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# Management Audit of the Department of Education's Hawaiian Studies Program

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A Report to the  
Governor  
and the  
Legislature of  
the State of  
Hawai'i

Report No. 08-02  
January 2008



**THE AUDITOR**  
STATE OF HAWAII

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## Office of the Auditor

The missions of the Office of the Auditor are assigned by the Hawai'i 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.
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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.

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### THE AUDITOR STATE OF HAWAII

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# OVERVIEW

## *Management Audit of the Department of Education's Hawaiian Studies Program*

Report No. 08-02, January 2008

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### Summary

We conducted this audit in response to Senate Concurrent Resolution No. 74, Senate Draft 1, of the 2007 legislative session, calling for a financial, program, and management audit of the Hawaiian Studies Program.

We found that the role of the Hawaiian Studies Program, especially its kupuna component, has not been clearly defined and is in need of reevaluation. Lacking accountability for the program's intended outcomes, the Department of Education is unable to show evidence of its effectiveness. In addition, vague guidelines and weak oversight over the schools that receive the bulk of the Hawaiian Studies funds have allowed resources intended to employ kūpuna to be diverted to purposes with little or no connection to a Hawaiian education.

Longstanding stakeholder dissatisfaction with the program—particularly its centerpiece, the kupuna component—can be traced to a lack of leadership and guidance by the Board of Education and the Department of Education in providing direction and focus for the program. The board and department leadership have accepted unworkable plans and failed to establish a process to determine the effectiveness of kūpuna, leaving the program without direction and in decline for more than a decade. The program has also struggled to adapt to changing priorities and strategic directions affecting the entire public school system, such as the federal No Child Left Behind initiative and the State's Reinventing Education Act of 2004.

On the operational level, a lack of guidance and oversight has permitted schools to receive funding without accounting for predetermined deliverables and even divert funding for unauthorized purposes. We found expenditures for office supplies, computers, and furniture made with program funds that did not meet spending guidelines. While most of the funding for the Hawaiian Studies Program is intended to provide for the services of kūpuna in elementary schools, over 20 schools no longer employ kūpuna, but use the funds allocated for kupuna payroll for other purposes with no guidance on achieving comparable outcomes. Our survey of individuals on the department's kupuna payroll listing indicates that significant numbers of kūpuna have concerns about working conditions that differ from guidelines, training, or ongoing support. Given that \$2.8 million provided to schools over the past three years as not used to hire kūpuna, and instead primarily spent on operating expenditure, supplies, and capital items, we found that there is a need to review the allocation of these resources and ensure that the kūpuna receive sufficient support to be effective. Finally, we found that schools purchase textbooks that have been criticized by Hawaiian stakeholders for culturally inappropriate content, contravening a board policy in the process.



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## Recommendations and Response

We recommend that the Board of Education reevaluate the State's compliance effort with the constitutional mandate and the Hawaiian Studies Program's role in that effort. The reevaluation should address purpose, expected outcomes, and any needed modifications for the kupuna component; sufficiency of community resources; and the role of School Community Councils in guiding cultural involvement at schools. We also recommend that the Department of Education require and empower the Hawaiian Studies Program administrator to provide better guidance and oversight, including holding schools accountable for the proper use of Hawaiian Studies Program allocations.

Finally, we recommend that the Hawaiian Studies Program administrator clarify fund allocation guidelines for schools to designate kupuna services or programs with equivalent objectives as priority uses for the funds, identify expected outcomes, and provide the oversight necessary to ensure that funds are used as intended.

The board and department responded to a draft of the report, expressing appreciation for the Auditor's recommendations and their commitment to the program and actions suggested by the report.

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Submitted by

**THE AUDITOR**  
STATE OF HAWAI'I

Report No. 08-02  
January 2008

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## Foreword

This is a report on our audit of the Department of Education's Hawaiian Studies Program. We are responding to Senate Concurrent Resolution No. 74, Senate Draft 1, of the 2007 legislative session and Section 23-4, Hawai'i 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 Board of Education, the superintendent and staff of the Department of Education, and others whom we contacted during the course of the audit.

Marion M. Higa  
State Auditor

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# Chapter 1

## Introduction

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This audit of the Department of Education’s Hawaiian Studies Program was requested by the 2007 Legislature in Senate Concurrent Resolution No. 74, Senate Draft 1 (SD 1). The resolution asked for a financial, program, and management audit of the Hawaiian Studies Program. The request primarily focused on the program’s kupuna component, which employs traditional kupuna (Hawaiian for grandparent or elder) and individuals with knowledge of Hawaiian language and culture to provide educational services to public school children in grades K-6. Specifically, the resolution cited concerns relating to:

- Funding, including allegations that moneys are diverted to purposes not related to Hawaiian studies;
- Employment conditions of kūpuna, including complaints of inappropriate assignments and compensation inconsistencies; and
- Leadership, oversight, and support, including outdated curriculum and schools lacking the services of kupuna.

The Office of the Auditor performed this audit pursuant to Section 23-4, Hawai‘i Revised Statutes (HRS), 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.

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## Background

During the late 1960s and early 70s, Hawai‘i experienced a grassroots movement to revitalize the native Hawaiian culture. This also led to demands for Hawai‘i-oriented courses in Hawai‘i’s public schools and colleges. At the same time, proponents of the movement acknowledged a risk of losing native knowledge of the Hawaiian language, culture, and history permanently with many traditional kūpuna being of advanced age and rapidly dwindling in numbers. This prompted the 1978 Constitutional Convention to propose a Hawaiian Education Program, which, upon approval by the voters, became Article X, Section 4, of the State Constitution:

The State shall promote the study of Hawaiian culture, history and language. The State shall provide for a Hawaiian education program consisting of language, culture and history in the public schools. The use of community expertise shall be encouraged as a suitable and essential means in furtherance of the Hawaiian education program.

According to the transcripts of the Constitutional Convention, “community expertise” includes kūpuna. The convention delegates questioned whether Hawaiian Studies, at that time part of social studies programs, sufficiently reflected Hawaiian history, language or culture. The intent to lay the groundwork for a program that used and preserved the knowledge of kūpuna was expressed in such comments as: “[M]embers of your Committee felt that it was imperative to begin such study today because we are losing the men and women who have significant information—the kupuna, who are dying.”

The Department of Education’s efforts to comply with the constitutional requirements started in 1979 with a Kupuna Program pilot project developed by the Queen Lili‘uokalani Trust. This program was conceived to revive the Hawaiian culture through the Hawaiian language, utilizing a native speaking kupuna-based pilot project as the vehicle to teach the culture. In 1981, the Department of Education adopted this kupuna-based program as its Hawaiian Studies Program, gradually implementing it statewide to serve students in grades K-6. Around 1993, the program reached a peak with over 360 kūpuna. Three employees at the state level and 18 resource teachers, including 14 full-time at the district level supported this service to over 100,000 students with a budget of \$3.4 million. While kupuna services originally were the cornerstone of the department’s Hawaiian Studies Program as well as its compliance effort to meet the constitutional mandate, that prominence has been eroded by evolving educational priorities and the adoption of the Hawaii Content and Performance Standards. Kūpuna are now a component of the Hawaiian Studies Program, one of several Hawaiian education offerings.

The term kupuna in the Hawaiian culture means grandparent or elder. While kupuna were initially intended to be the community resource in the Hawaiian Studies Program, their numbers have dwindled so that other community members, such as mākuā (parent), are now being used in the program. In fact, some community members have been hired at 19 years of age. Although not strictly correct, we will use the terms “kupuna” and “kupuna component” because of their common usage and the general understanding that they refer to the services provided by community personnel within the Hawaiian Studies Program.

***The Hawaiian Studies Program***

The Hawaiian Studies Program is designed to serve all students in grades K-12. The program consists of kūpuna and mākua—culturally competent, native resources—who, through their teaching and leadership alongside regular teachers, seek to preserve the native language, values, history, and culture of Hawai‘i with all students. Program activities include support training for regular classroom teachers to incorporate Hawaiian cultural and historical content in a standards based curriculum. At the elementary level, the Hawaiian Studies curriculum is based on the concept of A‘okahua Honua, place-based learning, that uses Hawai‘i as the relevant link for all content areas. Content related to Hawai‘i is intended to be part of instruction throughout the school day, not only when kupuna are present. At the secondary level, students are required to take two Hawaiian history courses, generally taught by licensed social studies teachers.

***Other programs with Hawaiian content in public schools***

In addition to the Hawaiian Studies Program, instruction with Hawaiian content is taught through the department’s Hawaiian Immersion Program at 19 school sites, serving about 1,400 students statewide. With instruction largely in the Hawaiian language, these schools focus on a targeted student population in an effort to revitalize and continue the Hawaiian language and culture.

Charter schools also play an important role in the State’s effort to comply with the constitutional mandate. Of the 27 charter schools, at least 13 have a program based on Hawaiian culture including at least five Hawaiian language immersion schools.

State funding directly traceable to a Hawaiian education exceeds \$33 million as shown in Exhibit 1.1. In addition, students in grades 4, 7, and 9 are required to take Hawaiian studies subjects in social studies, and schools and teachers build Hawaiian content into the regular instructional activities. In keeping with the strategic direction to decentralize the public school system, the choice of type and amount of Hawaiian content is largely determined at the school and classroom level.

**Exhibit 1.1  
Estimated State Funding for Hawaiian Education Program  
FY2006-07**

Program	Number of Schools	Students Served	FY2006-07 Funding
Hawaiian Culture Based Charter Schools	13	1,706	\$14,400,000
Hawaiian Language Immersion Program*	19	1,316	\$13,600,000
State Administration, Immersion Program			\$2,600,000
Hawaiian Studies Program**	205	96,000	\$3,200,000
<b>Total</b>			<b>\$33,800,000</b>

\*Estimate based on FY2005-06 Department of Education cost per student data, adjusted for the portion of cost of statewide Hawaiian Studies and Immersion Programs.

\*\*Mostly focused on K-6 elementary students. Details on additional instructional activities with Hawaiian content for all of the 181,000 students in the department's schools were not available.

Sources: Department of Education and the Charter School Administrative Office

***Hawaiian Studies  
Program operation***

The Hawaiian Studies Program is administered by the Hawaiian Studies and Language Programs Section within the Department of Education's Office of Curriculum, Instruction, and Student Support. The section is staffed by an administrator and three resource teachers. The program is funded from general fund appropriations. Exhibit 1.2 shows the general funds allocated for the most recent three fiscal years.

**Exhibit 1.2  
Hawaiian Studies Allocations FY2004-05 Through FY2006-07**

	FY2004-05	FY2005-06	FY2006-07
<b>State and district</b>			
Full-time staff (3 positions)	\$134,618	\$135,145	\$149,803
Part-time resource teachers	\$61,455	\$317,774	\$234,032
Other current expenditures	\$142,234	\$4,738	\$51,311
<b>Schools</b>			
Casual personnel services	\$2,678,361	\$2,623,025	\$2,601,308
Other current expenditures	\$206,286	\$191,126	\$191,971
<b>Total</b>	<b>\$3,222,954</b>	<b>\$3,271,808</b>	<b>\$3,228,425</b>

Source: Department of Education

The Hawaiian Studies Program is a categorical program, exempt from the weighted student formula which is used to provide most of the

funding for the schools operated by the Department of Education. The weighted student formula approach was enacted by the 2004 Legislature in the *Reinventing Education Act*, commonly referred to as Act 51. The approach requires the department to apply a system of weighted student characteristics to each school's population in order to derive the school's allocation. The resulting "lump sum" enables specific financial decision-making authority to be executed at the school level, a significant thrust of Act 51. Categorical program funds, on the other hand, are additional moneys whose use is restricted to the limited purpose for which they are provided. Categorical programs are supposed to be funded and tracked to assure that specific state objectives are achieved.

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## Previous Audits

The Office of the Auditor has issued two reports that covered the Hawaiian Studies Program as part of larger reviews of departmental programs: Report Nos. 83-10, *Budget Review and Analysis of the Lower Education Program (Department of Education)* and 84-13, *Follow-Up Budget Review and Analysis of the Lower Education Program (Department of Education)*.

In the first report, issued three years after the Hawaiian Studies Program's creation, the Auditor found the program design to lack comprehensiveness and the means to measure its effect. The report recommended improvements to the program design.

The follow-up report a year later reiterated criticism of the program's planning and evaluation design. We noted that the department held the view that the classroom teacher should be the cornerstone of the program and that Hawaiian concepts should be totally merged into the existing elementary curriculum. However, the report noted that plans lacked detail on how teachers would be trained to accomplish this goal and the expected program effects.

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## Objectives of the Audit

1. Evaluate the Board of Education's and the Department of Education's efforts in complying with Article X, Section 4 of the State Constitution.
2. Evaluate whether the Hawaiian Studies Program's kupuna component is managed effectively.
3. Determine whether funds allocated to the Hawaiian Studies Program are spent in compliance with applicable rules and guidelines.
4. Make recommendations as appropriate.

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## Scope and Methodology

Senate Concurrent Resolution No. 74, SD 1, requests an audit of the Hawaiian Studies Program but enumerates concerns about the kupuna component. We therefore focused on that component, including in our audit an evaluation of the program's controls to ensure that operations are effective, efficient, and in compliance with the law. The audit included a review of financial transactions for compliance with authorized purposes. For the Hawaiian Studies Program as a whole, we also assessed issues relating to its role in meeting a constitutional mandate and evaluated related leadership and management issues. Our reviews and assessments primarily included transactions from fiscal years 2005-06 and 2006-07, but where needed for historical perspective, reached as far back as the program's origins in the 1970s.

Audit procedures included interviews with Department of Education program managers and staff; an examination of program strategic and operating plans, policies and procedures, reports, and other relevant documents and records to assess the program's effectiveness and compliance with pertinent laws; and a review of the management controls governing financial transactions, and personnel management. As part of our audit, we conducted a survey of kupauna. We mailed questionnaires to all persons on the FY2006-07 kupuna payroll, numbering 368. Forty-four questionnaires were returned as undeliverable, leaving 324 potential respondents. We received 174 completed questionnaires. Appendix A shows the questionnaire used and a tally of the responses. We also conducted site visits, interviewed individuals, and examined relevant documents at the Board of Education, the Department of Education, other agencies, community groups, and judgmentally selected schools.

This audit was conducted from June 2007 through November 2007 according to the Office of the Auditor's *Manual of Guides* and generally accepted government auditing standards.

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# Chapter 2

## The Hawaiian Studies Program's Kupuna Component: Requirement or Stewardship Responsibility?

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While there is no debate that Article X, Section 4 of the State Constitution requires the State to provide a Hawaiian education program, differing views between the leadership of Hawai'i's public schools and native Hawaiian stakeholders on how this mandate should be met have led to repeated appeals for action. The Department of Education's approach to the Hawaiian Studies Program relies on teachers to incorporate Hawaiian content aligned with the Hawaii Content and Performance Standards into the regular educational activities. By contrast, stakeholders see the program's purpose as enabling every student to experience the living culture and as nurturing this culture that makes Hawai'i a unique place. They envision a program that emphasizes native practitioners, kupuna, and the Hawaiian language. Native Hawaiian stakeholders have expressed discontent with the department's current delivery of the Hawaiian education and the perceived decline of the kupuna component, particularly since they continue to view this component as the primary vehicle for meeting the constitutional mandate. In light of these divergent opinions, it is evident that thoughtful reassessment of the purpose and role of the Hawaiian Studies Program's kupuna component is needed.

In addition, more immediate improvements to the administration and support of the kupuna component can enhance kupuna services and their working conditions. Overall, administrative weaknesses prevent the kupuna component from reaching its potential. At present, the kupuna component suffers from lack of leadership and direction from the Board of Education, as well as lack of a coherent plan, desired outcomes, and accountability to the Department of Education. Finally, ineffective administrative oversight and resource allocation by the department have allowed funds to be diverted for unauthorized purposes, contributing to complaints by stakeholders.

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### Summary of Findings

1. The role and purpose of the Hawaiian Studies Program and its kupuna component need to be reevaluated.
2. Administrative weaknesses prevent the Hawaiian Studies Program's kupuna component from reaching its potential.

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## **The Role and Purpose of the Hawaiian Studies Program and Its Kupuna Component Need To Be Reevaluated**

Absent clear guidance, a realistic implementation plan, and desired outcomes, the kupuna component of the Hawaiian Studies Program has receded from its initial prominent position as the Department of Education's primary response to the Hawaiian education mandate to a far less pivotal role. In fact, some policy-makers no longer see the component as essential to the compliance effort. Absent the means to objectively demonstrate the component's effectiveness, the department relegates kupuna services to school principals without adequate guidance and oversight to ensure that the funds used will produce the desired outcomes. Furthermore, the Board of Education has been reluctant to assume a leadership role in defining what a Hawaiian education should include. Yet, it has been critical of the Department of Education's inability to account for its achievements.

### ***The purpose of the Hawaiian Studies Program's kupuna component is unclear***

Over the 27-year history of the Hawaiian Studies Program, the Board of Education has relied on the department to satisfy the requirement for an educational program in Hawaiian language, culture, and history. The department's implemented program utilized a rapidly disappearing resource, traditional kupuna, to support Hawaiian studies. However, what the kupuna component is expected to achieve remains murky. Although the kupuna component represents the majority of the resources and activities deployed in the Hawaiian Studies Program, the department has not established expected outcomes or measurable objectives. Lacking these elements, the department cannot demonstrate the effectiveness of the services delivered by kupauna.

### **The constitutional mandate offers a broad vision**

Differing interpretations of the constitutional mandate for a Hawaiian education place the leadership of the State's public schools and native Hawaiian stakeholders at odds with each other. Article X, Section 4 of the Hawai'i State Constitution requires the State to provide an educational program in Hawaiian language, culture, and history. It also requires that the use of community expertise be encouraged, stressing the importance of such expertise in furthering an educational program. Some stakeholders question whether the public school system currently complies with the mandate.

Conflicting opinions on the meaning of this mandate center on the nature and extent of involvement of community expertise. While the department has used the expertise of native Hawaiian organizations such as the Queen Lili'uokalani Trust, Kamehameha Schools, and the Office of Hawaiian Affairs, as well as the University of Hawai'i, the reference to community expertise in the State Constitution is generally thought to refer to Hawaiian elders, kupauna, the traditional repository of Hawaiian

culture. In agreement with this belief, the department has employed as many as 400 kūpuna to assist teachers in incorporating Hawaiian content into their educational activities. However, the department does not agree with some native Hawaiian stakeholders who interpret the mandate as requiring every K-6 student in every classroom to be instructed by a kupuna. Stakeholders view the State and the Hawaiian Studies Program as stewards of preserving and promoting a sense of identity and place, and for nurturing a culture that makes Hawai'i unique, a major factor in attracting visitors to the state.

The degree to which the public school system meets the constitutional mandate is unclear. Some members of the native Hawaiian community see the kupuna component as the cornerstone of the effort to promote Hawaiian language and culture. However, this program currently accounts for less than a tenth of the total state funding for Hawaiian educational programs.

### **Board of Education guidance of the program and the kupuna component has been tentative or absent**

Since the inception of the Hawaiian Studies Program's kupuna component, the Board of Education has not provided adequate guidance to the department. According to the board's guidelines for setting policy, Hawai'i educational policies are directives established to guide the operation of the school system and to ". . . specify what the desired ends are. . . ." These guidelines are consistent with the principles and concepts espoused by the State's budget laws and recommended practices in governing for performance. These principles advocate planning through measurable goals and objectives that state what is to be accomplished and how accomplishments are to be measured. Even with these policy-setting guidelines in place, however, the board did not adopt a policy for the department's Hawaiian Studies Program or for the kupuna component.

Concerned about reports of a declining kupuna component, the 1994 Legislature requested the Board of Education to create a policy reflecting its commitment to the component. It was not until April 2001—21 years after the inception of the Hawaiian Studies Program—that the board adopted its first policy for the program, Board of Education Policy 2104. However, that policy is silent on both the constitutional mandate and the kupuna component.

Board of Education Policy 2104 neither specifies program goals nor describes the program's role in the compliance effort. Instead, it places responsibility on the department to establish the goals and objectives of the program and to provide the means for evaluation. In interviews with current and former board members, we were informed that it is the

board's responsibility to provide clear direction to the superintendent on the board's expectations for accomplishments and its priorities regarding student outcomes. Thus, the board shifted its responsibility to the department without clear guidelines, resulting in uncertainty at the school level. Ultimately, this lack of consensus about the mandate and its relationship to the program has become a major source of friction, complaints, and dissatisfaction among native Hawaiian stakeholders.

The absence of direction is exemplified by the board's acceptance, albeit with reservations, of a substandard implementation plan for the Hawaiian Studies Program in 2000. This plan, *O Ke Kahua Mua, Ma Hope e Kukulu*, reflects the desired goals and objectives of stakeholders involved in its creation. However, both the program administrator and the board were aware that many of its stated goals and objectives were unrealistic. As a result, seven years later, specific actions to meet the plan's stated goals and objectives have yet to be initiated.

For example, one of the goals is for all classroom teachers to have basic knowledge of and appreciation for the language, culture, and history of Hawai'i. The Hawaiian Studies Program program administrator has not established what steps would be required to reach this goal, nor taken specific steps towards achieving this goal. In addition, the department remains undecided on implementing proficiency requirements for teachers in these areas. Although courses in these topic areas are required of teachers studying in Hawai'i, such coursework is not required of otherwise qualified teachers hired from the mainland. Yet mainland trained teachers are often those who are assigned to rural areas with a heavy concentration of native Hawaiian students and where cultural awareness is particularly important.

Ultimately, the plan reflects a wish list rather than a realistic guide to action. By adopting this "wish list" as a plan, the board and the department should have expected that stakeholders would regard them as a promise of impending efforts. Not surprisingly, some stakeholders view the department's inaction on goals outlined in this implementation plan as a breach of promise by the state.

### **The department cannot account for the kupuna component's effectiveness**

Each of the past three fiscal years, the department allocated over \$2.8 million of the total \$3.2 million Hawaiian Studies Program budget to fund its kupuna component. It cannot demonstrate, however, what the component provides because it has not defined the outcomes the component should accomplish and the objective measures needed to monitor its progress and ensure its viability. With no means to demonstrate accomplishments, the department has been criticized by the

Board of Education, the Legislature, and internal and external auditors as long ago as 1983. Planning for desired outcomes and evaluating program effectiveness are among the governing principles of the state budget law. They also reflect best practices for managing government programs.

Chapter 37, Hawai'i Revised Statutes (HRS), outlines the State's budget system. It establishes planning, evaluation, appraisal, and reporting among the governing principles for resources and activities designed to achieve an objective, a statement of the end result or condition desired. Desired outcomes and effectiveness measures are critical tools for program administrators to identify and address areas in need of improvement to maximize program performance.

In a 1983 departmental budget review report and a follow-up report a year later, we found that the program viewed evaluations in terms of input, such as whether program guides were completed or training materials and sessions were offered. We disagreed with the department's contention that development of a program evaluation based on outcomes could not be done before the program had been implemented. Subsequent program evaluations, however, including one in 1994 that sought to objectively determine student knowledge, found that the program design did not allow assessment of the relationship between the effectiveness of the kupuna delivery and scores on student knowledge.

More recently, the department's own contractor noted the lack of meaningful evaluation of the kupuna component. A 2005 system-wide program review by the accounting firm of PricewaterhouseCoopers found that data were not being systematically collected and analyzed to measure the effectiveness of the kupuna component.

***Changes in the kupuna component and the advent of school-based management have reduced the component's prominence***

Changes in the department's use of kūpuna to promote Hawaiian language and culture, difficulties in recruiting kupuna, and a changing environment at the schools have impacted the kupuna component's prominence in the department's effort to comply with the constitutional mandate and the focus of its instructional activities.

The component is based on a model that is heavily focused on language in the instruction of a Hawaiian education. Traditional kūpuna, who are living embodiments of the Hawaiian culture and native speakers of the language, are the medium of delivery for related Hawaiian instructional activities. Although the department's plans and guidelines still reflect this focus on language, only a minority of today's kūpuna serving department schools are native Hawaiian speakers or proficient in the Hawaiian language. Further, some schools no longer employ kūpuna.

And finally, increasingly autonomous schools are faced with competing priorities that can affect their willingness or ability to support kupuna services.

### **Today's kupuna component differs from its original basis and focus**

While Hawaiian Studies planning documents still reflect the original intent for the program, availability of kūpuna as well as changes to the school system's priorities and focus require updated operational approaches and more relevant guidelines to keep the component viable.

In response to the constitutional mandate, the department, in 1980, adopted what was at that time a successful pilot program sponsored by the Queen Lili'uokalani Trust and began to implement it statewide. The Queen Lili'uokalani Trust model for the department's Hawaiian Studies Program envisioned restoration of the Hawaiian culture through the teaching of the Hawaiian language by kūpuna. In traditional Hawaiian communities, kūpuna were viewed as teachers because of their experience. The department, however, assigned its teachers the responsibility for implementing the Hawaiian education program with kūpuna providing input in the areas of Hawaiian language and culture. While teachers were expected to learn from kūpuna and to use that knowledge throughout their instructional activities, the gap in expertise has persisted. This is not surprising as many teachers do not work closely with kūpuna on planning and presenting Hawaiian content. Also, teachers frequently leave kūpuna alone with their class, a clear departure from written guidelines.

Planning documents for the Hawaiian Studies Program, which is largely comprised of the kupuna component, still reflect the emphasis on language. For example, one of the goals for the program's 2000 implementation plan is "that all studies personnel, kūpuna, mākua, ōpio, kumu, kumu kakoo will speak Hawaiian." The same document however, acknowledges that the majority of kūpuna no longer speak Hawaiian proficiently. Our kupuna survey confirmed this fact as 84 percent of respondents see themselves minimally or less than competent speakers of the Hawaiian language. Only eight of the 173 respondents said they were native speakers. Consequently, without a cadre of native speakers, the role of language as a medium for teaching culture has been diluted. Absent guidelines for alternative delivery mediums, schools have been using resources allocated for kupuna services for other purposes without being required to demonstrate equivalent effectiveness. Funding guidelines permit alternative uses of funds as long as the purpose is related to Hawaiian Studies. Some funds have been used for musical

instruments, projection equipment, and art programs. According to the department's roster, up to 31 schools receiving funding for kūpuna do not hire kūpuna.

With a decline in the number of kūpuna, the department also reports difficulties in recruiting sufficient numbers of kūpuna. A 1987 University of Hawai'i Curriculum Research and Development Group evaluation report warned of the potential effect of this problem and the need to prepare for the future shortage of kūpuna and recommended preventive action. Downgrading hiring qualifications such as language proficiency has allowed the department to enhance its community resources but has also impacted its ability to promote the Hawaiian language.

In addition, alternative ways to deliver the cultural experience provided by kūpuna must be found. The superintendent of education sees this as a responsibility of the schools. Unless guidelines on alternative choices are adopted by the Hawaiian Studies Program administrator and district staff, some schools' choices will depart from the original intent and further erode the viability of the Hawaiian education.

### **School-based management and external factors have impacted the kupuna component**

Over the years, various school reform efforts intended to place decision-making authority at the school level and performance requirements imposed by the federal government have impacted the kupuna component. Stakeholder concerns about inconsistent working conditions for kūpuna between schools are in part a result of the strategic trend towards more autonomous, flexible, and customized school communities. Examples of inconsistencies include differences in scheduling, whether a school provides dedicated classroom space for kūpuna, and paying kūpuna for time spent on preparation of kupuna lessons.

With the *Reinventing Education Act* of 2004, also known as Act 51 (Session Laws of Hawai'i 2004), the Legislature, the Board of Education, and the Department of Education committed to turning the education system upside down. Act 51 assigns the department responsibility for setting standards that schools must meet and provides the support infrastructure needed to achieve that end. It also moves the decision-making authority to the school level. Day-to-day decision-making authority is primarily in the hands of the principal, which includes decisions to hire staff. Thus, kūpuna are hired by the school and serve at the pleasure of the principal, subject to applicable laws, rules, and regulations. Consequently, working conditions found by individual kupuna vary from school to school.

In addition, Act 51 also assigns the school community a role in shaping what occurs in its schools. The Legislature created School Community Councils to ensure that the community has a voice in a school's affairs. Through involvement in these councils, stakeholders can influence a school's commitment to Hawaiian Studies and kupuna services. Schools can be encouraged to reach beyond mere compliance with the standards espoused by the department.

While Act 51 is one of the most significant changes to the public school system, efforts to decentralize are not new. In the early 1990s, the School Community Based Management initiative sought to shift educational decision-making powers and spending flexibility from the department to schools and their community. However, unlike Act 51, the initiative did not affect all schools. School Community Based Management impacted the Hawaiian Studies Program, particularly its kupuna component, as participating schools received funding in a lump sum, giving them significant authority over allocating their budget. This was a departure from the traditional funding by categorical programs that restricted spending to the specific purposes of each program. By 1994, the department found that participating schools had diverted funding from Hawaiian Studies to areas deemed of higher priority. In addition, most district level support positions were eliminated, eventually reducing the number of statewide support personnel from 18 resources teachers—14 of whom were full-time—to today's seven part-time positions. These developments prompted a concerned 1994 Legislature to request that School Community Based Management Councils retain the kupuna component and to ask the Board of Education to commit to the component by policy. Thereafter, the department returned to categorical funding for the Hawaiian Studies Program, again restricting funds allocated to purposes related to the program.

The State's move toward a standards based education guided by the Hawaii Content and Performance Standards requires kūpuna to align their instructional activities to these standards, a transition that posed a challenge to some kupuna who are not trained teachers. Knowing this, the department provides training to help with this effort.

The federal No Child Left Behind Act requires schools to achieve pre-determined academic benchmarks and provides for sanctions for non-performance, including restructuring of the school. For some principals, this federal mandate placed kupuna services in the position of having to compete for priority with other programs. The effects on kūpuna are widespread and include receiving less class time due to priority being given to other instructional activities and less favorable instruction schedules, which can cause logistical difficulties for kūpuna who must carry materials from classroom to classroom or whose age or health may restrict mobility. While the department recommends that schools provide

children at least one hour of contact time with a kupuna per week, 75 percent of the respondents to our kupuna survey reported contact time of less than an hour, with almost a quarter of respondents reporting only 30 minutes or less per week. Also, more than a quarter of respondents reported physical difficulty reaching classrooms.

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## **Administrative Weaknesses Prevent the Kupuna Component From Reaching Its Potential**

While relying on schools to administer the services of kupuna, the department has failed to provide the oversight and support needed to ensure that the kupuna services provide value for taxpayer funds. In addition, the program administrator's appropriation guidelines provide no directions for acceptable equivalent alternative services for schools that do not hire kūpuna, resulting in funds being diverted for unauthorized or questionable purposes.

At the school level, spending restrictions are frequently ignored. Some schools leave significant amounts of allocated funds unspent or allow such funds to lapse at the end of a fiscal year, which raises the question of whether some of these funds could be used to promote and support kupuna services at the state and district levels. Finally, relating to the curriculum for Hawaiian Studies, we found that while the department's plans to revise its curriculum guides move forward, its failure to enforce a Board of Education policy has allowed the use of textbooks that are considered culturally offensive by native Hawaiians.

### ***Poor oversight results in diversion of Hawaiian Studies funds for other purposes***

The Hawaiian Studies Program administrator does not monitor schools' compliance with guidelines that govern how \$2.8 million allocated to schools for kupuna services and supplies are spent. Instead, the administrator relies on schools' cooperation and the department's checks and balances to ensure compliance with spending guidelines. However, departmental fiscal safeguards, such as approval processes for changes in expenditure plans and scrutiny of payment requests before a check is generated, are not designed to enforce such compliance. Consequently, schools are able to divert funds intended for Hawaiian Studies for unauthorized purposes with impunity.

### **Categorical funding focuses on achievement of program objectives**

The funds allocated to schools to pay for kupuna services and supplies are called "categorical funds" and are exempt from the Weighted Student Formula. The Weighted Student Formula funding method requires that spending authority for at least 70 percent of the department's budget must be placed in the hands of school principals, essentially providing a lump sum budget for each school. The formula determines the amount a

school will receive for basic needs, plus a specific dollar amount for each student, and additional money given for each student with special needs.

Categorical allocations supplement the Weighted Student Formula and are used where the department needs to exert a greater degree of control to ensure that a specific program's purpose is achieved. Funds for categorical programs, such as the Hawaiian Studies Program, typically come with strict funding regulations and spending guidelines. In the case of the Hawaiian Studies Program, the program administrator is responsible for ensuring that the categorical funds are spent according to specific guidelines to meet program objectives.

The Hawaiian Studies Program continues to be funded as a categorical program partly because of its role in meeting a constitutional mandate. In addition, prior attempts at lessening central control of program finances in connection with School Community Based Management showed a tendency for schools to redeploy Hawaiian Studies funds for other purposes. To ensure that Hawaiian Studies funds were used as intended, the department retained categorical funding of the program. The Hawaiian Studies Program administrator's allocation guidelines to schools receiving program funds for FY2006-07 state that those funds must be spent for direct instruction of elementary students and for purposes related to Hawaiian Studies. They also are quite explicit that the main intent for the payroll funds is for the support and maintenance of kupuna services. Exceptions provide that other community personnel with expertise in Hawaiian culture can be recruited and that Hawaiian Studies resource materials used by the school as a whole can be purchased as long as the ability of kupauna to deliver services is not impaired.

The guidelines provide schools with only two categories for spending: casual payroll (primarily kupuna services) and supplies. These categories of spending are also referred to as "A1" and "B" funds, respectively. For FY2006-07, schools received \$2,793,000 in Hawaiian Studies Program allocations, including \$2,601,000 for kupuna services (A1 funds) and \$192,000 for supplies (B funds). Schools, however, circumvent spending guidelines when they carry over unused funds to subsequent fiscal years. Gaps in the department's fiscal controls allow schools to reclassify these carryover funds originally allocated for kupuna payroll. For example, although there is no provision for spending funds on equipment, furniture, and books—textbooks, library, and reference books—which fall under a separate category of capital outlays, books, and inventoried items; significant amounts of Hawaiian Studies Program carry-over funds were spent for some of these unauthorized purposes. Finally, lack of specific guidelines on alternative uses of funds when a school does not employ kupuna services renders questionable the additional amounts spent by schools.

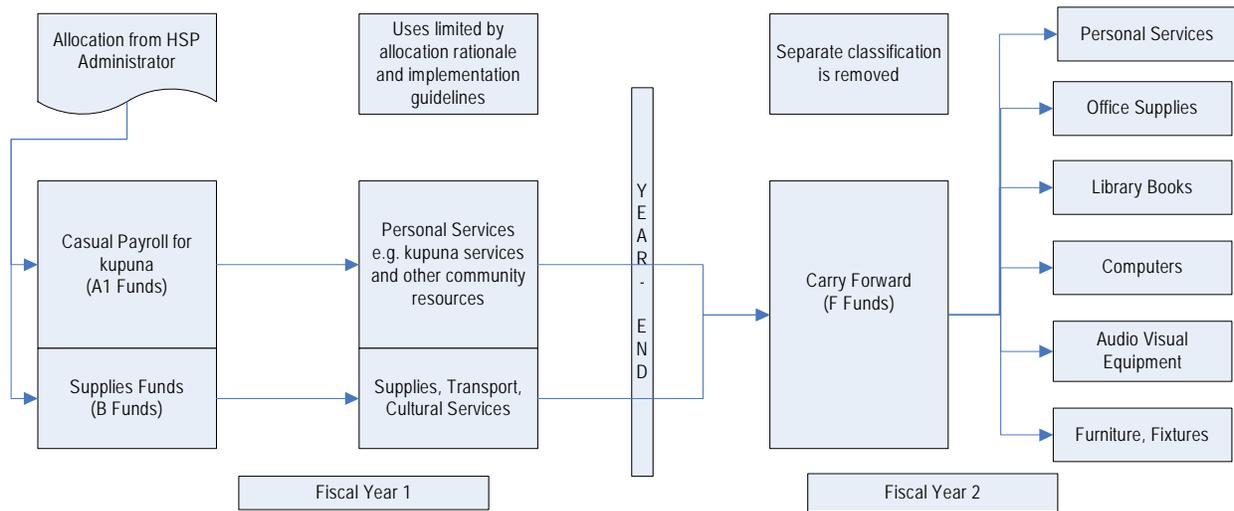
### **Lax control over carryover funds fosters abuse**

Weak financial safeguards for categorical funds carried forward to the following fiscal year undermine compliance with the spending guidelines for funds allocated primarily for kupuna payroll and supplies. In total, almost \$1 million of the \$2.8 million allocated to schools for the kupuna component in FY2005-06 were not used, then carried forward, and, to a significant extent, ultimately used for purposes other than the Hawaiian Studies Program. For example, of the \$1 million carried forward into FY2006-07, an estimated \$700,000 that was originally allocated “to support and maintain kupuna services as well as utilize other community resources” and for “direct instruction for elementary students in the Hawaiian culture, history, and language”—in other words, to hire kūpuna and related community resources—became available to purchase educational supplies, equipment, and furniture.

Chapter 37, Hawai‘i Revised Statutes (HRS), the State’s budget law, provides that any leftover moneys appropriated for a fiscal year will lapse and must be returned to the general fund. In 1993, however, the Legislature enacted an exception that allows the Department of Education to carry forward up to 5 percent of its allocations for up to 12 months to give the department added fiscal flexibility. We found, however, that this flexibility provides an opportunity for abuse. The Hawaiian Studies Program administrator relies on the department’s system of fiscal controls to monitor school spending while the department relies on the program administrator to do the same. As a result, schools’ spending of carried forward funds remains largely unmonitored.

The department’s financial systems include some safeguards that trigger questions and authorization requests when proposed transactions fall outside certain parameters, but many of these safeguards fall by the wayside after funds are carried forward. In the case of Hawaiian Studies Program categorical funds, this results in the removal of spending restrictions in the carry forward year. Even though departmental guidelines state that spending restrictions applicable to categorical funds still apply to amounts carried forward, without the systematic safeguards mentioned above, these guidelines are widely ignored. Exhibit 2.1 shows how the carry forward process facilitates the diversion of funds away from original restrictions.

**Exhibit 2.1**  
**Spending Restrictions No Longer Apply When Funds Are Carried Forward From One Fiscal Year to the Next**



Over 30 percent of funds allocated for the Hawaiian Studies Program for FY2006-07—\$1 million of \$3.2 million—was carried forward, including \$900,000 originally allocated to schools for casual payroll. Through the carry forward process, schools re-categorized and used most of these payroll funds for non-payroll purposes. This explains how, in FY2006-07, \$862,000 was spent on non-payroll expenditures when only \$243,000 was budgeted for that purpose. In other words, over \$600,000 of funds intended for kupuna services were re-categorized. For example, one school received between \$37,000 and \$41,000 per year for each of the last three years for kupuna payroll and used only between \$5,800 and \$6,300 of these funds on kupuna services. Consequently, the school carried forward between \$31,000 and \$35,000 each year to the following year to be spent on non-payroll operating expenses without scrutiny.

In addition, we found that unused Hawaiian Studies Program funds have been diverted to cover overspending in unrelated programs, such as English as a Second Language and the Parent Community Networking Center. Over \$12,000 were used at the end of FY2005-06 by various schools to cover such deficits.

### **Schools are not held accountable for expenditure of Hawaiian Studies Program funds**

Successive Hawaiian Studies Program administrators have not met their responsibility to ensure that taxpayer funds allocated to the Hawaiian Studies Program are used effectively to attain program objectives. Failing to use available financial reports and data to compensate for limitations of departmental safeguards on spending, successive administrators have allowed schools to divert a significant portion of the allocated funds to unauthorized purposes. In fact, there has been no systematic oversight over schools' spending of Hawaiian Studies funds, even when schools no longer employ kūpuna or when they have curtailed kupuna services to a fraction of what was intended. According to the current program administrator, a lack of authority to compel schools administrations' compliance with program guidelines leaves the program dependent on voluntary adherence. We found, however, that the administrator has the authority to withhold or modify future allocations but has not used these means to hold non-compliant schools accountable. Instead of using available data and designing pro-active measures to identify non-compliant schools, the administrator merely reacts to complaints and reports from district staff.

This void in spending oversight has contributed to the frustrations expressed by kūpuna and native Hawaiian stakeholders in testimony to the Legislature and was reflected in the responses to our survey of kūpuna. Fewer than half of our survey respondents reported being informed of their budget at the beginning of the school year although schools are required to have a spending plan for the funds received. Even fewer indicated that they were informed about amounts spent and remaining or received updates on the balances left during the year. Sixty-three percent said that they are not consulted when funds are transferred to other uses. In fact, at one school, kūpuna were informed, not consulted, that "the bulk of the Hawaiian Studies supplies fund would be spent on Elmos [projectors]." Yet, pre-service program guidelines for kūpuna provide that principals are responsible to share with kūpuna fiscal information needed for kūpuna to plan their activities for the school year.

Moreover, spending guidelines do not allow diversion of funds if kupuna services are negatively impacted. These guidelines, however, are widely ignored, according to our survey of kupuna. Consequently, it is easy to understand how kūpuna might view the extent to which school administrators fail to adhere to department guidelines as a breach of promise and a source of protest and complaint. Testimonials to the Legislature and the responses to our kupuna survey reflect a need for oversight and advocacy in this area by state and district support staff.

As the manager of the Hawaiian Studies Program and its kupuna component, the program administrator is responsible to ensure that the program's desired outcomes are achieved and that taxpayer funds appropriated for that purpose are spent to advance program outcomes. However, while the department's systematic controls are effective to ensure that funds are available and spent according to applicable policies, they do not include specific checks for compliance with the program's allocation guidelines. In addition, the department's payroll system has only limited ability to prevent Hawaiian Studies Program funds from being used for unauthorized purposes. The system cannot readily identify paychecks that are issued to non-kupuna personnel or valid services related to Hawaiian Studies. Periodically comparing the program's payroll listing with a roster of kūpuna could serve this purpose; however, state and district staff could not produce a complete listing of kūpuna on our request.

The program administrator has not devised measures to compensate for the weaknesses in the department's systematic safeguards. Such measures could include periodic scrutiny of expenditure data that show how schools spend their allocations. At present, however, the administrator does not periodically scrutinize this data. Even a cursory review of expenditure data can readily pinpoint potential abuses. For example, in preparation for our audit, we obtained and reviewed a report listing all expenditures by school and by object of expenditure classification, a number code used to identify the type of expenditure in accounting reports. Our review revealed that significant portions of the \$862,000 in non-payroll expenditures for FY2006-07 fell into categories that would indicate a risk of funds being diverted and would thus warrant closer scrutiny. Examples of such risks include more than \$50,000 for office supplies, \$27,000 for computer supplies, \$43,000 for computer equipment, and \$7,870 for furniture. In addition, expenditures that exceed allocations are also suspect; for example, \$354,000 spent on classroom supplies when the entire amount budgeted for supplies was \$191,000. Our scrutiny of some of these transactions indicated that some of these classroom supplies were not purchased solely for kūpuna or Hawaiian Studies. Examples include school purchases of 25 computers, over 30 cases of copy paper, and 10 cases of folders. A breakdown of school expenditures by expenditure object classification is shown in Exhibit 2.2.

**Exhibit 2.2**  
**Hawaiian Studies Program FY2006-07 Non-payroll Expenditures by**  
**Expenditure Object Classification (Object Code)**

<b>Object Code</b>	<b>Object Description</b>	<b>Total Expenditures</b>
2901	Personal Services Other State Employees	\$300
3002	Audio Visual Supplies	\$1,787
3004	Clothing Supplies	\$262
3005	Custodial Supplies	\$930
3006	Classroom Supplies	\$354,825
3009	Library Supplies	\$7,341
3010	Computer Supplies	\$27,219
3101	R & M Supplies	\$25
3160	R & M Supplies	\$3,798
3190	R & M Supplies	\$109
3201	Office Supplies	\$53,772
3301	Meals	\$1,100
3401	Other Miscellaneous Supplies	\$19,022
3501	Dues	\$120
3502	Subscriptions	\$242
3602	Freight & Delivery Charges	\$1,729
3701	Postage	\$5,810
3801	Telephone & Telegraph	\$705
4201	Transportation Intra-State	\$6,767
4301	Subsistence Intra-State	\$680
4601	Hire of Passenger Cars	\$445
4801	Bus Fare	\$16,046
4802	Excursions & Field Trips	\$2,233
4803	Parking Charges	\$50
4804	Other Travel	\$175
5601	Rental on Equipment	\$4,871
5801	R & M Audio Visual Equipment	\$106
5804	R & M Audio Instructional Equipment	\$1,223
5806	R & M Office Equipment & Furniture	\$7,237
5808	Other Repairs & Maintenance	\$2,819
5809	R & M Computer Equipment	\$3,220
7104	Service for Fee-Miscellaneous	\$15,400
7203	Registration Fee	\$57,255
7207	Other Miscellaneous Current Expenses	\$7,456
7701	Audio Visual Equipment	\$39,876
7704	Office Equipment	\$126
7705	Instructional Equipment	\$51,543
7706	Library Books	\$28,676
7707	Library Books	\$187
7708	Computer Equipment	\$43,029
7709	Furniture & Furnishings	\$7,870
7710	Reference Books	\$11,179
7711	Textbooks	\$70,511
7713	Other Equipment	\$1,980
7801	Computer Software	\$1,989
8704	Food	\$130
	<b>Grand Total</b>	<b>\$862,175</b>

Source: Department of Education

The Hawaiian Studies Program administrator's authority to ensure adherence to spending guidelines is limited. At the beginning of each school year, the administrator provides spending guidance by allocation notices. Thereafter, the administrator can only recommend denial of request for changes and has no authority to impose sanctions on schools that improperly divert funds or to demand reimbursement of allocated funds. The administrator may, however, cut or withhold future allocations until a non-compliant school provides adequate assurances that funds will be spent as authorized. Such measures have never been applied, according to the recently appointed administrator who cites obstacles including personnel constraints, lack of a monitoring process, and expected resistance from schools.

In FY2006-07, there were 3,549 non-payroll expenditure transactions from Hawaiian Studies Program funds for a total of \$862,175. From these, we judgmentally selected a total of 88 transactions from 20 of the 160 schools that used carry forward funds to supplement the allocation for supplies to determine their compliance with spending guidelines. We found that of \$161,000, the total for the 88 selected transactions, only \$10,680, or 7 percent, were used for kupuna supplies. Close to half, \$72,030 (45 percent), was used for purposes not authorized by the guidelines, with the remaining \$78,610 spent for purposes broadly related to Hawaiian Studies.

Unauthorized expenditures include computers, audio visual equipment, and textbooks. These items fall under the budget classification of equipment and inventoried items, which classifications are not allowed under the program's guidelines. One school bought 25 computers for \$6,100 and another upgraded 142 computers for \$9,900. Schools spent upwards of \$29,000 on audio visual and instructional equipment at an average cost of \$1,200 per unit, including a \$4,400 camcorder with accessories. We also found that at least \$10,000 were spent on textbooks and library books that have no link to Hawaiian studies, including \$6,600 for 110 books entitled *American History to 1877*. Finally, some schools purchased large quantities of office supplies, such as \$6,700 for 213 cases of copy paper, which equates to a year's supply for the entire school.

Abuse was evident at schools that do not employ a kupuna. At three of the schools reviewed that did not employ a kupuna, none of the transactions we reviewed, over \$15,500, met the criteria of the allocation guidelines. Instead of kupuna services, the schools' purchases included \$7,600 for instructional equipment and \$7,900 for audio visual equipment.

Finally, although less prevalent, we also found that some schools use Hawaiian Studies Program payroll funds to pay for services that do not

meet the authorized criteria. Examples include payment for paraprofessional tutors, part-time teachers on a program related to No Child Left Behind compliance, and services for after-school art enrichment programs.

### **Allocation guidelines lack focus on desired outcomes**

For schools choosing to forego kupuna services, spending guidelines for Hawaiian Studies Program funds provide no directions on obtaining equivalent alternative services. In addition, guidelines do not require spending to be aimed at achieving acceptable equivalent outcomes, and there is no requirement that the Hawaiian Studies Program administrator approve school use of kupuna payroll funds for programs not involving kūpuna. In fact, exceptions in the guidelines leave significant room for interpretation, allowing schools wide discretion to divert funds for other priorities. Ultimately, the ability to divert funds defies the reasoning behind designation of Hawaiian Studies Program funds as categorical, which is to ensure that funds support achievement of specific objectives.

The primary purpose for Hawaiian Studies Program funds is to provide for kupuna services and the supplies they need. An exception is allowed, however, when funds are used for resources related to Hawaiian Studies, as long as the kupuna services are not impacted. We found that this exception can be easily abused by simple association with anything Hawaiian, regardless of cultural merit.

One school's alternatives to kupuna services, for example, included over \$2,000 spent on an after-school art enrichment program. The after-school program served up to 27 of the school's 500 students, had no legitimate connection to Hawaiian Studies, and had not been approved by the Hawaiian Studies Program administrator. Exhibit 2.3 illustrates the program's contrived association with Hawaiian Studies.

**Exhibit 2.3**  
**Art Around the World Curriculum**

*Art Around The World Curriculum*

Month	Date	Location	Art Focus	Project	Process
January	23	China	Ceramics Ming Dynasty	Ceramic Tiles with Memory of Hawaii	Brainstorm Ideas
	25				Research Symbols or Pictures
	30	Native American	Weaving	Dream Catcher	Sketch on Paper
1	Transfer onto Tile				
February	6	Japan	Calligraphy Sumi-e Style	Landscape on Scroll	Paint Tiles
	8				Shape Pipe Cleaner into Circle
	13	No Class Due to Schedule Conflict			Cross Yarn Over Circle
	15	Holland	Straight Line Design Piet Mondrian	Create a Mondrian Style Painting	Tie Feathers on Bottom
	20	Thailand	Wax Resist	Create Batik	Attach Pony Beads to End
	22				Paint Landscape
27	Write Name in Katakana				
March	1	Spain	Still Life Pablo Picasso	Still Life Drawing	Attach Paper to Dowels
	6				Attach String on Top
	8	Holland	Acrylic Paint Paint Brush Techniques Vincent Van Gogh	Paint Flower Pots (Dutch)	Place Tape to Form Rectangles
	13				Color in Rectangles
	15				Draw Design with Sharpie
Open Gallery Exhibit of Student Work				Place White Paper Over	
<b>Total of 15 Classes</b>			<b>Approximately 7 Major Art Projects, Minor Art Technique Projects Throughout</b>		

Source: Department of Education

Another example of questionable association with Hawaiian Studies is the purchase of 25 ukulele and cases for \$7,656. Allocation guidelines allow purchases of educational materials related to Hawaiian Studies for use by the entire school. However, the guidelines also specify that funds must be used for direct instruction of elementary students. The instruments in question are used primarily for concerts and are kept in storage most of the time. While the purchase of ukulele would normally be considered by the program administrator to be sufficiently related to Hawaiian Studies, schools can and do stretch the rules to suit their purpose. A lack of oversight and accountability provides an incentive for such behavior to the detriment of the Hawaiian education the funds were supposed to provide.

**Resource allocation needs reevaluation to better promote and support the kupuna component**

Unused funds and widespread discontent among kūpuna with working conditions raise questions about the way resources are allocated and used. Over the most recent three years, schools did not use \$2.9 million in the years for which these funds were allocated, which, as discussed above, allows such funds to be removed from Hawaiian Studies Program funding restrictions. Worse, over a quarter of a million dollars in Hawaiian Studies Program funding lapsed unused and was returned to the department, as illustrated in Exhibit 2.4. With few district and state resource staff available to provide on-site program oversight, support, and guidance, the department appears unable to promote compliance with program guidelines and to adopt best practices and proven solutions. For example, methods from schools with successful kupuna programs may help other schools currently not employing or considering putting a halt to kupuna services. Although some inconsistencies in working conditions between schools are inevitable, the department can do more to address this major source of kupuna discontent. Further, some issues are within the Hawaiian Studies Program administrator’s control and can be improved. Although the program administrator has deferred management of kupuna concerns to schools, ensuring effective and successful services remains the administrator’s responsibility.

**Exhibit 2.4  
Funds Not Used in the Year Allocated or Lost to the Program, FY2004-05 Through FY2006-07**

	<b>FY2004-05</b>	<b>FY2005-06</b>	<b>FY2006-07</b>	<b>Total</b>
Unused and carried forward	\$906,000	\$891,000	\$1,081,000	<b>\$2,878,000</b>
Unused lapsed and returned to department	\$107,000	\$55,000	\$101,000	<b>\$263,000</b>

Source: Department of Education

District level resource staff for the Hawaiian Studies Program consist of seven part-time district coordinators, who work up to 17 hours per week. At the state level there are three full-time state resource teachers who report to the program administrator and spend as little as 25 percent of their time working on kupuna-related issues due to demands for assistance in other Hawaiian Studies areas. This staffing quotient reflects a significant decline from 1993, when district support staff included 14 full-time and four part-time positions. Veterans of the kupuna program confirm a decline in the availability of individualized services to help kūpuna and teachers succeed.

Currently, support activities are focused mainly on off-site training and newly hired kūpuna. Resource staffs’ visits to schools for assisting

kūpuna and teachers are limited and less frequent than in the past. One kupuna, a native speaker, referring to the day when first signing up to be a kupuna, commented on our survey that at that time, “[T]here was always someone who came to the school to help with teaching techniques. . . .” At the state level, the administrator and resource teachers acknowledge their inability to provide optimal support to the program and slow progress on plans to update and complement existing program guides and instructional materials, citing understaffing.

At present, the department reports having difficulties recruiting and retaining kūpuna. However, in their responses to our kupuna survey, a significant number of kūpuna give poor marks to the support they receive from the department, their principal, and teachers, and report a widespread lack of adherence to guidelines affecting their working conditions. This indicates that the department has significant room for improvement in the areas of oversight and support that can make working conditions for kūpuna more attractive. For example, based on our interviews with administrators at schools struggling to find or keep kūpuna, some are unfamiliar with or even unaware of their district’s resource staff for kūpuna. Others utilize the district support services, yet are considering discontinuation of the Hawaiian Studies Program kupuna component because of difficulties in recruiting and retaining suitable kūpuna. Even district level referrals for kupuna services have not yielded sufficient kūpuna resources. Improved support and promotion may help to keep schools from losing their kūpuna. Such an expansion of school-level support, however, would not be feasible with current resources.

This lack of support is also reflected in responses received to our kupuna survey. There is a stark contrast between half or more of the respondents who reported sufficient support from the department, principal, and teachers, and a smaller group of kupuna who felt a lack of support from the same parties. A number of kūpuna who responded positively to our questions about the quality of support included comments on what they felt was a rich experience in their schools and that they consider themselves blessed and well-supported by their school administrators and teachers. Other kūpuna—about one-third of all respondents—felt much less support. Some working conditions prompted kūpuna to resign their position or to change schools. Transferring to a different school significantly improved conditions for some of them. Others reported being “treated like trash” and complained of teachers and administrators lacking knowledge of Hawaiian culture and resented being used as “babysitters.”

In addition, based on comments to our kupuna survey, there is a need for closer adherence to guidelines that affect the working conditions for kūpuna. For example, contrary to program guidelines, kūpuna are left

alone with their class by their teachers (reported by 42 percent of respondents). In some cases this occurs despite a kupuna's objections. Others reported having been involuntarily assigned duties other than direct instruction, such as supervising students during break-time or lunch periods, which is considered by some kupauna as an affront. In our survey, 17 percent indicated they had been assigned such tasks.

Another focus of complaints is the lack of a consistent policy on kupuna training. The guidelines for the Hawaiian Studies Program specifically assign school principals discretion over whether to encourage kupauna to attend off-site training provided by state or district resource staff and whether kupauna will be paid for such attendance. The resulting inconsistencies among schools has become a significant source of discontent among kupauna who have less supportive principals than those whose principals both encourage and pay kupuna to attend. Unlike part-time teachers, kupauna often are not trained educators, one of the reasons why early evaluation reports stress the importance of adequate training and support for kupauna to succeed. However, survey responses indicate that too many kupauna, including some newly hired kupauna, do not attend training for reasons including lack of school-level encouragement and lack of pay for attendance. The department needs to consider measures that ensure kupauna receive sufficient training, such as making compulsory both attendance at pre-service training and a minimum number of continuing education hours per year or specifically allocating funds for an appropriate level of training.

We were unable to determine the adequacy of the support and advocacy functions performed by state and district staff and the degree to which strengthening these functions can reduce complaints and improve retaining quality kupauna. However, these indicators point to a need to reevaluate how Hawaiian Studies Program funds are used and to consider ways to redirect funds that otherwise end up carried forward, diverted, or lapsed to the department to strengthen oversight, support, and promotion of kupuna services.

Moreover, a common issue raised by kupauna is the lack of payment for the time needed to prepare lessons. Kupauna are classified and employed under the same rules as part-time temporary teachers for payroll purposes. Nevertheless, the department may need to review its part-time teacher rates as they have not kept pace with salaries of regular teachers. According to the department, in FY1992-93, a beginning teacher salary was \$25,100, which rose to \$39,901 in FY2006-07, a 59 percent increase. In contrast, the rate paid to kupauna who do not have a degree rose from \$15.44 to \$20.67, a 34 percent increase. Had this rate kept pace with teacher salaries, it would currently be \$24.54 per hour.

***The department is set to update curriculum guides but not to curb the use of controversial textbooks***

Senate Resolution No. 74 expresses a concern that the Hawaiian Studies Program curriculum has become outdated. Opinions differ on the meaning of the term “curriculum” as it can describe a range of educational tools and activities used to plan and guide learning within the public school system. For our audit, we focused on curriculum related issues raised in testimony at legislative hearings during the 2007 session, criticizing the program for the lack of a standard curriculum and the lack of updated textbooks. In addition, native Hawaiian educators we interviewed and a researcher faulted the department for allowing the use of textbooks that are outdated and culturally inappropriate.

We found that a Hawaiian Studies Curriculum Guide in need of revision is being updated. We also found that culturally inappropriate textbooks are being used in significant numbers, at least in part because the department has done a poor job implementing a Board of Education policy requiring most textbooks to be chosen from a list of recommended textbooks.

**Curriculum revision focuses on content and performance standards**

Testimony presented in legislative hearings during the 2007 session cites the lack of a standard curriculum for the Hawaiian Studies Program. The practice that each district teaches its own curriculum is seen as a problem. However, according to Board of Education policy and the department’s guidelines, the responsibility for developing curriculum rests primarily with the schools with guidance from the department and the Hawaii Content and Performance Standards. Hawaiian Studies Program guidelines for kupuna assign the responsibility for content to the classroom teacher, requiring the kupuna to work closely with the teacher to plan lessons within the context of the regular classroom curriculum. Various instructional materials have been developed to assist teachers and kupuna in planning their lessons, including the Hawaiian Studies Curriculum Guide.

The Hawaiian Studies Program administrator, aware that the 1984 curriculum guides for K-6 are in need of revision, informed us that an update with the goal to better align the guides with the Hawaii Content and Performance Standards is in the planning phase. In addition, training offered to kupuna and teachers includes methods to integrate cultural instruction with the standards.

**Controversial textbooks end up in classrooms despite policy**

Failing to enforce a Board of Education policy requiring schools to justify purchases of textbooks not on a recommended list, the department has allowed schools to purchase textbooks with culturally inappropriate

content. In line with the decentralization of the department, purchasing decisions for textbooks are made by the schools. However, the Board of Education adopted policy No. 2240, that requires the department's Office of Curriculum, Instruction and Student Support (OCISS) to provide a list of recommended textbooks and instructional materials and schools to justify selections of material that are not on that list. While the department's web-site includes an inventory of recommended textbooks, it has not been updated for at least three years. In addition, the department lacks a process to ensure that only recommended textbooks are purchased. In fact, department staff, including the Hawaiian Studies Program administrator and a branch director of OCISS, explained that there are no controls over the policy.

In our review of adherence to spending guidelines for FY2006-07 expenditures from 20 schools, we found that four schools had purchased 235 copies of the textbook entitled *Hawaiians of Old*. Although not among the department's recommended textbooks, the schools were not required to demonstrate that the books would better support students' learning needs as required by the board policy. A 2005 University of Hawai'i study found this book widely used in elementary schools and found a link between a "preponderance of sadism and violence" in students' written reports on Hawaiian Studies and the use of textbooks such as *Hawaiians of Old*. The study criticized the portrayal of pre-contact Hawai'i as a "dark and scary world with merciless rulers, senseless rules, and harsh life or death consequences." *Hawaiians of Old* has also been cited by native Hawaiian stakeholders as an example of culturally inappropriate materials used in the Hawaiian Studies Program. Even its publisher acknowledges the text as minimally presenting a diversity of perspectives.

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## Conclusion

Criticism of the Department of Education's management of its kupuna component of the Hawaiian Studies Program is decades old and persistent. Determining the underlying problem is complicated by diverse views on what the mandate—Article X, Section 4 of the State Constitution—requires. There is no consensus, even among kupuna, on whether conditions in the schools and support from the department, administration, and teachers are satisfactory or unsatisfactory. Similar numbers of respondents to our kupuna survey reported a high level of satisfaction with the conditions and support and a level of dissatisfaction in those same areas. However, the numbers and types of negative responses, as well as comments reflecting departures from program guidelines, are significant enough to warrant scrutiny and indicate room for improvement.

The overriding problem, one that has existed for the 27-year history of the Hawaiian Studies Program, is the lack of decisive leadership from the Board of Education in defining the role of the program's kupuna component in meeting the constitutional mandate and the desired outcomes of its program policies.

The Department of Education contributed to the leadership void by failing to provide clear guidelines and oversight to ensure the \$2.8 million entrusted to schools are used to achieve the intended program outcomes. The department needs to be accountable for outcomes in schools that receive funds to pay for kupuna services but that no longer use kupuna services. These schools should be held responsible to demonstrate that equivalent outcomes are achieved.

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## Recommendations

1. The Board of Education should, in consultation with appropriate stakeholders, reevaluate the State's compliance effort with the constitutional mandate. Issues to consider in the reevaluation should include:
  - a. The role of all relevant programs within the public school system in the compliance effort, including immersion schools, and charter schools based on Hawaiian culture and language;
  - b. The purpose, scope, role, and expected outcomes of the Hawaiian Studies Program's kupuna component, and its effectiveness in achieving the purpose in its present form;
  - c. Alternatives or modifications to the present kupuna component needed to optimize achievement of its purpose;
  - d. The type of community resources required to achieve the purpose and measures needed to ensure adequate numbers of kupuna or other community resources;
  - e. The need for Hawaiian language proficiency standards reflecting the importance of language in the work of kupuna;
  - f. Measures to ensure that all teachers, principals, and school officials are cognizant of and at least minimally knowledgeable in Hawaiian culture and practices; and
  - g. The role of School Community Councils in determining the extent and nature of each school's Hawaiian cultural program.

2. The Department of Education should:
  - a. Require the Hawaiian Studies Program administrator to develop action plans aligned with the department's strategic plan for the funds and activities under the administrator's control. Such plans should include objectively measurable goals and related measures that facilitate an assessment of accomplishments and account for the effective use of the Hawaiian Studies Program funds;
  - b. Enable and encourage the Hawaiian Studies Program administrator to hold schools accountable for proper use of Hawaiian Studies Program allocations, including withholding funds from schools that divert funds for unauthorized purposes;
  - c. Reevaluate its policies and procedures for carry forward funds for the Hawaiian Studies Program to ensure that funds are not diverted for purposes not related to achieving the objectives of the program; and
  - d. Ensure that the Hawaiian Studies Program administrator has training in and access to financial databases to generate reports needed to conduct periodic reviews of summary and detailed expenditure data for Hawaiian Studies Program funds.
3. The department's Office of Curriculum Instruction and Student Support should:
  - a. Ensure that its list of recommended textbooks and instructional materials is kept updated for Hawaiian Studies materials suited to provide alternatives to those deemed culturally offensive; and
  - b. Require schools to justify acquisitions of textbooks and materials not on the office's recommended list, as required by Board of Education policy No. 2240.
4. The Hawaiian Studies Program administrator should:
  - a. Reassess the deployment of the Hawaiian Studies Program budget to optimize the effectiveness of the funds allocated. Consideration should be given to reassigning resources currently diverted and lapsed to increase resources at the state and district levels to improve oversight, in-service support, and promotion of kupuna services at the school level;
  - b. Clarify fund allocation guidelines for schools to reflect a priority for funding to be used for kupuna services or programs;

- c. Implement oversight measures at the state or district level needed to ensure that allocation guidelines are being followed and resources applied towards achieving the desired outcomes;
  - d. Improve oversight and revise controls and guidelines over Hawaiian Studies Program funds allocated and carried forward to ensure that funds are not diverted from kupuna services unless justified by providing an equivalent program or an approval by the administrator. Such oversight should include periodic reviews of expenditure data for Hawaiian Studies Program funds spent by recipient schools;
  - e. Identify expected outcomes and related performance measures for the services of kupuna to provide the means for measuring accomplishment and as a basis for assessing equivalency for school programs that do not use kupuna;
  - f. Require schools receiving Hawaiian Studies Program funds but not using kupuna services to demonstrate that alternative uses of funds are designed to achieve equivalent outcomes;
  - g. Consider paying kupuna to attend mandatory training and making attendance of some training offered by district coordinators compulsory;
  - h. Consider establishing a pro-active process for identifying and addressing the use of culturally inappropriate instructions and materials; and
  - i. Pursue the planned revision of existing curriculum guides for the Hawaiian Studies Program, consistent with the vision stated in the 2000 implementation plan for the program.
5. The Legislature should consider adopting statutory measures to define the role and function of the kupuna component if the board and department do not adopt policies and clear guidelines ensuring that the program can fulfill its intended role.

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**Appendix A**  
**Kupuna Survey Questionnaire and Responses**  
(Bold numbers in question boxes are the numbers of responses)

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The Office of the Auditor has been requested by the Legislature to audit the Hawaiian studies program of the Department of Education. Because the kupuna/makua serving this program are central to this program's success, we would appreciate your kokua in responding to some questions designed to provide us with a better understanding of the relationship between the kupuna/makua and the department.

You received this request for your participation because your name is on a list of kupuna/makua we received from the department. This questionnaire will be confidential. Responses will be used only in summary form. Select comments from respondents may be included in our report. We will make every effort to ensure that such comments are not traceable to an individual.

We would appreciate your response by August 10, 2007 and have provided you with a stamped, addressed envelope for that purpose.

Mahalo,

Marion Higa, State Auditor

## Background Information

For each question, please mark the box that is most accurate for your situation.

**1. How long have you served as a Kupuna/Makua?**

(total number of years if you have served off and on)

0-2 years

**43**

2-5 years

**25**

5-15 years

**59**

More than 15 years

**46**

**2. Describe your fluency in the Hawaiian language:**

Native speaker

**8**

Fluent speaker

**20**

Minimally competent speaker

**93**

Less than competent speaker

**52**

**3. What is your qualification for serving the Hawaiian studies program?**

Recognized traditional kupuna

**67**

Degree in education, former or current teacher

**19**

Degree other than in education

**36**

No degree but makua or opio

**37**

No degree, not a kupuna/makua/opio but knowledgeable in Hawaiian culture

**12**

**4. Which district do you serve?**

Honolulu

**40**

Central

**27**

Leeward

**36**

Windward

**19**

Maui

**14**

Hawaii

**29**

Kauai

**8**

**5. What is your primary role in teaching Hawaiian language, culture, and history?**

Assist the classroom teacher(s)

**16**

Provide an educational program with help from the classroom teacher(s)

**30**

Provide an educational program with little or no help from the classroom teacher(s)

**125**

**6. On average, what is your contact time with your students per week?**

Less than 30 minutes

**42**

45 Minutes

**88**

1 hour

**18**

More than 1 hour

**24**

**7. If you teach different grades, is your role different for grades K-4 and 4-6?**

Yes

**98**

No

**65**

If yes, please briefly describe the major difference(s)

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## Information about your relationship with the department/school

8. Some kupuna have expressed concerns about their status, pay, and working conditions. From your experience over the **past one to two years**, please indicate your degree of agreement with the following statements.  
(5 =frequently experienced or strongly agree; 1=never experienced or strongly disagree, leave blank if the question does not apply):

	5	4	3	2	1
a) The classroom teacher leaves the classroom, requiring me to handle the class by myself	<input type="checkbox"/> <b>47</b>	<input type="checkbox"/> <b>17</b>	<input type="checkbox"/> <b>21</b>	<input type="checkbox"/> <b>21</b>	<input type="checkbox"/> <b>47</b>
b) Classrooms are physically difficult for me to reach because of distance or the need to climb stairs	<input type="checkbox"/> <b>28</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>11</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>86</b>
c) Most Kupuna/Makua are hired as part time teachers. I have been hired in a different classification	<input type="checkbox"/> <b>32</b>	<input type="checkbox"/> <b>8</b>	<input type="checkbox"/> <b>2</b>	<input type="checkbox"/> <b>4</b>	<input type="checkbox"/> <b>92</b>
d) My classroom teacher(s) and I work together in planning lessons	<input type="checkbox"/> <b>23</b>	<input type="checkbox"/> <b>12</b>	<input type="checkbox"/> <b>27</b>	<input type="checkbox"/> <b>26</b>	<input type="checkbox"/> <b>70</b>
e) I have been assigned to duties not related to Hawaiian studies, such as supervising lunch	<input type="checkbox"/> <b>24</b>	<input type="checkbox"/> <b>1</b>	<input type="checkbox"/> <b>2</b>	<input type="checkbox"/> <b>4</b>	<input type="checkbox"/> <b>115</b>
f) If assigned as described in e), I am paid for the time I spend	<input type="checkbox"/> <b>21</b>	<input type="checkbox"/> <b>1</b>	<input type="checkbox"/> <b>1</b>	<input type="checkbox"/> <b>0</b>	<input type="checkbox"/> <b>4</b>

9. **I am actively involved in managing the funds for the Hawaiian studies program**  
Please indicate your degree of agreement with the following statements  
(5 =frequently experienced or strongly agree; 1=never experienced or strongly disagree, leave blank if you cannot answer):

	5	4	3	2	1
a) At the beginning of the school year, I am given a budget for my program and know what I can spend	<input type="checkbox"/> <b>63</b>	<input type="checkbox"/> <b>9</b>	<input type="checkbox"/> <b>10</b>	<input type="checkbox"/> <b>12</b>	<input type="checkbox"/> <b>59</b>
b) I am regularly informed on amounts spent and the balance I have left to spend for my program	<input type="checkbox"/> <b>56</b>	<input type="checkbox"/> <b>12</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>10</b>	<input type="checkbox"/> <b>66</b>
c) I am consulted before funds are used for purposes different from those in the original allocation, e.g moving funds from A1 (casual personnel services) to B (operating expenditures, such as supplies) or vice versa.	<input type="checkbox"/> <b>38</b>	<input type="checkbox"/> <b>3</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>6</b>	<input type="checkbox"/> <b>88</b>

## 10. Do you receive adequate training to help you be effective?

	More than I need	Sufficient	Not enough	Little/none
Training at school	<input type="checkbox"/> <b>12</b>	<input type="checkbox"/> <b>38</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>89</b>
District/departmental training	<input type="checkbox"/> <b>32</b>	<input type="checkbox"/> <b>71</b>	<input type="checkbox"/> <b>22</b>	<input type="checkbox"/> <b>36</b>

11. For training sessions you are encouraged by the department to attend, are you paid for:

	Yes	No
The expenses incurred to attend?	<input type="checkbox"/> <b>56</b>	<input type="checkbox"/> <b>89</b>
Your time?	<input type="checkbox"/> <b>95</b>	<input type="checkbox"/> <b>60</b>

12. How do you rate the resources available, including funds for kupuna and school supplies?

(please rate between 5=excellent and 1=very poor)

	5	4	3	2	1
a) Resources available from the department	<input type="checkbox"/> <b>59</b>	<input type="checkbox"/> <b>31</b>	<input type="checkbox"/> <b>26</b>	<input type="checkbox"/> <b>10</b>	<input type="checkbox"/> <b>39</b>
b) Resources available from the school principal	<input type="checkbox"/> <b>46</b>	<input type="checkbox"/> <b>20</b>	<input type="checkbox"/> <b>28</b>	<input type="checkbox"/> <b>20</b>	<input type="checkbox"/> <b>47</b>
c) Resources available from the classroom teacher(s)	<input type="checkbox"/> <b>38</b>	<input type="checkbox"/> <b>15</b>	<input type="checkbox"/> <b>22</b>	<input type="checkbox"/> <b>26</b>	<input type="checkbox"/> <b>51</b>

13. How do you rate the support you receive, including the responsiveness in addressing concerns and problems you might have?

(please rate between 5=excellent and 1=very poor)

	5	4	3	2	1
a) Support received from the department	<input type="checkbox"/> <b>49</b>	<input type="checkbox"/> <b>27</b>	<input type="checkbox"/> <b>24</b>	<input type="checkbox"/> <b>16</b>	<input type="checkbox"/> <b>38</b>
b) Support received from the school principal	<input type="checkbox"/> <b>57</b>	<input type="checkbox"/> <b>28</b>	<input type="checkbox"/> <b>25</b>	<input type="checkbox"/> <b>19</b>	<input type="checkbox"/> <b>34</b>
c) Support received from the classroom teacher(s)	<input type="checkbox"/> <b>57</b>	<input type="checkbox"/> <b>32</b>	<input type="checkbox"/> <b>26</b>	<input type="checkbox"/> <b>17</b>	<input type="checkbox"/> <b>28</b>

14. In general, are principal, teachers, and students courteous and respectful to their kupuna, reflecting an understanding of the kupuna's position and value?

(please rate between 5=excellent and 1=very poor)

	5	4	3	2	1
	<input type="checkbox"/> <b>89</b>	<input type="checkbox"/> <b>41</b>	<input type="checkbox"/> <b>13</b>	<input type="checkbox"/> <b>4</b>	<input type="checkbox"/> <b>13</b>

15. Do you receive any evaluation of or feedback on your performance from:

	No	Yes	If yes, is the evaluation:	
			Written	Oral
Your classroom teacher(s)	<input type="checkbox"/> <b>64</b>	<input type="checkbox"/> <b>97</b>	<input type="checkbox"/> <b>37</b>	<input type="checkbox"/> <b>58</b>
The school principal	<input type="checkbox"/> <b>77</b>	<input type="checkbox"/> <b>77</b>	<input type="checkbox"/> <b>18</b>	<input type="checkbox"/> <b>56</b>

Please feel free to add any comments or issues you would like to share with us.

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## Responses of the Affected Agencies

### Comments on Agency Responses

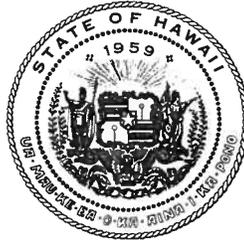
We transmitted a draft of this report to the Board of Education and the Department of Education on January 4, 2008. A copy of the transmittal letter to the board is included as Attachment 1. A similar letter was sent to the department. The board's and the department's responses are included as Attachments 2 and 3, respectively.

The board expressed its appreciation for the recommendations and committed to working with the department to reevaluate and revise the current goals and objectives of the program.

The department agreed with the findings and recommendations and expressed a commitment to the kūpuna or Cultural Personnel Resources as a component part of the Hawaiian Studies Program.

ATTACHMENT 1

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

January 4, 2008

**COPY**

The Honorable Donna R. Ikeda, Chairperson  
Board of Education  
Department of Education  
Queen Lili'uokalani Building  
1390 Miller Street  
Honolulu, Hawaii 96813

Dear Ms. Ikeda:

Enclosed for your information are 14 copies, numbered 9 to 22, of our confidential draft report, *Management Audit of the Department of Education's Hawaiian Studies Program*. We ask that you telephone us by Tuesday, January 8, 2008, on whether or not you intend to comment on our recommendations. Please distribute the copies to the members of the Board. If you wish your comments to be included in the report, please submit them no later than Monday, January 14, 2008.

The Department of Education, Governor, and presiding officers of the two houses of the Legislature have also been provided copies of this confidential draft report.

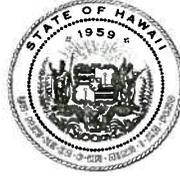
Since this report is not in final form and changes may be made to it, access to the report should be restricted to those assisting you in preparing your response. Public release of the report will be made solely by our office and only after the report is published in its final form.

Sincerely,

A handwritten signature in cursive script, appearing to read "marion m. higa".

Marion M. Higa  
State Auditor

Enclosures



**STATE OF HAWAII  
BOARD OF EDUCATION**

P. O. BOX 2360  
HONOLULU, HAWAII 96804

January 14, 2008

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

RECEIVED

2008 JAN 16 AM 9:58

OFFICE OF THE AUDITOR  
STATE OF HAWAII

Dear Ms. Higa,

Thank you for the opportunity to comment on your audit report entitled, *Management Audit of the Department of Education's Hawaiian Studies Program*. On behalf of the Hawaii State Board of Education (Board), the Board's response to your recommendation is as follows:

*The Board will work with the Department of Education (Department) to reevaluate and revise the current goals and objectives of the Department's Hawaiian Studies Program to help ensure compliance with the constitutional mandate. It is anticipated that revised program goals and objectives will be implemented during the 2008-2009 school year.*

The Board is committed to promoting excellence and equity in Hawaii's public school system and appreciates your recommendations for the Department's Hawaiian Studies Program.

Sincerely,

Donna Ikeda  
Chairperson



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

OFFICE OF THE SUPERINTENDENT

RECEIVED

2008 JAN 14 AM 10:49

OFC. OF THE AUDITOR  
STATE OF HAWAII

January 14, 2008

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

Dear Ms. Higa:

Thank you for providing the Department of Education with an opportunity to comment on and respond to your draft report entitled, "Management Audit of the Department of Education's Hawaiian Studies Program."

The time and effort your office has put into completing this comprehensive three-topic report on such an important program for the State of Hawaii is appreciated. Although the Hawaiian Studies Program has evolved from the kupuna program into a program that provides curricular and instructional support for the Department's K-12 Hawaiian Studies Program, the *kupuna* or Cultural Personnel Resources are still a vital component of the Hawaiian Studies Program. The Department treasures the *kupuna*, who have shared their knowledge and culture with our public school youth for decades.

The State of Hawaii Constitution, Article X, Section 4, is a broadly written mandate, which has caused a wide range of interpretations on the implementation of the Hawaiian Studies Program in the State public schools. We agree that the direction and the maintenance of the program must come from the State. The Department acknowledges that the program has changed over the years and that these changes have been largely positive, as they are based on responses to changes in educational priorities as well as changes in society. For example, the Hawaii Content and Performance Standards, in the context of a standards-based educational system, has begun to strengthen student achievement and accountability. The Hawaiian Studies Program serves as an important vehicle for student learning of the standards and especially of the General Learner Outcomes.

Ms. Marion Higa  
January 14, 2008  
Page 2

The Department has reviewed the report and concurs with the recommendations. The recommendations stated in the report will further assist in defining the direction and purpose of the Hawaiian Studies Program and strengthen the intent of the constitutional mandate to perpetuate the Hawaiian culture, language, and history by honoring the knowledge of the kupuna. To this end, the Department supports the work and efforts of our current administrator to refocus on the HSP's original intent and reevaluating its role and purpose. Under his direction, we have already begun drafting a five-year plan for the Hawaiian Studies Program and are committed to insuring the outcomes of this plan.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Patricia Hamamoto", with a long, sweeping horizontal line extending to the right.

Patricia Hamamoto  
Superintendent

PH:KI:la

c: Ms. Denise Yoshida, Internal Auditor  
Office of Curriculum, Instruction and Student Support