reduce cost or enhance administrative convenience. We concede that there remain issues related to faculty workload and other administrative matters related to cohort delivery. However, as stated above, our research clearly indicates that the field-based cohort program is perceived more positively by students than is the former program. If any lack of clarity exists, it does so primarily because the faculty took bold steps to improve programs.

Most puzzling to us is the fact that the auditor apparently draws her conclusions from interviews with a few faculty members. There is no indication in the report how many faculty members express the views that lead to the auditor's conclusions. Neither is it clear whether an individual faculty member's views are a function of his/her resistance to change or whether there is a true lack of clarity of roles or inequity in workload. Any time innovative changes are made, difficulties and ambiguity ensue. A few faculty may have preferred the status quo but overall it is found that the majority of faculty have found the improvements worth the ambiguity.

All of the above is not to say that we are satisfied with the ambiguity and steps are being taken to address the issues. It is not accurate for the auditor to claim, however, that faculty roles have not been addressed. In fact, many faculty meetings have been devoted to just that issue. The lack of total resolution is **not** an indication of lack of effort.

Also troubling to us is the fact that the auditor does not mention the very serious budget cuts that have been imposed on the college since the last audit. Surely the auditor must acknowledge that loss of nearly twenty percent of the college faculty FTE over the last six years has a negative impact on faculty workload and morale. Many of the faculty workload issues would have been settled by now if the college had the same resources today that it had in 1996.

Control over course objectives

The auditor is correct that the college did not have a "policy regarding the development or review of uniform course objectives among instructors." The examples (Exhibit 2.1) that the auditor cites are not substantive issues, however. The proposed solution to re-number courses misses the larger obligation to ensure that course objectives match overall program goals. There will always be latitude given to faculty to address those objectives in keeping with their academic judgment. Nonetheless, it is incumbent upon faculty in preparation programs to ensure that course objectives are consistently addressed across all instructors. Policies regarding the development or review of uniform course objectives among instructors are being put in place as the college pursues national accreditation.

Program evaluation

The auditor points out that we need to do a better job of evaluating programs. We can always do a better job. It is unfortunate, however, that she fails to acknowledge the regular evaluations that the college has undergone under the auspices of the Board of Regents. In addition, the auditor inappropriately dismisses the fact that the college gathered data from students exiting the teacher education programs every semester except one. Also dismissed is the research conducted by individual faculty members to determine the effectiveness of new program innovations.

Budget reductions since the last audit have also impacted the college's ability to focus attention on the assessment of programs. Between 1995 and 1998, the college's operating

allocation was reduced by 4% (\$268,000). These reductions have forced the college to focus its resources on the delivery of its instructional programs rather than assessment and administration.

We are pleased that the auditor acknowledges the special task force on assessment, established in the fall of 1998 as part of the college's preparation for accreditation. That committee evaluated current assessment processes and began to develop recommendations. The task force continues to this date and is working to implement appropriate assessment processes for all programs. This fall the college is co-sponsoring a one-day conference for all new teachers to determine the extent to which they and their schools administrators believe they were prepared to meet the new Hawai'i teacher standards. Other co-sponsors include the DOE and the Hawai'i Teacher Standards Board. In addition to this, each program will send questionnaires to two- or three-year alumni and their supervisors to gain information regarding their views of program quality.

NCATE Folios

Folio	Association	Preparer
Elementary Education – B.Ed.	Association for Childhood Education International	Pat Lopes
Physical Education – B.Ed.	American Alliance for Health, Physical Education, Recreation and Dance	Nathan Murata
Early Childhood Education – B.Ed.	National Association for the Education of Young Children	Rich Johnson
Social Studies – B.Ed. and Post Bac	National Council for Social Studies	Gail Tamaribuchi
English/Language Arts – B.Ed. and Post Bac	National Council of Teachers of English	Helen Slaughter
Mathematics – B.Ed., PBCSE, and MET	National Council of Teachers of Mathematics	Neil Pateman
Science – B.Ed. and Post Bac	National Science Teachers Association	Pauline Chinn
MET – English/Language Arts	National Council of Teachers of English	Hunter McEwan

OUTREACH PROGRAMS

Location	Program	Status of Students
Maui County	Elementary Education	83 completed
Maui	MEd in Educational Foundations	23 to graduate in Fall 1999
Maui County	MEd in Educational Foundations	to begin Summer 2000
Maui	Post-baccalaureate Certification in Secondary Education	19 to graduate Fall 1999
Maui	Special Education Introductory Program (4 courses)	44 enrolled
Maui County	Post-baccalaureate Certification in Secondary and Special Education	34 enrolled
Kaua'i	Elementary Education	18 completed
Kaua'i	MEd in Educational Foundations	19 completed; 6 continuing
Kaua'i	Dual preparation in elementary and special education	21 completed; 7 continuing
Kaua'i	Post-baccalaureate Certification in Secondary Education	27 enrolled
Hilo	MEd in Curriculum and Instruction	21 enrolled
Entire State	Professional Diploma in Education	24 enrolled
Leeward Coast, O'ahu	Elementary Education	24 completed; 26 to graduate Spring 2000

Teacher Education Program Evaluation

Program Constructs	1994-1995 Mean N=136	1995-1996 Mean N=68	1996-1997 Mean N=214	F	p*
Foundations for teaching	3.82	4.09	4.27	18.69	.00*
Observation-participation	3.58	3.77	3.85	3.90	.00*
Skills and abilities	3.78	3.95	4.01	6.09	.00*
Student teaching	4.23	4.23	4.31	1.05	.35
Course instruction	3.72	3.92	3.88	7.15	.00*

*Significance of analysis of variance suggests that 1995-1996 and 1996-1997 graduates are more positive about their preparation program than 1994-1995 graduates, especially students enrolled in elementary field centered programs.